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## HEARING

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETIETH CONGRESS

SECOND SESSION

ON

### S. 26

A BILL TO REVISE THE BOUNDARIES OF THE CANYONLANDS  
NATIONAL PARK IN THE STATE OF UTAH

JULY 24, 1968



Printed for the use of the Committee on Interior and Insular Affairs

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1968

98-236

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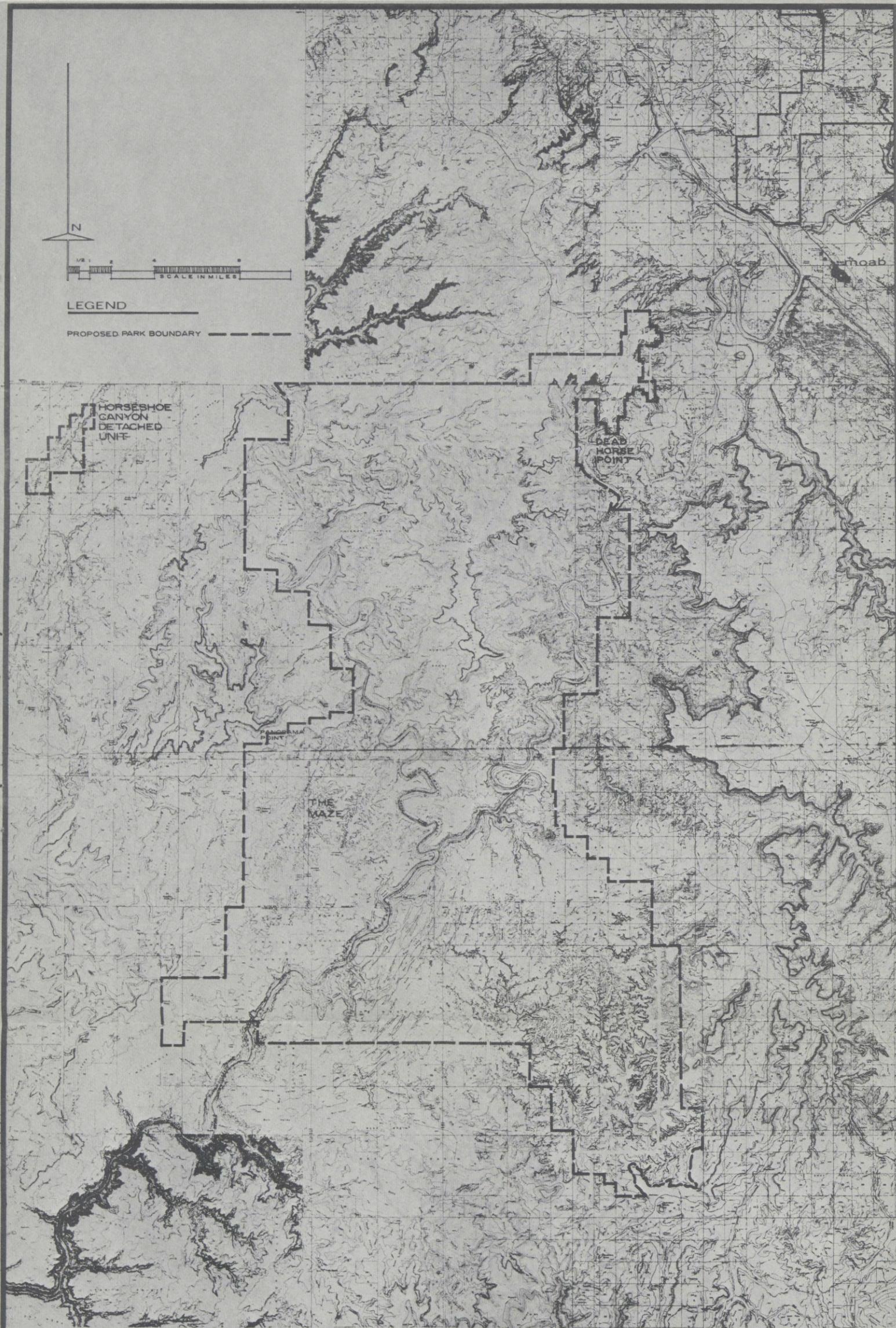
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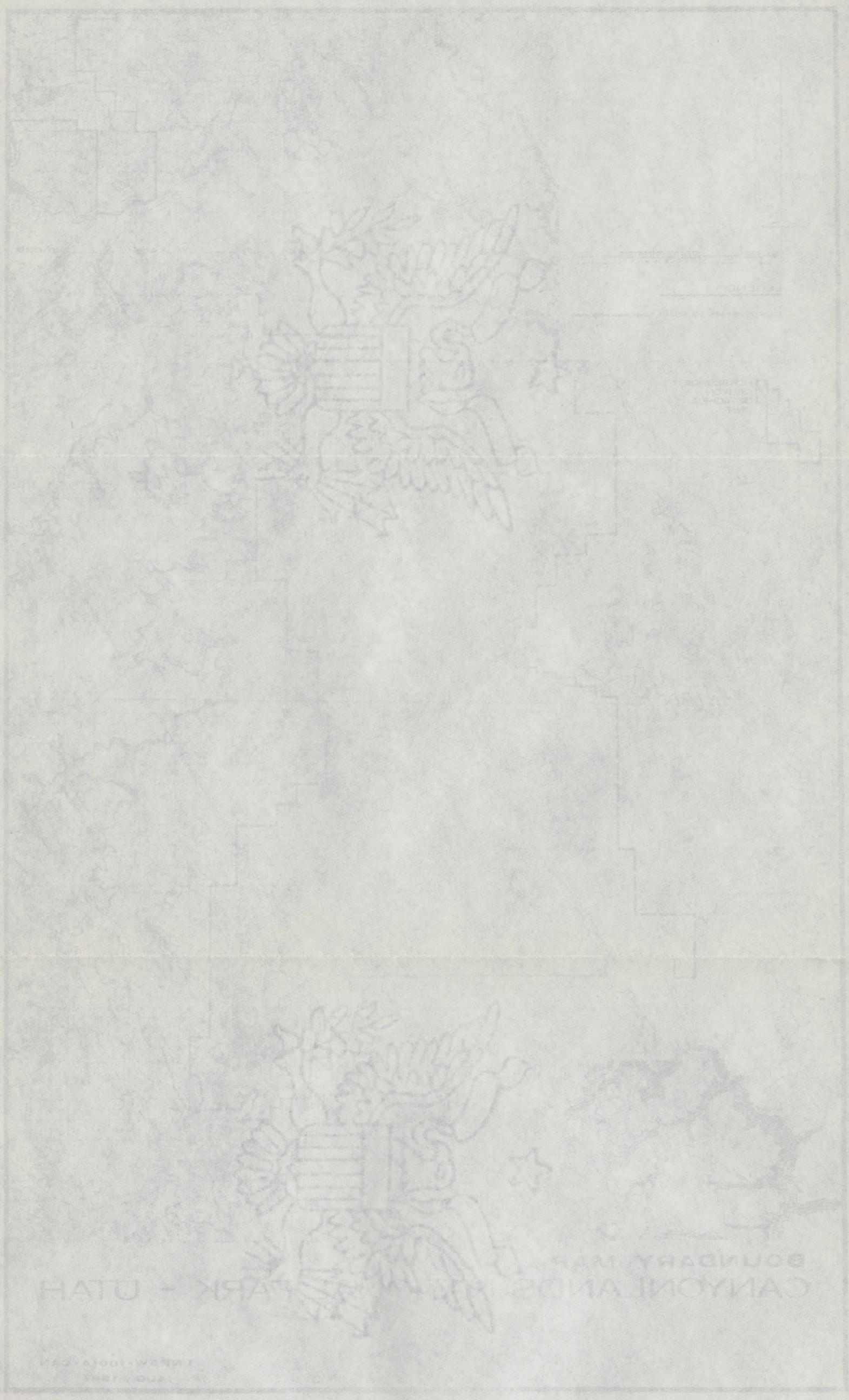
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# BOUNDARY MAP CANYONLANDS NATIONAL PARK - UTAH

LNPSW-1001A-CAN  
AUG., 1967



BOUNDARY MAP  
CANYONLANDS NATIONAL MONUMENT - UTAH

UNITED STATES GEOLOGICAL SURVEY  
WASHINGTON, D. C.

## CANYONLANDS BOUNDARY REVISION

WEDNESDAY, JULY 24, 1968

U.S. SENATE,  
SUBCOMMITTEE ON PARKS AND RECREATION OF THE  
SENATE COMMITTEE ON INTERIOR  
AND INSULAR AFFAIRS,  
*Washington, D.C.*

The Subcommittee met, pursuant to call, at 9:30 a.m., in room 3112, New Senate Office Building, Senator Frank E. Moss presiding.

Present: Senators Frank E. Moss of Utah, Clifford P. Hansen of Wyoming, and Mark O. Hatfield of Oregon.

Also present: Senator Quentin N. Burdick of North Dakota.

Staff members present: Jerry T. Verkler, staff director; James Meek, professional staff member, and E. Lewis Reid, minority counsel. Senator Moss. The subcommittee will come to order.

This is a meeting of the Parks and Recreation Subcommittee of the Senate Interior Committee. The bill on which we will receive testimony is S. 26, to expand the boundaries of Canyonlands National Park in southeastern Utah. It was introduced on January 11, 1967.

At the time the Congress authorized the Canyonlands National Park in 1964, we recognized that the boundaries which we were establishing did not encompass all of the unique and magnificent scenery in the area which was of national park caliber. We knew that someday we would want to take another look—that we would want to consider bringing under the protection of the National Park Service some of the spectacular areas which border the boundaries of Canyonlands, and which are equal with the present park area in scenic, scientific or historic interest.

The present park contains approximately 257,640 acres. S. 26 would add four additional tracts—mostly public lands—totaling approximately 100,000 acres. Three of the tracts adjoin Canyonlands and the remaining tract is located a few miles to the west.

The largest of the tracts is The Maze, which comprises 49,233 acres directly west of the park, and embraces a rugged labyrinth of canyons and eroded geological forms, some of which no white man has ever seen yet.

The second largest tract comprises 31,347 acres lying along the northern boundary of Canyonlands, and includes the 4,562 acres of Dead Horse Point State Park which the Utah State Park and Recreation Commission requested be taken into the national park.

The other two are tracts of approximately 11,952 acres which adjoin the southeast corner of Canyonlands and contain part of the famed Lavender Canyon, and an area of 3,178 acres known as Horse-shoe Canyon, which is located about 7 miles west of the northwest

corner of Canyonlands, and which contains some of the finest galleries of prehistoric pictographs in the country.

All of these new areas contain unique features and natural phenomena which have national significance. They should be kept in their undisturbed and natural state, and the best way to do this is to incorporate them into the park.

Before Canyonlands National Park was established, there had already been some vandalism in southeastern Utah. Both geological formations as well as Indian artifacts and pictographs had been destroyed. It was partly to give protection to many of these national treasures that I pressed for action on the Canyonlands National Park bill in the first place.

Now, the publicity on the establishment of the park is bringing thousands of additional tourists into the area, and as roads are improved and extended and more campsites are completed, the number of visitors both to Canyonlands and the lands adjacent to it will increase. A \$2½ million Canyonlands roadbuilding program will be undertaken with fiscal 1968 and 1969 funds, and more campgrounds and new trails will also be built. It is inevitable that as roads are built, and as hiking and horseback trails are pushed into formerly remote areas, there will be a new danger of vandalism and destruction—not necessarily deliberate marring of the fabulous stone arches, windows, spires, and pinnacles in which the area abounds, but of thoughtless treatment of these formations. We should be moving now to bring the most spectacular of the still unprotected areas under the protection of the National Park Service.

The addition of the new tracts to Canyonlands National Park has been recommended by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments. The Board had previously recommended national park status for most of the lands involved when it recommended the adoption of earlier proposals for a Canyonlands National Park.

Development costs of the proposed additions have been estimated by the Department of the Interior as \$3,587,000 and increased annual operating costs at \$47,000. Since most of the land involved is publicly owned, land acquisition costs have been estimated at only \$20,000. The bill provides for in lieu Federal land exchanges for Utah State-owned land within the proposed new tracts.

The Department of the Interior has recommended the enactment of S. 26, with amendments, and at this point in the record I shall direct that a copy of the bill and a copy of the departmental reports be included.

(The bill and reports follow:)

[S. 26, 90th Cong., first sess.]

A BILL To revise the boundaries of the Canyonlands National Park in the State of Utah

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the first section of the Act of September 12, 1964 (78 Stat. 934), is revised to read:

“That in order to preserve an area in the State of Utah possessing superlative scenic, scientific, and archeologic features for the inspiration, benefit, and use of the public, there is hereby established the Canyonlands National Park which, subject to valid existing rights, shall comprise the area generally depicted on the drawing entitled ‘Boundary Map, Canyonlands National Park,’ numbered

LNPSW-1001-CAN, and dated January 1967, which shows the boundaries of the park having a total of approximately three hundred and sixty thousand three hundred and twenty-five acres. The map is on file and available for public inspection in the offices of the National Park Service, Department of the Interior."

SEC. 2. Section 2 of the 1964 Act is amended as follows:

- (1) delete the words "described in section 1 hereof or" which appear after the word "area" in the first sentence;
- (2) insert the words "or any amendment thereto" after the word "Act" in the third sentence;
- (3) change the period after the third sentence to a colon and add the words "Provided further, That Dead Horse Point State Park may be acquired only by donation and upon the condition that it be administered as a part of Canyonlands National Park."; and
- (4) insert the words "or any amendment thereto" after the word "Act" in the fifth sentence.

SEC. 3. Section 3 of the 1964 Act is amended as follows: insert the words "or any amendment thereto" after the word "Act".

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EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D.C., June 24, 1968.

HON. HENRY M. JACKSON,  
*Chairman, Committee on Interior and Insular Affairs,*  
*New Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for the views on the Bureau of the Budget on S. 26, a bill to revise the boundaries of the Canyonlands National Park in the State of Utah.

The Department of the Interior, in a report it is submitting to the Committee, explains the purposes of the bill and its background. The Department also recommends several amendments to the bill. The Bureau of the Budget concurs in these amendments.

The Bureau of the Budget would have no objection to the enactment of S. 26 if amended as recommended by the Department of the Interior.

Sincerely yours,

WILFRED H. ROMMEL,  
*Assistant Director for Legislative Reference.*

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U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., June 26, 1968.

HON. HENRY M. JACKSON,  
*Chairman, Committee on Interior and Insular Affairs,*  
*U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This responds to your request for the views of this Department on S. 26, a bill "To revise the boundaries of the Canyonlands National Park in the State of Utah."

We recommend the enactment of the bill, with the amendments indicated below.

The Act of September 12, 1964 (78 Stat. 934; 16 U.S.C. 271 *et seq.*), established the Canyonlands National Park in Utah, containing weirdly eroded rocks, towering spires, mesas rising to more than 7,800 feet in elevation, and ancient petroglyphs. The first section of the Act defines the boundary of the park by a detailed metes and bounds land description, and states that the park contains approximately 257,640 acres. S. 26 amends the 1964 Act by substituting for such land description a boundary map on file in the offices of the National Park Service of the Department. The boundary depicted on the map adds to Canyonlands National Park four separate tracts totaling approximately 100,000 acres. Three of the tracts adjoin Canyonlands National Park and the remaining tract is located a few miles west of the park. All of the tracts contain scenic, scientific, and historic features of national significance and deserve the high degree of preservation they would be accorded as part of Canyonlands National Park. The four tracts are as follows:

## 1. HORSESHOE CANYON

This tract of approximately 3,178 acres is located about 7 miles west of the northwest corner of Canyonlands National Park and contains a scenic portion of Horseshoe Canyon. Within the area are located several groups of nationally significant prehistoric pictographs which should be preserved and, at the same time, made available for public benefit and enjoyment. All of the tract is Federal land administered by the Secretary of the Interior through the Bureau of Land Management. Proposed developments at Horseshoe Canyon include a visitor contact shelter, interpretive exhibits and signs, overlook developments, utility systems, pictograph protection, lunch area, access road, and foot trails.

## 2. THE MAZE

This tract contains approximately 49,233 acres and is located west of the Colorado River below its junction with the Green River. The tract includes the brightly colored, intricately eroded, and spectacularly scenic geologic features known as the Maze, the Land of Standing Rocks, and Ernie's Country. As a protected primitive area accessible only by jeep, foot, and horseback, the area has high potential for providing inspirational and spiritual refreshment to the visiting public. The tract contains 4,478 acres of State-owned land which the Department proposes to acquire by exchange. The remaining acreage is Federal land administered by the Secretary through the Bureau of Land Management. Access to the Maze would be over jeep trails and foot trails. Developments planned at Waterhole Flat consist of a 10-unit campground, a ranger station, a duplex employee residence, utility systems, and radio communication. Throughout the area there would be signs and markers, interpretative devices, and pictograph protection.

## 3. THE NORTH SIDE

This tract of approximately 31,347 acres lies along the north boundary of Canyonlands National Park. In addition to the 4,562-acre Dead Horse Point State Park, which under S. 26 would be donated to the Federal Government by the State of Utah, the tract includes the balance of highly scenic Taylor Canyon which is now only partially within the national park. It also includes portions of the Big Flat, Shafer Canyon, and the White Rim which are needed primarily for administrative purposes and to meet development needs. In addition to permitting development of overlooks at Taylor and Shafer Canyons, the acquisition of the land would permit a more suitable alignment of the park entrance road from Long Canyon to the Island in the Sky by way of Dead Horse Point, and would protect the scenic view from the road. In addition to Dead Horse Point State Park, the tract includes 3,763 acres of other State lands which the Department expects to acquire by exchange. The remainder of the tract is Federal land administered by the Secretary through the Bureau of Land Management. Developments planned for the area include circulation roads, a parking area, trails, a visitor contact station, utility systems, interpretive exhibits and signs, signs and markers, and an overlook development.

## 4. LAVENDER CANYON

This tract of approximately 11,952 acres adjoins the southeast corner of Canyonlands National Park and contains the upper portion of Lavender Canyon and an important section of Upper Salt Creek Canyon. Both canyons are highly scenic and contain numerous prehistoric Indian ruins and several natural arches. Within the tract are 1,278 acres of State land and 80 acres of private land. The remainder is Federal land administered by the Secretary through the Bureau of Land Management. The developments planned for the area are jeep trails to Lavender and Davis Canyons, signs and markers, interpretive signs, and pit toilets.

All of the above tracts are within the geologic basin defined by the inward facing Wingate sandstone cliffs which enclose Canyonlands National Park on the west, north, and east. As such, they and the existing park are part of a geologically significant physiographic entity which should be conserved and made available for public use and benefit.

The addition of the above tracts to Canyonlands National Park was recommended by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments in April 1967. The Board had recommended national park status for most of the lands involved when it recommended the adoption of earlier proposals for a Canyonlands National Park.

Development costs attributable to the proposed additions to the national park are estimated at \$3,587,000. The land acquisition cost is estimated at approximately \$20,000. Increased annual operating costs will be approximately \$47,000. The man-years and cost-data statement (based on current assumptions and estimates) required by the Act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures exceed \$1 million, is enclosed.

Sections 2 and 3 of S. 26 amend the 1964 Canyonlands National Park Act in order to make clear that the provisions of the Act concerning land exchanges, the termination of Bureau of Reclamation and Federal Power Commission withdrawals, and the continuation of existing grazing privileges for a limited time will also apply to the four proposed additions to the park.

There is a total of 10 existing grazing permits on the Federal lands to be added to the park, and each permit was issued on an annual basis. If S. 26 is enacted, the Department would, as a matter of policy, grant each grazing permittee only one 10-year permit upon the expiration of the existing permit. This is the same policy the Department followed with respect to grazing permittees under the provisions of the 1964 Act.

We recommend the following amendments to the bill:

1. On page 1, line 11, and page 2, line 1, change "LNPSW-1001-CAN, and dated January 1967" to "LNPSW-1001A-CAN, and dated August 1967".

2. On page 2, lines 2 and 3, change "three hundred and sixty thousand three hundred and twenty-five acres" to "353,350 acres".

These amendments substitute a new boundary map for the park, and provide that the park contains 353,350 acres rather than the 360,350 acres as stated in the printed bill. The reduced park acreage is due to detailed measurements of the proposed additions to the park, and to the deletion of 4,785 acres from the proposed Lavender Canyon addition. The deleted acreage is located above the canyon rim and is being used for livestock breeding and grazing purposes. Because of the local importance of these uses and since the area is not essential to the park, the Department recommends the deletion of this acreage. Under our proposed amendment, the four proposed additions to the park total 95,710 acres.

3. On page 2, line 12, amend paragraph (2) to read as follows:

"(2) in the third sentence of said section, delete the comma after the word 'value' and delete the words 'and the Secretary shall take administrative action to complete transfer on any lands in a proper application by the State of Utah on or before the expiration of one hundred twenty days following the date of enactment of this Act'."

The above provision of the 1964 Act required land exchanges with the State of Utah to be completed by 120 days after the date of enactment of the Act. Paragraph (2) of the printed bill would extend the 120-day requirement to land exchanges with the State involving the area added to the park by S. 26. Although there may have been a sufficient reason for including such time limitation in the 1964 Act, we are not aware of any justification for extending it to the proposed addition to the park. We believe the legislation should not impose an arbitrary time limit within which the Department must complete action on State land exchange applications without regard to the complexities or complications involved in processing particular applications or to the availability of funds.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

STEWART L. UDALL,  
*Secretary of the Interior.*

ESTIMATED ADDITIONAL MAN-YEARS OF CIVILIAN EMPLOYMENT AND EXPENDITURES FOR THE FIRST 5 YEARS  
OF PROPOSED NEW OR EXPANDED PROGRAMS

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Estimated additional man-years of civilian employment:					
Substantive:					
Park ranger	2.0	2.0	2.0	2.0	2.0
Park ranger (seasonal)		.5	.5	.5	.5
Maintenance man		1.0	1.0	1.0	1.0
Operator; general (seasonal)	.5	.5	.5	.5	.5
Truck driver (seasonal)	.5	.5	.5	.5	.5
Laborer (seasonal)	.5	.5	1.0	1.0	1.0
Total, substantive	3.5	5.0	5.5	5.5	5.5
Total, estimated additional man-years of civilian employment	3.5	5.0	5.5	5.5	5.5
Estimated additional expenditures:					
Personal services	\$21,800	\$30,000	\$32,300	\$32,300	\$32,300
All other	262,800	766,100	565,700	379,700	214,700
Total, estimated additional expenditures	284,600	796,100	598,000	412,000	247,000
Estimated obligations:					
Land and property acquisition	20,000				
Development	434,000	1,053,000	51,000	565,000	
Operations (management, protection, and maintenance)	30,600	43,100	47,000	47,000	47,000
Total, estimated obligations	484,600	1,096,100	98,000	612,000	47,000

Senator Moss. That has been a rather lengthy introduction, but I thought it important for the purposes that we have in opening these hearings this morning.

First of all, I want to ask my colleague, Senator Hansen, of Wyoming a member of this subcommittee, if he has any opening statement or any remarks he would care to make at this point.

Senator HANSEN. Thank you, Mr. Chairman. I do not have any remarks to make now.

Senator Moss. Thank you. We are very pleased to have the Deputy Director of the National Park Service, Mr. Harthon Bill, to appear this morning before the committee.

We also have Mr. Bates Wilson, the superintendent of Canyonlands National Park, who has come for the hearing this morning, and Mr. Frank Harrison, the Assistant Director for Legislative Affairs of the National Park Service. Would you gentlemen like to come to the table and sit together? Then if we have questions that we want to pose to any particular one, we will have you right there in place.

We will begin with Mr. Bill.

**STATEMENTS OF HARTHON BILL, DEPUTY DIRECTOR, FRANK E. HARRISON, ASSISTANT TO THE DIRECTOR, AND BATES WILSON, SUPERINTENDENT OF CANYONLANDS NATIONAL PARK, NATIONAL PARK SERVICE**

Mr. BILL. Thank you.

Mr. Chairman and members of the committee, it is a pleasure to appear before you today to discuss this legislation and to report to you the Department's endorsement of it.

The Department's report of June 26, 1968, urges enactment with certain amendments.

It is a tribute to this committee and to Senator Moss that the original legislation to authorize Canyonlands National Park was enacted. There is a singular magnificence to the wild canyons and

stone spires of this area, as well as a wealth of archeological and historical resources that qualify them for national park status.

Today, you are considering four additions to Canyonlands National Park. We are convinced that these important additions will add outstanding features to the park in that they contain additional natural and historical features of national significance. They are in all respects deserving of the beneficial preservation and utilization which is provided by inclusion within a national park.

Describing the four tracts briefly:

Horseshoe Canyon tract containing some 3,178 acres lies about 7 miles from the northwest corner of the park and contains nationally significant prehistoric pictographs as well as the most scenic portion of the Horseshoe Canyon.

The second tract, The Maze, consists of 49,233 acres. It is located west of the Colorado River below its junction with the Green River, and contains spectacularly scenic geological features known as The Maze, the Land of Standing Rocks, and Ernie's Country.

Senator HANSEN. May I interrupt, Mr. Chairman, to ask if Mr. Bill might have someone here who could take a pointer and indicate on the maps here the areas to which you allude?

Mr. BILL. I would be delighted to, Senator Hansen.

Senator MOSS. Bates Wilson, the superintendent of the park, who knows the area better than any man alive, I guess, will point out the area.

Senator HANSEN. You don't need it, Mr. Chairman, but I do.

Senator MOSS. Would you point out Horseshoe Canyon first?

Mr. WILSON. Horseshoe Canyon lies here. It is the detached area. The Maze area, Ernie's Country, and Standing Rocks are here. Dead Horse Point area is in this upper corner here and the northern section referred to is this entire area, including the land west of the point. The Lavender section has not been mentioned yet.

Senator HANSEN. May I suggest that, as you continue with your testimony, Mr. Bill, Mr. Wilson might indicate the areas with the pointer.

Mr. BILL. Very good, Senator.

Senator HANSEN. Thank you.

Mr. BILL. With respect to The Maze, the proposed method of administration would be as a primitive area accessible by jeep, foot, or horseback.

The North Side tract adjoins the north boundary of the existing park. It contains approximately 31,347 acres. This would include the Dead Horse Point State Park, the balance of Taylor Canyon, which is now partially within the park, and portions of the Big Flat, Shafer Canyon, and the White Rim. The latter three areas are needed primarily for administrative purposes and to meet development needs, including a more suitable alinement of and scenic protection for the park entrance road from Long Canyon to the Island in the Sky, by way of Dead Horse Point.

The Lavender Canyon tract of approximately 11,952 acres adjoins the southeast corner of the park. It includes the upper portion of Lavender Canyon and a significant section of Upper Salt Creek Canyon, both of which are highly scenic and which contain numerous prehistoric Indian ruins and several natural stone arches.

Mr. Chairman, it is, I think, important to note that these tracts proposed for addition to Canyonlands are not merely attractive embellishments; in fact, they all fall within a natural geologic basin defined by sandstone cliffs which enclose the park on three sides to form a significant physiographic entity which can and should be preserved for the Nation. Few opportunities remain for the preservation of such a natural unit.

The proposed additions were recommended by the National Parks Advisory Board in April 1967, reaffirming their earlier recommendation that all lands considered by included within the park boundary.

The majority of lands we have proposed for acquisition are either in Federal ownership, administered by the Bureau of Land Management, or owned by the State of Utah. Land acquisition cost for the 80 acres of private lands within the proposed additions are estimated at approximately \$20,000. Development costs proposed for the additions are estimated at \$3,587,000 with increased annual operating costs of \$47,000.

Thank you, Mr. Chairman. We will be delighted to answer any questions that you may have.

Senator Moss. Thank you, Mr. Bill.

Does this map we are referring to have a designation?

Mr. WILSON. Drawing No. 164-20,000.

Senator Moss. Thank you.

On that map there are blue squares that appear to be sections. Are those school sections?

Mr. BILL. They are State sections.

Senator Moss. They are State school sections, and of course Dead Horse Point is colored in blue because that is owned by the State.

Mr. BILL. That is a State park.

Senator Moss. These are the lands that would be acquired according to your testimony by exchange of in lieu Federal lands through the selection process that the State has made, is that correct?

Mr. BILL. This is correct.

Senator Moss. Mr. Wilson, could you point to the one area referred to as in private ownership, about 80 acres? It is down in the Lavender Canyon area at the southeast corner of the park.

Mr. WILSON. Yes, sir, at the head of Salt Creek.

Senator Moss. Who owns that?

Mr. WILSON. The Redd Ranches.

Senator Moss. You estimate that it would take about \$20,000 to purchase it. Do the Redd Ranches own other lands outside of the boundaries in that general area?

Mr. WILSON. Not in that immediate vicinity, but on Indian Creek, about 15 miles from this point, they do own quite a bit of land; about 4,800 acres.

Senator Moss. Does the legislation provide that the 80 acres might be acquired by exchange if that could be worked out with the Redd Ranches?

Mr. BILL. As to the provisions for the private land to be acquired, normally we would endeavor to have an option in preparation for the consideration. Negotiations are going on but they are not completed.

Senator Moss. The reason I asked is that, if they have other lands in that same county, it is possible that they might be willing to exchange this land for other lands adjacent to lands that they do own in the county that are now in the Federal ownership. If that could be worked

out, you would have the authority under this bill to do that; is that correct?

Mr. BILL. We will check.

Senator Moss. What I wonder is whether "acquire" includes exchange as well as purchase.

Mr. BILL. It provides it for State lands, but I am not certain of the other.

Mr. HARRISON. Mr. Chairman, I believe that lands could be exchanged under the Taylor Grazing Act. I don't believe that the 1964 act, which the present bill amends, provides the general exchange authority.

In addition, I would point out that the recent enactment of S. 1401 contains general exchange authority with respect to lands within a unit of the system. It is possible that something might be worked out under that general authority.

Senator Moss. If the committee saw fit to add the words "acquire by purchase or exchange," then it would be clear that you might negotiate in that manner.

Mr. HARRISON. That would certainly clarify it, sir.

Senator Moss. Thank you.

Another question about the boundary down there in the Lavender Canyon in the southeast corner: There was some correspondence earlier about taking the boundary around the rim rather than squaring it off on section lines. Has that been done on the map, Mr. Wilson?

Mr. WILSON. Yes, sir. You will notice that we have actually a very crooked line here, which was done especially to eliminate a grazing area, a calving area, and a cattle driveway leaving the upper plateau for the park.

Senator Moss. As I recall, this was done on the basis of the statement of the individual who has the cattle permit down there that he had no objection if the boundary were below the rim so that he could continue to use his permit and his cattle passage along the top land. Is that correct?

Mr. WILSON. Yes, sir.

Senator Moss. With this alteration of the boundary, any objection by that particular person has now been eliminated; is that correct?

Mr. WILSON. Yes, sir.

Senator Moss. I would like to ask a question about Dead Horse Point State Park. This is one area where there still is considerable discussion and some controversy and you, living right there in Moab, probably know more about this than any of us, Mr. Wilson.

Does the legislation propose to take in all of Dead Horse Point State Park, now owned by the State?

Mr. WILSON. Yes.

Senator Moss. As I indicated in my opening statement, this originated with a resolution of the State park and recreation board in Utah that this be done. As far as you know, has there been any change in attitude by the State park board on this?

Mr. WILSON. Definitely a change by the State park and recreation commission. They, I feel, want to keep Dead Horse Point as a State park.

Senator Moss. Now, if the State does not wish to surrender the State park and include it in the national park, would it still be desirable to take that north section along the north edge of the park between Dead Horse and the present park boundary?

Mr. WILSON. Yes, Mr. Chairman, it would be very desirable. We have quite a problem of administration and access to the lower White Rim, which is halfway down from the top of the high plateau. We have what we call the Shafer Trail, which is access to the White Rim, and we start from the top, out of the park, and go into the park about halfway down the hill and then come out before we get to the bottom. In other words, our road runs in and out of the park and then for 4 miles we are outside the park and then we get back in on the White Rim. It does pose a problem on maintenance and administration and control of a very scenic but strictly jeep trail.

Senator Moss. If the State retained Dead Horse Point State Park, but the rest of the northern acquisition went in, do you foresee any difficulties in administration between the two, between the State continuing to operate the State park and the national park being right adjacent to it?

Mr. WILSON. I certainly don't see any difficulties. Cooperation between the Park Service and the State park commission has worked both ways. We are pretty close neighbors already.

Senator Moss. Do you foresee any appreciable difference in the way the State park area would be administered and taken care of if it were in the national park rather than in the State park?

Mr. WILSON. I think if we did get Dead Horse State Park within Canyonlands, we would probably operate it a little differently than the State park commission does now.

Senator Moss. When I was first drafting these bills and considering this extension, I had some extensive conversations with the officers of the Texas Gulf Sulphur Co., which has some potash leases and actually owns some real property in fee that impinged on Dead Horse. I have a letter of agreement in my file from the president saying that he would convey that land to either the State or to the National Park Service.

This has been in limbo now for some little time because the bill hasn't been moving, and we are just now getting underway again and I haven't reopened my conversations with him. Are you familiar with that situation?

Mr. WILSON. Yes, sir. What we might call the patented land lies right there, a little indentation, and actually it is owned by Texas Gulf. Also almost all of this area shown in blue is under potash and oil and gas leases. However, the operation of the potash leases and their actual mining is underground.

You first drop about 1,100 feet to the White Rim, and then their operation is 2,800 feet below that to that point. Therefore, unless they put in another shaft right under Dead Horse Point for access or ventilation or something, we don't even see their operation.

Senator Moss. Mr. Fogarty, the president-director of Texas Gulf Sulphur Co., indicated to me that if this went into the national park and if the statute governing uses of a national park would prohibit it, they would forgo their potash leases in this area and possibly try to exchange them for other areas. Is it your understanding that the law would permit the underground mining so long as it didn't surface any place in the park?

Mr. WILSON. I am afraid I will have to call on Mr. Harrison to answer that.

Senator Moss. Mr. Harrison, what is your opinion on that?

Mr. HARRISON. Mr. Chairman, if this were included in the park, it would be the policy to extinguish this. However, as an existing right, of course it would be continued until the Government acquired that right. It would be our policy, however, to acquire it inasmuch as it would be in a national park.

Senator Moss. In other words, the Department would attempt to secure the right either by purchase or exchange or some other manner so that there would not be any mineral rights remaining in the park?

Mr. HARRISON. This is right.

Senator Moss. Let me ask you a question about Horseshoe Canyon now. If that were acquired as part of the park, would there be a road built going from the park to Horseshoe Canyon?

Mr. WILSON. Yes, sir; a road coming from the French Spring area down along Miller Canyon and branching off to Horseshoe, with access, probably by trail, down into the canyon.

Senator Moss. You would not propose putting a road into the bottom, but just to a point where a trail could branch off.

Mr. WILSON. A road up to an overlook and then a trail down to the bottom.

Senator Moss. That is on the west side of the river. Where would a person that had been visiting the other parts of the park have to cross the river to get to Horseshoe?

Mr. WILSON. At the present time he would cross at Green River, Utah, and take the State Route 24, which would be coming down about 52 miles west of the French Spring area, travel in on a paved road for 35 miles down from Green River south, then 52 miles into French Spring and then, if he were in a jeep, about 35 miles off of State Route 24 would bring him into the canyon at Horseshoe.

Senator Moss. That would continue to be quite a remote area as far as tourists are concerned?

Mr. WILSON. Yes; I think so. If we have these scenic parkways or whatever you might call them—the Canyon Country Parkway—that might possibly come in from the east side, crossing the Green River at Ouray, and right by Barrier Canyon. If this is ever developed, this would be a route to the French Spring.

Senator Moss. The attractive thing in Horseshoe or Barrier are these great pictographs that are on the walls. Can you tell me for the record how they have been described by Dr. Brew, former director of Peabody Museum at Harvard University, or others who have been in there to look at them? I mean as to quality and interest and so on?

Mr. WILSON. Dr. Brew described them as the best and most perfect Indian rock gardens on the North American Continent.

Senator Moss. They are tremendous panels, aren't they?

Mr. WILSON. Life size and some even over life size, 6 to 7 feet high, in red, in white, and a touch of blue in some of them. Then, in contrast, an inch-and-a-quarter-size bird with perfect feathers done in color. Some of them also are petroglyphs, which are incised pictures on the rock; but the main panel in Barrier Canyon is painted or pictographed in red.

Senator Moss. There has been at least one attempt to pry off a layer of rock with some of these figures on them; has there not?

Mr. WILSON. We haven't any proof that this was actually tried; but from the evidence on the face of the wall it looks as if somebody tried to take a slab with a pictograph on it.

Senator Moss. And it is lying there fractured in the canyon?

Mr. WILSON. Yes. They definitely need protection, Mr. Chairman. We can put up all kinds of signs, but I think a ranger in uniform on the job is a very good deterrent for any vandalism.

Senator Moss. Some of our people just have an urge to scratch their initials or do something wherever they see a surface, especially if it has some unusual characteristic, and this is really what is feared for these marvelous pictographs; is that right?

Mr. WILSON. That is right. There has already been some vandalism. There are actually four different panels in Barrier Canyon, and on one there has been quite a bit of vandalism by writing names and scratching.

Senator Moss. Now, about The Maze—I guess “The Maze” is quite a descriptive term—but could you enlarge that description just a little bit? What does that look like down there?

Mr. WILSON. It is actually a maze of canyons, branching off from a main canyon called Horse Canyon. We had a lot of horses in this country, Horseshoe, Dead Horse, and Horse Canyon. To the south of the main canyon lies a fan of deeply eroded and entrenched canyons, fingering out into literally hundreds of different tributaries to this one main Horse Canyon. They are all highly colored in multicolored sandstone of red and white and also in The Maze are other pictographs, a wall of pictographs very similar to those in Barrier Canyon.

One very important discovery by Dr. Dean Brimhall, which Dr. Brew was shown and was very excited about, was a pictograph about the harvesting. It depicts two figures, one bending over with a sickle and another with a seed beater, two sticks tied together. Dr. Brew said this is the only pictograph or only indication in rock art that they have ever found of an actual harvest scene and that it is very important.

Senator Moss. Very interesting. I think Mr. Bill’s testimony is that the Park Service would propose to keep The Maze, Ernie’s Country, and Standing Rocks as a primitive or wilderness area with nothing but foot trails; is that correct?

Mr. WILSON. That is correct; jeep trails or let’s say four-wheel drive routes up to the edge; but nothing other than foot trails or horse trails into the actual areas.

Senator Moss. So to go into the bottom a person would have to go on foot or horseback?

Mr. WILSON. That is right.

Senator Moss. When we were originally considering this legislation did the original Canyonlands National Park bill include these tracts at one time and have they later been taken out of the bill?

Mr. WILSON. Yes, sir; it certainly did. The original million-acre proposal went on this line.

Senator Moss. So that if these tracts were included now, it would just partially restore what was first considered to be desirable as a national park; is that right?

Mr. WILSON. That is correct, Mr. Chairman. This outside line on the map was approximately the original proposal. Now we have changed it slightly due to the discovery of the known oil shale lands and asphalt deposits in the basin.

Senator Moss. The line you point to on the map is one that is farther out on the west side, west of Canyonlands and west of any

proposed extension, but that is the section we are going to consider bringing into the Glen Canyon Recreation Area; is that your understanding?

Mr. WILSON. Yes, sir.

Senator MOSS. In a recreation area multiple uses could be continued, so that if there are grazing permits, mineral leases, or other uses, they would not be extinguished or there would be no attempt to extinguish them in a recreation area?

Mr. WILSON. That is correct.

Senator MOSS. Did you have any prepared statement that you would like to make on this phase? I have been asking you questions and you, as the superintendent, I am sure, know the answers right on the ground.

Mr. HARRISON. Mr. Chairman, I would like to clarify the answer to the question you raised a moment ago, sir, regarding exchange of the Redd land, the privately owned land. I have taken another look at section 2 of the existing law and I think there is no doubt but what lands could be exchanged. That exchange authority goes to not only the State-owned land but to other land in the park and there would be available any lands under the jurisdiction of the Secretary in the State for exchange.

Senator MOSS. I see. Thank you for filling out on that answer.

Did you have a prepared statement to make, Mr. Wilson?

Mr. WILSON. No, Mr. Chairman, I didn't have. I just came hoping I was prepared to answer all your questions.

Senator MOSS. You have done very well for me, although I have some colleagues who may want to question you yet. If you did have any information you wanted to volunteer that we have overlooked, we would be glad to have you put it in the record.

Maybe there is one other question about the Long Canyon approach that has been discussed. Would you explain what it is and how this proposal might fit in?

Mr. WILSON. We do have an approach from the north, known as the Seven-Mile Canyon route, which comes in from U.S. 160. It is 15 miles of this junction to U.S. Highway 160. Our proposal and our plan would be to use the existing road down the river to the potash mine, No. 97.

Senator MOSS. That is a very spectacular road, isn't it?

Mr. WILSON. An award-winning road as far as construction goes, and a very spectacular drive down the river. In our three-level concept of how to use the northern end of the park, this is to start at the river, go up on the bench, and finally get to the high plateau. We have been contemplating what is called Long Canyon, a very deep canyon, a very steep canyon at the present time, and we feel that it is feasible to bring a road from the river road up the canyon, out on the plateau, swing by Dead Horse Point and tie into our existing Circle Road within the park.

Senator MOSS. This would give you another very scenic entrance and also a drive for visitation to the high canyon lands.

Mr. WILSON. Yes; a very spectacular road. It may cost a few pennies, but there is a distance of approximately 5½ miles up Long Canyon as compared to about 16 or 17 miles if we come in from the Seven-Mile Canyon route. So actually the cost is going to be approximately the same.

Senator Moss. Senator Hansen, do you have any questions of Mr. Wilson about the bill?

Senator HANSEN. Thank you, Mr. Chairman. I don't believe that I do. The few questions that did arise in my mind have already been posed by you and I have no further questions.

Senator Moss. Thank you. Do you have any questions, Senator Burdick?

Senator BURDICK. No questions.

Senator MOSS. Senator Hatfield?

Senator HATFIELD. I have no questions.

Senator MOSS. Thank you very much, Mr. Wilson.

We have one other witness, Mr. George Alderson, representing the Sierra Club. We will hear you, Mr. Alderson, and then we do have one other matter for Mr. Bill to testify on, but we will ask Mr. Alderson to come forward first.

#### STATEMENT OF GEORGE ALDERSON, REPRESENTING SIERRA CLUB

Mr. ALDERSON. Thank you Mr. Chairman.

I am George Alderson, a resident of Logan, Utah, and presently on military duty in Washington, and I am appearing today on behalf of the Sierra Club.

The Sierra Club supports the objectives of S. 26, to incorporate into Canyonlands National Park four key areas which were omitted when the park was established in 1964. We also recommend that S. 26 be amended to direct the Secretary of the Interior to report to Congress within 2 years on the areas in Canyonlands National Park which are suitable for designation as wilderness.

When Canyonlands National Park was proposed in 1962 the Sierra Club endorsed the proposal. It was the club's position then, as it is now, that the area surrounding the confluence of the Green and Colorado Rivers should be in a national park adequate to protect the integral features of this area. This expansive region of red-rock and rivers even now is just beginning to capture the national attention that it merits as one of the greatest and wildest parts of our Nation's scenic heritage. When the basic Canyonlands legislation took effect in 1964, much had been omitted that deserved and needed to be in the national park. We are pleased to support S. 26 as a first step toward remedying the deficiencies of the 1964 act.

The need for these additions is clear. If a park visitor drives on the park road to Island in the Sky and looks out over the White Rim and across the rivers toward the southwest, the view is almost beyond words, and mostly beyond the park boundary. Much of what park visitors find satisfying in the view is outside the control of the national park and without the protection a national park provides against incompatible uses. By contrast, the popular Dead Horse Point, which overlooks parts of Canyonlands Park, is outside the boundaries and is handled by the Utah State Park and Recreation Commission. Elsewhere the park boundaries leave major landforms half in, half out of the park, clearly a situation which complicates protection and administration. These are some of the problems that arose from the failure to include the entirety of the national park at the outset.

The additions in S. 26 will alleviate these failings in four areas. Even S. 26, however, does not go all the way to the Orange Cliffs, which form the west boundary of the Canyonlands as a geographic entity. The area between The Maze and the Orange Cliffs is covered by S. 27, to establish Glen Canyon National Recreation Area. We shall recommend during deliberations on S. 27 that this area be given the strongest possible protection.

Because Canyonlands National Park is so new and so unimpaired, the progress of master planning for Canyonlands is a matter of concern to everyone interested in conservation of this park. We raise the subject at this time because the National Park Service seems to feel that it lacks any congressional directive to study the wilderness potential of Canyonlands. This is a critical point, because the wilderness of Canyonlands is one of the park's greatest and most widely known features. Even the visitor who never leaves the road appreciates the wilderness values of Canyonlands, for example, in his enjoyment of views from Island in the Sky. This visual access to the wilderness is one of the most important ways people enjoy the park.

The potential for designation of portions of Canyonlands as wilderness should be considered and incorporated into the planning process of the National Park Service. While Canyonlands is still largely wilderness is the time to consider this—to take inventory of what we have, then carefully to plan the means and routes of access, whether by car, jeep, or on foot, so that the wilderness resource will be minimally impaired.

The Wilderness Act of 1964 (78 Stat. 890) provided for mandatory review of wilderness in National Park System units by September 1974. This provision, however, did not specifically mention new parks established subsequent to approval of the Wilderness Act. Canyonlands thus is technically exempt from the 1974 deadline. It is a paradox that this park, in which the wilderness resource is so important and for which initial planning is being done which will set the pattern for development over many years' time, should be thus excluded from receiving high priority attention with respect to wilderness conservation.

The Sierra Club recommends that the wilderness of Canyonlands National Park be studied immediately. In the older parks wilderness studies too often, by necessity, consist of mapping out the patchwork of wild country left between long-established roads, which generally were not planned with wilderness in mind, but rather as a route between two points. In Canyonlands, roads are still sparse, development plans still tentative. Wilderness values should be considered, and their preservation planned, at the same time as other values and plans are considered.

To this end, we suggest an amendment to S. 26 providing 2 years for the Interior Department to review the wilderness opportunity in Canyonlands National Park and directing the Department to report to Congress on what is suitable for designation as wilderness. Congress would then have the option, as is provided under the Wilderness Act, to designate wilderness areas by act of Congress incorporating them into the National Wilderness Preservation System.

The following language would appear to achieve this purpose:

Within two years from the date of enactment of this Act, the Secretary of the Interior shall review the area within the Canyonlands National Park and the additions thereto authorized by this Act and shall report to the President, in accordance with subsections 3(c) and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his recommendation as to the suitability or non-suitability of any area within the park for preservation as wilderness, and any designation of any such area as a wilderness shall be accomplished in accordance with said subsections of the Wilderness Act.

This language is patterned after the similar provision in the North Cascades legislation reported by this committee and passed by the Senate. The wilderness potential of Canyonlands is equally deserving of prompt and careful consideration while the whole range of options, both for designation of wilderness areas and for provision of access routes, is open to us.

In conclusion, the Sierra Club is gratified by the progress S. 26 represents toward a Canyonlands National Park fully adequate and worthy of the canyon country. We support the proposed additions and urge that a wilderness review procedure be instituted at this time for the whole of Canyonlands National Park.

Senator Moss. Thank you, Mr. Alderson. You point out what is sort of an anomaly. The Wilderness Act was enacted just before Canyonlands was established. The Wilderness Act directed a wilderness survey in all existing national parks. Now you request that we write into the Canyonlands extension bill a requirement that a similar wilderness survey be made in Canyonlands.

As far as I am personally concerned, I think that is a good amendment, and I will certainly see that it is proposed when the subcommittee begins to mark up the bill. We appreciate your bringing it to our attention.

I think previous witnesses testified, particularly Mr. Wilson, that the intentions, at least right now, are to leave certain areas as wilderness but there may be other parts of Canyonlands that might also be designated as wilderness and left in that state.

Mr. ALDERSON. Yes, sir.

Senator Moss. So we appreciate your bringing that to our attention, and we are happy to have the general purposes of the bill endorsed by the Sierra Club, certainly one of the most active and vocal of our conservation organizations. Thank you very much, Mr. Alderson.

The Wasatch Mountain Club has written a letter to the committee concerning both Canyonlands and Glen Canyon National Recreation Area. Without objection, the letter will be included in the hearing record at this point.

(The letter referred to follows:)

WASATCH MOUNTAIN CLUB,  
Salt Lake City, Utah, July 22, 1968.

HON. HENRY M. JACKSON,  
Chairman, Committee on Interior and Insular Affairs,  
U.S. Senate, Washington, D.C.

DEAR SIR: On behalf of the Wasatch Mountain Club, I would be grateful if you would enter the following comments into the records of the hearings on the Senate bills S-26 and S-27. Firstly we find the bills most praiseworthy since they will extend and define the boundaries of both Canyonlands National Park and Glen Canyon National Recreational Area.

However, we feel that in order to be really effective, the boundaries of Glen Canyon National Recreation Area should be extended to include the area bounded on the east by the line from Bullfrog Basin to the Boulder road; on the north by the Boulder road to the Escalante road; on the west by the Escalante road to

Hole-in-the-Rock and on the south by the present Glen Canyon National Recreation Area. If the extension includes less than this area, then the upper Escalante and its side canyons will still be subject to exploitation. Such exploitation generally results in erosion and subsequent floods downstream.

Furthermore, to afford full protection to this fragile ecological area, we feel that it should be designated as wilderness area. Rainfall in this area is quite low and the desert flora on the plateau are easily destroyed. Such destruction could lead to widespread devastation in the canyons below. Since the ecological situation is so precarious and will not withstand a great deal of abuse, we request that the National Park Service should conduct a study within two years to determine whether the area is suitable for classification under the Wilderness Act.

Yours sincerely,

W. N. STRICKLAND,  
*Conservation Committee.*

Senator Moss. If there is nothing further on this legislation the hearing is adjourned.

(Whereupon the subcommittee turned to other business.)





