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CANYONLANDS NATIONAL PARK AND GLEN CANYON
NATIONAL RECREATIONAL AREA

GOVERNMENT

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BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION
OF THE

COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 26

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

S. 27

A BILL TO ESTABLISH THE GLEN CANYON NATIONAL
RECREATIONAL AREA IN THE STATES OF
ARIZONA AND UTAH

MAY 5, 1970



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

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CANYONLANDS NATIONAL PARK, AND GLEN CANYON NATIONAL RECREATIONAL AREA

TUESDAY, MAY 5, 1970

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

The subcommittee met at 10 a.m., pursuant to notice, in room 3110, New Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senators Bible, Anderson, and Hansen.

Also present: Jerry T. Verkler, staff director; Bernie Hartung, professional staff member; and Charles Cook, minority counsel.

Senator BIBLE. The hearing will come to order.

This is the time regularly set for hearings on two bills, S. 26 and S. 27, introduced by Senator Moss of Utah.

The purpose of the first bill is the revision of the boundaries of Canyonlands National Park. The second provides for the official establishment of the Glen Canyon national recreation area in the States of Utah and Arizona.

The first bill extends the boundaries taking some adjacent and additional sections of land that were left out when the original bill was passed.

The remainder of the acquisitions are in the public domain and a total land cost of \$20,000 is contemplated. As regards development costs, we will take the testimony on that from the park service witnesses, I am informed that it ranges in the neighborhood of \$4 million plus.

S. 27 is a bill which creates the Glen Canyon national recreation area by statute. The National Park Service administers public recreation on a little better than a million acres of land and water under cooperative agreement with the Bureau of Reclamation. The boundary of the national recreation area to be established under this bill will approximate 1-million-plus acres of land and water. The legislation would also clarify the responsibilities of the park service with respect to supervision and management prerogatives.

The estimated cost of acquiring a very small amount of land, some 160 acres, which is the only private land as I understand it involved in the Glen Canyon national recreation area—all of the rest of it is presently federally owned and most of it has been subjected to reclamation withdrawals—the estimated cost is something in the neighborhood of \$175,000 to \$200,000.

This bill follows the pattern which I believe we set in my State on Lake Meade National Recreation Area. It is very similar to that project.

Both bills and the official reports of the Department on both bills will be made a part of the record at this point.

(S. 26, S. 27, and the Department reports follow:)

91ST CONGRESS
1ST SESSION

S. 26

IN THE SENATE OF THE UNITED STATES

JANUARY 15 (legislative day, JANUARY 10), 1969

Mr. Moss introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs.

A BILL

To revise the boundaries of the Canyonlands National Park in the State of Utah.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the first section of the Act of September 12, 1964
4 (78 Stat. 934), is revised to read:

5 “That in order to preserve an area in the State of Utah
6 possessing superlative scenic, scientific, and archeologic fea-
7 tures for the inspiration, benefit, and use of the public, there
8 is hereby established the Canyonlands National Park which,
9 subject to valid existing rights, shall comprise the area gen-
10 erally depicted on the drawing entitled ‘Boundary Map,
11 Canyonlands National Park’, numbered LNPSW-1001A-

1 CAN, and dated August 1967, which shows the boundaries
2 of the park having a total of approximately three hundred
3 and fifty-three thousand three hundred and fifty acres. The
4 map is on file and available for public inspection in the
5 offices of the National Park Service, Department of the
6 Interior.”

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

9 (1) delete the words “described in section 1 hereof
10 or” which appear after the word “area” in the first
11 sentence;

12 (2) insert the words “or any amendment thereto”
13 after the word “Act” in the third sentence;

14 (3) change the period after the third sentence to a
15 colon and add the words “*Provided further*, That Dead
16 Horse Point State Park may be acquired only by dona-
17 tion and upon the condition that it be administered as a
18 part of Canyonlands National Park.”; and

19 (4) insert the words “or any amendment thereto”
20 after the word “Act” in the fifth sentence.

21 SEC. 3. Section 3 of the 1964 Act is amended as fol-
22 lows: insert the words “or any amendment thereto” after
23 the word “Act”.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., January 5, 1970.

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

DEAR MR. CHAIRMAN: This is in response to your request of February 18, 1969 for the views of 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 Interior Department, in a report it is submitting on the bill, recommends its enactment with certain amendments. The Bureau of the Budget would have no objection to the enactment of S. 26 if amended as recommended by Interior.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 29, 1970.

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 amendments.

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 totalling approximately 95,710 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 Waterhold 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, interpretive 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 currently estimated at \$4,639,000. The land acquisition cost is estimated at approximately \$20,000 based on 1967 estimates. During the fifth year operating costs will be approximately \$102,821. Annual expenditures are not expected to exceed \$1 million in any one year.

Sections 2 and 3 of S. 26 amend the 1964 Canyonlands National Park Act in order to make clear that the provision 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.

Section 2 of the 1964 Act contains authority for the Secretary to exchange non-Federal property within the park for Federal lands outside the park. The Act of July 15, 1968 (82 Stat. 356), provides the Secretary with general exchange authority which would apply to the park. For the sake of clarity, we recommend that lines 7 through 20, on page 2 of the bill, be deleted and a new section 2 be inserted to read as follows:

"Sec. 2. (a) Section 2 of the 1964 Act is amended by deleting the second and third sentence of that section.

"(b) The fifth sentence of that section is amended by inserting the words 'or any amendment thereto' after the word 'Act.'"

We recommend that a new section 4 be inserted immediately after the present section 3 in the bill.

"Sec. 4. Dead Horse Point State Park may be acquired only by donation from the State of Utah."

This amendment will allow the Secretary to accept the donation of Dead Horse Point State Park. Of course, upon acceptance of the state park the area will be administered as a part of the park.

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,

FRED J. RUSSELL,
Under Secretary of the Interior.

91ST CONGRESS
1ST SESSION

S. 27

IN THE SENATE OF THE UNITED STATES

JANUARY 15 (legislative day, JANUARY 10), 1969

Mr. Moss introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To establish the Glen Canyon National Recreation Area in the States of Arizona and Utah.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 That in order to provide for public outdoor recreation use
- 4 and enjoyment of Lake Powell and lands adjacent thereto in
- 5 the States of Arizona and Utah and to preserve scenic, sci-
- 6 entific, and historic features contributing to public enjoyment
- 7 of the area, there is established the Glen Canyon National
- 8 Recreation Area to comprise the area generally depicted on
- 9 the drawing entitled "Boundary Map, Glen Canyon National
- 10 Recreation Area", numbered LNPSW-1000A-GLC, and
- 11 dated February 1968, which is on file and available for

1 public inspection in the office of the National Park Service,
2 Department of the Interior. When the Secretary of the
3 Interior finds that two tracts of land adjacent to the bound-
4 ary of the national recreation area at Sit Down Bench and
5 Warm Creek, comprising seven thousand eight hundred and
6 thirty-six acres and four thousand nine hundred and forty-
7 six acres, respectively, are not needed or used for powersite
8 development, he may add the lands to the area by publi-
9 cation of a notice in the Federal Register, and from time to
10 time he may make other boundary revisions in the same
11 manner, but the total acreage of the national recreation area
12 may not exceed one million one hundred and sixty-five
13 thousand acres.

14 SEC. 2. (a) Within the boundaries of the national rec-
15 reation area, the Secretary of the Interior may acquire land
16 and interests in land by donation, purchase with donated or
17 appropriated funds, or by exchange, except that land owned
18 by a State, political subdivision thereof, or an Indian tribe
19 may be acquired only with the concurrence of the owner.

20 (b) When acquiring property by exchange, the Sec-
21 retary may accept title to any non-Federal property within
22 the boundaries of the national recreation area, and in ex-
23 change therefor he may convey to the grantor of such prop-
24 erty any federally owned property under his jurisdiction
25 which he classifies as suitable for exchange or other disposal.

1 The values of the properties so exchanged either shall be ap-
2 proximately equal, or if they are not approximately equal
3 the values shall be equalized by the payment of cash to the
4 grantor or to the Secretary as the circumstances require.

5 (c) Nothing in this Act shall be construed to affect
6 the mineral rights reserved to the Navajo Indian Tribe under
7 section 2 of the Act of September 2, 1958 (72 Stat. 1686),
8 or the rights reserved to the Navajo Indian Tribal Council
9 in said section 2 with respect to the use of the lands there
10 described under the heading "PARCEL B".

11 SEC. 3. (a) The lands within the national recreation
12 area, subject to valid existing rights, are withdrawn from
13 location, entry, and patent under the United States mining
14 laws. Under such regulations as he deems appropriate, the
15 Secretary of the Interior may permit the removal of the non-
16 leasable minerals from lands or interests in lands within the
17 national recreation area in the manner prescribed by section
18 10 of the Act of August 4, 1939, as amended (53 Stat.
19 1196; 43 U.S.C. 387 et seq.), and he may permit the re-
20 moval of leasable minerals from lands or interests in lands
21 within the recreation area in accordance with the Mineral
22 Leasing Act of February 25, 1920, as amended (30 U.S.C.
23 181 et seq.), or the Acquired Lands Mineral Leasing Act of
24 August 7, 1947 (30 U.S.C. 351 et seq.), if he finds that
25 such disposition would not have significant adverse effects on

1 the Glen Canyon project or on the administration of the
2 national recreation area pursuant to this Act.

3 (b) All receipts derived from permits and leases issued
4 on lands in the national recreation area under the Mineral
5 Leasing Act of February 25, 1920, as amended, or the Act
6 of August 7, 1947, shall be disposed of as provided in the
7 applicable Act; and receipts from the disposition of non-
8 leasable minerals within the recreation area shall be disposed
9 of in the same manner as moneys received from the sale of
10 public lands.

11 SEC. 4. The Secretary of the Interior shall administer,
12 protect, and develop the Glen Canyon National Recreation
13 Area in accordance with the provisions of the Act of Au-
14 gust 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as
15 amended and supplemented, and with any other statutory
16 authority available to him for the conservation and
17 management of natural resources to the extent he finds
18 such authority will further the purposes of this Act: *Provided*
19 *however*, That nothing in this Act shall affect or interfere
20 with the authority of the Secretary of the Interior granted
21 by Public Law 485, Eighty-fourth Congress, second session,
22 to operate Glen Canyon Dam and Reservoir in accordance
23 with the purposes of the Colorado River Storage Project
24 Act for river regulation, irrigation, flood control, and gen-
25 eration of hydroelectric power.

1 SEC. 5. The Secretary shall permit hunting, fishing, and
2 trapping on the lands and waters under his jurisdiction within
3 the recreation area in accordance with the applicable Fed-
4 eral and State laws: *Provided*, That the Secretary, after con-
5 sultation with the respective State fish and game commis-
6 sions, may issue regulations designating zones where and
7 establishing periods when no hunting, fishing, or trapping
8 shall be permitted for reasons of public safety, administra-
9 tion, or public use and enjoyment. Nothing in this Act shall
10 affect the jurisdiction or responsibilities of the States of Utah
11 and Wyoming under other provisions of State laws with re-
12 spect to hunting and fishing.

13 SEC. 6. In carrying out the functions prescribed by this
14 Act, the Secretary shall provide for vacation cabin site use;
15 in accordance with existing policies of the Department of the
16 Interior relating to such use, or as such policies may be re-
17 vised thereafter by the Secretary.

18 SEC. 7. (a) Designated National Park Service em-
19 ployees of Glen Canyon National Recreation Area may
20 make arrests for violations of any Federal laws or regula-
21 tions applicable to the area and they may bring the accused
22 person before the nearest commissioner, judge, or court of
23 the United States having jurisdiction in the premises.

24 (b) Any United States commissioner appointed for
25 the Glen Canyon National Recreation Area may try and

1 sentence persons committing petty offenses, as defined in
2 title 18, section 1, United States Code, except the com-
3 missioner shall apprise the defendant of his right to elect
4 to be tried in the district court of the United States, and
5 the commissioner may try the case only after the defendant
6 signs a written consent to be tried before the commissioner.
7 The exercise of additional functions by the commissioner
8 shall be consistent with and be carried out in accordance
9 with the authority, laws, and regulations, of general ap-
10 plication to United States commissioners. The provisions of
11 title 18, section 3402, United States Code, and the rules of
12 procedure and practice prescribed by the Supreme Court
13 pursuant thereto, shall apply to all cases handled by such
14 commissioner. The probation laws shall be applicable to
15 persons tried by the commissioner and he shall have power
16 to grant probation. The commissioner shall receive the
17 fees, and none other, provided by law for like or similar
18 services.

19 SEC. 8. There are authorized to be appropriated such
20 sums as may be necessary to carry out the purposes of
21 this Act.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., March 30, 1970.

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

DEAR MR. CHAIRMAN: This is in response to your request of February 18, 1969, for the views of the Bureau of the Budget on S. 27, a bill "To establish the Glen Canyon National Recreation Area in the States of Arizona and Utah."

The Interior Department, in a report it is submitting on this bill, recommends its enactment with certain amendments. The Bureau of the Budget would have no objection to the enactment of S. 27 if amended as recommended by Interior.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF SECRETARY,
Washington, D.C., April 7, 1970.

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

DEAR MR. CHAIRMAN: Your Committee has requested a report on S. 27, a bill "To establish the Glen Canyon National Recreation Area in the States of Arizona and Utah."

We recommend the enactment of the bill, provided it is amended as suggested below.

The bill would establish the Glen Canyon National Recreation Area and describe its boundaries by reference to a drawing numbered LNPSW-1000A-GLC and dated February 1968. Within the boundaries of the proposed national recreation area, the Secretary may acquire lands and interests therein by donation, purchase with donated or appropriated funds, or exchange. State and Indian lands may be acquired only with the concurrence of the owner.

The National Park Service presently administers public recreation on about 1,196,500 acres of land withdrawn from public entry or acquired for the Glen Canyon Reservoir project. This administration is pursuant to a cooperative agreement dated April 18, 1958, with the Bureau of Reclamation. The agreement was revised on September 17, 1965. The boundary of the national recreation area to be established under this bill will include approximately 1,148,218 acres of land and water.

The boundary depicted on the map runs adjacent to but does not encompass two tracts of public lands withdrawn for reclamation purposes in the vicinity of Sit Down Bench and Warm Creek comprising approximately 7,836 and 4,946 acres, respectively. The location of these lands with respect to Lake Powell and nearby coal deposits makes them particularly adaptable to the development of steam powerplants. Private concerns have expressed strong interest in this development, and several companies executed a water service contract on October 2, 1969, for the proposed Kaiparowits Power Project located in the Warm Creek area along the northwest shore of Lake Powell. If the development of the power sites proves feasible, this Department will be willing to negotiate leases for the lands needed for power sites under authority of existing reclamation law. Provisions would be inserted in such leases to assure compatibility of the power site development with the national recreation area and to prevent air and water pollution. Section 1 of the bill will permit the additions of these lands to the national recreation area when they are no longer needed for power site development. With this addition, the maximum acreage of the area would be 1,161,100 acres.

The major features of the area are Lake Powell, with a surface area of 256 square miles (at the 3,700 foot-elevation) extending 186 miles along the Colorado River and 71 miles along the San Juan River; the striking Glen Canyon walls; and the remarkable arches, bridges, coves, and numerous wild areas. With these features and the opportunity for a variety of recreational uses, such as, fishing, swimming, boating, water skiing, picnicking, and sightseeing, it is expected that Glen Canyon will be comparable to Lake Mead as a tourist attraction within a few years. With about one-fourth of the development program complete, the area is already receiving about 400,000 visitors annually.

Section 2(c) provides that nothing in the bill shall affect the mineral rights reserved to the Navajo Tribe under section 2 of the Act of September 2, 1958 (72 Stat. 1686), or the rights reserved by the same section of the Navajo Tribal Council with respect to the use of those lands described therein in "Parcel B". Since section 2(a) of the present bill provides that Navajo tribal lands can be acquired only with the concurrence of the tribe, and section 2(c) protects the tribe's mineral interests, as well as the rights reserved to the Navajo Tribal Council with respect to the use of certain lands, we believe that the tribal interests are adequately protected.

Section 3(a) provides continued authority to permit removal of nonleasable minerals in a manner prescribed by section 10 of the Act of August 13, 1939, as amended. Leasable minerals may be removed under the 1920 Mineral Leasing Act and the Mineral Leasing Act for Acquired Lands, if the Secretary finds that such disposition would not have adverse effects on the purpose of the Glen Canyon Reservoir project or the administration of the national recreation area. It also provides for the disposition of the receipts from all mineral leasing

activity within the national recreation area. Similar provisions have been adopted by the Congress in the Act of November 8, 1965 (79 Stat. 1295), establishing the Whiskeytown-Shasta-Trinity National Recreation Area.

Section 5 of the bill permits hunting, fishing and trapping in accordance with State law. The last sentence in section 5 constitutes a disclaimer that nothing in the Act would affect state jurisdiction or responsibilities under other provisions of State law. Since the disclaimer neither adds nor subtracts from the situation, it has no effect. While we do not object to the language, we submit that it is surplusage. A proviso is added to section 5 to the effect that the Secretary may, by regulation, designate zones where or times when hunting, trapping, and fishing may not be conducted, after consultation with the respective State fish and game commissions. We believe that the proviso fails to provide for emergency situations. It is possible for emergencies to arise which would make consultation neither possible or practical. We recommend the following amendments:

1. On page 5, line 4, insert a comma after the word "That" and insert the phrase "except in emergencies."

2. On page 5, line 11, as a perfecting amendment, substitute "Arizona" for "Wyoming".

Section 6 of the present bill directs the Secretary to provide for vacation cabin site use according to existing or future policies. Language similar to section 6 appeared in section 4(b)(4) of the Act of October 8, 1964 (78 Stat. 1039, 1040), establishing the Lake Mead National Recreation Area. The situation with regard to vacation cabin sites at Lake Mead is not comparable to Glen Canyon. At Lake Mead such uses were established prior to congressional designation and were continued and administered as part of the public recreational use of the area. No such use has been established at Glen Canyon, and we believe that there is no need or justification for this special provision. We recommend the following amendment:

3. On page 5, lines 13 through 17, delete section 6 in its entirety.

Section 7 of the bill makes specific provision for arrest authority by National Park Service employees and for trial authority for United States commissioners within the proposed recreation area. After careful review of various statutory provisions of the Department relative to making arrests, we believe that this whole area of arrest authority should be clarified. We expect, in the very near future, to submit proposed legislation to Congress which will make a case-by-case approach unnecessary. We note that the Federal Magistrates Act (82 Stat. 1107) which replaces the United States Commissioners with magistrates will apply to the proposed area, and, therefore, the provision dealing with trial authority by the United States Commissioner is not needed. We recommend the following amendment:

4. On page 5, beginning on line 18, through line 18 on page 6, delete section 7 in its entirety, and renumber section 8 as section 6.

We believe that three small changes in the boundary of the proposed recreation area are warranted. First, approximately 120 acres in the vicinity of Page, Arizona, should be added to the national recreation area to preclude competing commercial developments across the canyon from proposed Navajo Tribal facilities. Second, sections 31 and 32 are located inside the boundary of the proposed area. Section 32 is privately owned and is not needed for the recreation area. Retention of section 31, which is federally owned and within the existing reclamation withdrawal, would result in section 32 being entirely surrounded by the recreation area, thereby creating an awkward pocket. We feel that both sections should be deleted from the area. Deletion of section 32 would leave only 160 acres of privately owned land within the proposed recreation area. Third, there are 2,240 acres at the south end of Waterpocket Fold which we feel should be included in the proposed national recreation area, because this area contains highly significant geological features and should be afforded protection and recognition. All of the 2,240 acres are in Federal ownership and are within the existing reclamation withdrawal. It should be pointed out that the State of Utah does have in lieu-selection rights on section 2 and would receive title to that 640 acres, when and if the reclamation withdrawal is revoked.

The three above changes will result in a net increase of 980 acres to the national recreation area. In order to accomplish these changes, we recommend the following amendment:

5. On page 1, lines 10 and 11, change "LNPSW-1000A-GLC, and dated February 1968" to "LNPSW-1000B-GLC, and dated April, 1969".

We estimate the cost of acquiring the 160 acres of private lands within the national recreation area at \$175,000, based on 1967 estimates. Since authority already exists under section 8 of the Colorado River Storage Project Act (70 Stat. 105,110), for land acquisition, development and operation of recreation facilities at the Glen Canyon Reservoir, no additional development or operating costs are attributed to this legislation.

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,

LESLIE L. GLASGOW,
Assistant Secretary of the Interior.

Senator BIBLE. I am first going to recognize a fellow member of this committee, Senator Moss, the author of these bills and then I will recognize Senator Bennett who is also present.

Senator Moss?

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Senator Moss. Thank you, Mr. Chairman.

First of all, I want to thank the chairman for calling hearings on these two bills, S. 26, which expands the boundaries of Canyonlands National Park in southeastern Utah, and S. 27, which establishes by statute the Glen Canyon National Recreation Area, a giant water and scenic shoreline recreation resource created in southeastern Utah and northern Arizona by the building of Glen Canyon Dam on the Colorado River. The bill sets new boundaries for the present National Recreation Area and clarifies multiple use within it.

These bills should be considered at the same time, because they both relate to expanding the recreation potential and assuring the continued economic progress of a vast and important contiguous area. The boundaries of the Glen Canyon Recreation Area, as envisioned in S. 27, abut on the boundaries of Canyonlands as provided for in S. 26.

Together, the bills comprise a full designation of use in this area. I am most hopeful that final action can be taken on both before the 91st Congress adjourns.

S. 27 introduced on January 15, 1969, provides for a National Recreation Area of 1,149,198 acres of land and water, somewhat smaller than the present administrative recreation area of 1,196,500 acres established by the Secretary of Interior and administered by the National Park Service in cooperation with the Bureau of Reclamation.

I have prepared amendments which will slightly alter the boundaries in both bills as introduced. These amendments would remove approximately three sections, or 1,921 acres, which compose the southwest corner of the proposed expanded boundaries of Canyonlands National Park, as specified in S. 26, and add these sections to the Glen Canyon National Recreation Area.

The three sections involved in the transfer from the proposed expansion of Canyonlands to the Glen Canyon Recreation Area contain one corner of an oil impregnated sandstone formation, known as the Cedar Mesa Area, in which some oil and gas exploration and other activity is now centered.

By transferring this area out of the proposed boundary of Canyonlands National Park, and placing it within the boundaries of the Glen Canyon National Recreation Area, it will assure that mining

and prospecting, under lease or location, can be continued, subject to reasonable regulations to protect the scenic values of the area.

There is also a slight addition to the Glen Canyon Recreation Area to take in the point of the Waterpacket Fold which is not shown on the map but will be placed on there by an overlay when we look at the boundaries in detail.

The three sections bring the total acreage up to 1,151,118 acres.

My purpose in suggesting the boundaries in the Glen Canyon National Recreation Area be extended northward, beyond the boundary now in existence, is to place a buffer zone along a spectacular section of Canyonlands National Park known as the Maze, which is presently unprotected; and to bring under the jurisdiction of the National Park Service this buffer area which has scenic and recreational value, but may not be of national park caliber.

The Maze lies north of the present recreation area and west of the present boundaries of Canyonlands National Park. Most of it will be included in the boundaries of Canyonlands as expanded by S. 26.

The new boundaries of the Glen Canyon National Recreation Area would also exclude two tracts of public land withdrawn for reclamation purposes in the vicinity of Sit Down Bench and Warm Creek comprising approximately 7,836 and 4,946 acres, respectively. The location of these lands adjacent to both Lake Powell and to nearby coal deposits make them adaptable for the development of steam powerplants; and, if development becomes feasible, the Department has indicated its willingness to negotiate leases for the lands needed. Two private concerns have expressed an interest in steam powerplant development in this area. If pollution control can be assured for the air and water of the national recreation area, development of the coal deposits to power a steam generating plant for electricity may be accomplished.

Lake Powell, with a surface area of 256 square miles, has already become a recreation magnet, attracting over 700,000 visitors annually. About one-fourth of the Park Service development program is complete, and as the program progresses, and more of the country is opened up, the recreation area will become even more popular.

Enactment of this bill will establish the national recreation area by law and assure its continued existence and development.

It will also spell out, by statute, permissible multiple use within the recreation area. It will, as I have already mentioned, assure continued right to remove both leasable and non-leasable minerals, continue the issuance of grazing permits, allow the construction of roads, and clarify all other uses, which will be lawful subject only to regulations by the Secretary of the Interior to prevent adverse effects of these activities upon the operation of the Glen Canyon Dam or on the administration of the national recreation area. Navajo mineral rights and the right to use certain lands are also protected.

My bill allows hunting and fishing in accordance with the State laws of Utah and Arizona in the recreation area. Since language on hunting and fishing in recreation areas which was satisfactory to all concerned was worked out in the 90th Congress in the bill which established the Flaming Gorge National Recreation Area, the same language appears in this bill.

The estimated cost of acquiring the 160 acres of private lands within the recreation area boundaries is set at \$175,000, and State-owned lands may be acquired or exchanged only with State concurrence. Since authority already exists under the Colorado River Storage Act to operate the recreation area, no additional development costs or operating costs will result from passage of the bill.

Since the bill was introduced, a movement has developed to include within the Glen Canyon Recreation Area the watershed of the Escalante River and to provide that a wilderness study be made. This area is located slightly to the north and to the west of the recreation area, and there are presently plans to build a road through it to provide access to Lake Powell.

It is most certainly important that wilderness values be preserved in this beautiful section of Utah, but it is also important that the people have land access to the northwestern shores of Lake Powell.

At the present time, long stretches of this shore—and the important Hole-in-the-Rock development—cannot be reached by a good road. I feel that we can preserve much of what is valuable in the Escalante, but we must be sure that in so doing, we do not shut off access to the region for most of the people of Utah and the United States.

Mr. Chairman, the Department of the Interior and the Bureau of the Budget recommended enactment of my bill to establish the Glen Canyon Recreation Area in the 90th Congress—under the Democratic administration—and the Department and Bureau have again recommended enactment, with some amendments—under the Republican administration in this 91st Congress. I sincerely hope these hearings bring us to the threshold of enactment.

And now, may I turn to a discussion of the bill to extend the boundaries of Canyonlands National Park?

At the time Canyonlands was authorized in 1964, we recognized that the boundaries we were establishing did not encompass all of the unique and magnificent scenery in the area which was worthy of national park designation. We knew that some day 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 to the present park area in scenic, scientific, or historic interest.

The time has come to make those additions. Some 25,000 people are now visiting Canyonlands annually. We have—at long last—begun to build the access roads into some of the areas of the park which have been accessible before only by jeep or by horseback. We are improving some of the other roads so the trip can be made with comfort.

There is still controversy over the type of roads to be built in some areas—or whether these areas are to be maintained as wilderness. But more people are coming into the park every year, and spreading out through the areas immediately adjacent to it. The time has come to bring some of the best of these into the park where they can be properly protected and managed.

It is inevitable that, as roads and hiking and horseback trails are pushed into formerly remote areas, there will be a greater 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.

My bill would expand the boundaries of Canyonlands National Park

to add four additional tracts—mostly public lands—of approximately 94,000 acres. This figure has been adjusted to take into consideration the three sections I mentioned earlier which would be taken from Canyonlands and added to Glen Canyon national recreation area. This adjustment would provide a national park of approximately 350,000 acres. The new boundaries are identified in National Park Service map No. 164-91002, April 1970.

Three of the tracts I would add adjoin Canyonlands and the remaining tract is located a few miles to the west. The map has been placed up there and illustrates what I will say now.

The largest of the tracts to be added in 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 man has even seen fully.

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 once requested be taken into the national park.

The other two tracts are: (1) approximately 10,032 acres which adjoin the southeast corner of Canyonlands and contain part of the famed Lavender Canyon, and (2), 3,178 acres known as Horseshoe 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.

The addition of the new tracts of 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.

The bill provides for in lieu Federal land exchanges for State-owned land within the proposed new tracts.

The Department of the Interior recommends enactment of my bill, S. 26, with some clarifying amendments.

I ask that S. 26 also be reported with dispatch from the subcommittee, and be enacted before this Congress adjourns.

The areas that I have described—I have gone over this statement rather hurriedly—could be discussed in more detail if the committee has questions that they would like to ask. These two areas about one another and I have talked about both bills, first, the recreation area and then the park.

Senator BIBLE. I understand. We have the Assistant Secretary of Interior here as well as his park service backup. So, we will go into details of the bills undoubtedly at some length with them when they testify.

I have no questions at this time of Senator Moss.

Senator Anderson?

Senator Hansen?

Thank you, Senator Moss.

Senator BIBLE. Now we will hear from Senator Bennett.

STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR FROM
THE STATE OF UTAH

Senator BENNETT. Thank you very much, Mr. Chairman.

In addition to the members of the Department of Interior, who are here to answer specific questions about the area, I am delighted to know that there are a number of people from Utah who are personally familiar both with the area and the problems. I am glad to welcome them here. I am sure they can add to the committee's understanding of the problems as they relate directly to the area.

Mr. Chairman, I appreciate the opportunity to appear before your subcommittee to comment on S. 26, to revise the boundaries of the Canyonlands National Park in the State of Utah and S. 27, to establish the Glen Canyon national recreation area in the States of Arizona and Utah. Both measures were introduced by my colleague from Utah, Senator Moss, and I understand a similar bill to expand the Canyonlands National Park has been introduced in the House by our Utah First District Representative, Laurence J. Burton.

As this committee will remember, there was considerable controversy before Congress approved the original Canyonlands National Park in 1964 as to whether it should include the multiple-use concept or conform to restrictions imposed on other national parks. The Senate version would have accommodated hunting, mining, and grazing interests within the park, but since the House would not accept these features, they were eliminated except for a 20-year phaseout on grazing interests within the park.

I am afraid we may face some of these same problems again in this proposed legislation, specifically in S. 27 setting up the Glen Canyon national recreation area.

Therefore, I hope that these problems can be ironed out before the bill is finally written.

I was pleased to note that Senator Moss is subtracting three sections within the oil basin which lies in a triangle formed by the confluence of the Dirty Devil and Colorado Rivers from his proposed boundaries of Canyonlands park and that he feels other portions which would be within the boundaries of the proposed Glen Canyon recreation area could and should be developed whenever this becomes economically feasible. Perhaps it would be well to have assurances that this would be embodied in the language of the bill.

I also feel that road corridors proposed by the Utah Highway Commission should be specifically designated in the legislation, since from past experience we have learned that any interests the State wants to protect must be safeguarded before the areas come into the National Park Service domain.

I am delighted that Mr. Henry Helland is here to represent the Utah State Highway Commission.

One of the things that has disturbed the citizens of southern Utah especially has been the lack of development in the already established park and they have had serious reservations about locking up additional acreage until firm assurances were made that the development program within the existing park would go forward and promote increased tourist travel. Last summer I met with Director Hartzog of the National Park Service on the problem of providing road access within Canyonlands National Park.

As a result of these conversations, a special study team was sent to the park. The team found a route which it believed is feasible for the construction of a paved road, of a standard which will accommodate two-wheel drive automobiles, to within easy walking distance of the confluence. This location, to the north of the previous route proposed through Elephant Hill, will, in the judgment of the study team, not destroy natural values, as would have been the case of the previous route.

A total \$30,000 was authorized in the 1970 fiscal year budget for planning, and \$613,000 has been recommended in fiscal 1971 for actual construction of the east entrance road from Squaw Flat to the confluence.

In a State such as Utah, where more than 75 percent of land is in Federal ownership, the citizens are naturally reluctant to remove vast acreages from multiple use unless they are convinced that benefits to the local economy from tourism are supported by the Department of Interior's development programs.

I realize that budgetary restraints, as well as the conflict about development plans, have hampered the park service since the original Canyonlands park was opened. However, if this legislation, which has been strongly recommended by the Department of the Interior, is enacted, I sincerely hope that the park service will give assurances that they will aggressively push for early construction of the roads and trails which can open up this fantastic country for the enjoyment of all Americans and particularly those Americans who will come into the area in their normal automobiles.

Four major portions of scenic and historically rich land are included in the Canyonlands extension.

Senator Moss has already discussed these in detail.

The Maze area, west of the confluence of the Green and Colorado Rivers, involves the most acreage. It is unique because it can be viewed all along its length by a parallel promontory, which would be easily accessible to passenger car travel with minimal road building. It would also provide jeeping and hiking and an opportunity to see some exceptional Indian pictographs, for those who want to get off the road.

The second largest addition would be the Indian ruin-rich canyon country between Squaw Flat and Indian Creek, including Lavender and Cottonwood Canyons. I understand that there has been concern among State fish and game officials that if no hunting is allowed, some real problems may develop with the deer in the southeast portion of Salt Creek and Lavender Canyon.

In order to protect the vegetation, it may be necessary either to omit this portion from the Canyonland or make some special arrangements so that the deer can be harvested. I hope an equitable solution can be reached on this point.

Although Dead Horse Point State Park was offered to the Federal Government by the State Park Commission, this offer, I am told, has since been rescinded because of local opposition. The State of Utah has invested considerable money in development, is almost through with the job, and is managing the park in an excellent manner. The State laws also provide for multiple use. Since the bill provides that this property can only be acquired by donation, I am sure the State's rights will be amply protected.

GLEN CANYON

With respect to the Glen Canyon recreation area, I was pleased to see that the language of the Bennett amendment to the Flaming Gorge recreation bill protecting State jurisdiction over fish and game was included.

I object strongly to the amendment to section 5 proposed by the Department of Interior, which would exempt the Secretary from consultation with respective State fish and game commissions in an emergency. I have been in Washington long enough to know that an emergency can be declared any time the Department wants it, and I think addition of this language would effectively scuttle the intent of the amendment which the committee after a great deal of study added to the Flaming Gorge recreation area last year.

I would also like to emphasize that the park service should be prepared to acknowledge the rights Utah has in the recreation area and so administer it to protect those rights and not chip away on them in later years.

Again, Mr. Chairman, I appreciate this opportunity to comment on these proposed measures. I support these two bills, but with reservations, which I do not think are insurmountable. I am sure the committee can work them out.

I do want to make it clear again that I hope that the State's rights and interests, such as hunting, grazing, mineral and road development, et cetera, should be fully protected before these laws affecting the Glen Canyon Recreation Area are enacted, if necessary by additional language to the bills.

The people of Utah would like to share this magnificent country with all Americans; and in order to do this, the Park Service must give top priority to its development program, particularly the road program which will make this area readily accessible.

And I hope the committee, as I have already said, will provide the proper assurances to the citizens of the State of Utah that its rights in operating the hunting, mining, grazing and road development in the recreation area will be protected.

With these limitations I support the bill and I hope the committee will be able to work these problems out.

The CHAIRMAN. Thank you, Senator Bennett.

Senator Anderson?

Senator Moss?

Senator Hansen?

We very much appreciate your appearance this morning, Senator Bennett. I realize you have a busy morning and other commitments.

You are welcome to stay if you would like.

Senator BIBLE. The next witness will be Assistant Secretary of the Interior, Leslie L. Glasgow.

Mr. Secretary, if you would come forward and bring any of the supporting witnesses with you that wish.

STATEMENT OF HON. LESLIE L. GLASGOW, ASSISTANT SECRETARY,
DEPARTMENT OF INTERIOR; ACCOMPANIED BY HARTHON L.
BILL, DEPUTY DIRECTOR, NATIONAL PARK SERVICE; C. E.
JOHNSON, SUPERINTENDENT, GLEN CANYON; AND MR. WILSON,
SUPERINTENDENT, CANYONLANDS NATIONAL RECREATION
AREA

Mr. GLASGOW. Thank you, Mr. Chairman.

I would like to introduce Harthon Bill, Assistant Director of the National Park Service; to his right is Mr. C. E. Johnson, who is superintendent of Glen Canyon, and to the far right then is Mr. Wilson, superintendent of the Canyonlands National Recreation Area.

Senator BIBLE. We welcome you. The bills both deal with the additional recreation resources of the of the State of Utah. I am personally familiar with both areas. I handled the basic Canyonlands bill when we first started out with all of the attendant problems. I honestly believe it has come a long ways since then.

You may proceed with either bill.

Mr. GLASGOW. We are pleased to appear before you today to present the Department's views on S. 27.

Pursuant to cooperative agreements with the Bureau of Reclamation, the National Park Service has been administering public recreation activities at Glen Canyon since 1958 on 1,196,500 acres of lands which were either withdrawn from public entry or acquired for the reservoir project. The recreation area proposed by S. 27 would include about 1,149,198 acres.

Glen Canyon Dam was authorized in 1956 as part of the Upper Colorado River storage project. The area possesses outstanding physical characteristics, including watery fingers winding between steep walls of sandstone in scores of narrow side canyons. Lake Powell, formed by the Glen Canyon Dam, is the central feature of the area, having a surface area of 256 square miles at the 3,700-foot level and extending 186 miles along the Colorado River and 71 miles along the San Juan.

The magnificent scenery, the sense of big country, the colorful canyon walls, arches, bridges and coves offer a fine variety of recreation activities including fishing, swimming and boating. Approximately 800,000 persons visited the area in 1969, and we project a visitation of over 1,500,000 by 1975.

At this point, Mr. Chairman, I should like to discuss briefly two areas of land totaling about 13,000 acres, which are not proposed for inclusion within the recreation area at this time. These public lands are located advantageously with respect both the Lake Powell and to nearby coal deposits so that an excellent possibility exists of developing steam powerplants.

Should this prove feasible, the Department could negotiate leases with private enterprise for such lands under existing reclamation law, with due regard for compatibility with the recreation area, and the prevention of air and water pollution.

Section 1 of S. 27 provides for the addition of these lands to the national recreation area when they are no longer needed for power site development. With this addition, the maximum acreage of the area would be 1,161,100 acres.

In our report on S. 27 we recommended certain amendments which I would like to bring to your attention. Our first amendment recommends elimination of the requirement that the Secretary consult with the respective State fish and game commissions prior to restricting hunting, fishing and trapping, in emergency situations.

I would make a comment here that we would be willing to work this out with the States so that it would be compatible with the suggestion that Senator Bennett made.

Senator BIBLE. I don't know how you would do that. If it is an emergency situation, who is going to be the final authority to determine that? Sufficient game always becomes a troublesome section in these laws that come forward on national recreation areas.

I thought the final language that we worked out on Flaming Gorge was very well drawn and had the test of going through the objections and feelings of both sides. Why would you depart from the formula that was set there? It had the benefit of experience, it had the benefit of a rather extended discussion within the committee.

If my memory is good, I think we discussed it on the floor at the time we brought up the Flaming Gorge bill. Of course, that is not in the Park Service. That is under the Forest Service. But nevertheless, the same problem is inherent in either event.

I would hope that we could accommodate ourselves to avoiding this long-time constant quarrel between the Federal Government and the State fish and game commission as to where the upper land lies.

If we make this exception, it seems to me you open the door. I wish you would consider that very carefully. We can have further discussion as other questions develop when you proceed.

Mr. GLASGOW. I would like to make another comment. I think in any emergency such as a bear attack or this type of thing it is necessary for the people to make a decision immediately without consulting the States.

But I served as a State fish and game director myself. I can't really think of any emergencies that couldn't be consulted on except these very few. I have asked our people, "Name these emergencies for me that would require this."

I can't get them to come up with very much.

Senator BIBLE. That is true. Maybe you don't need it.

Mr. GLASGOW. I really think that it is unnecessary to have this part in the bill at all.

Senator MOSS. As I pointed out, it simply requires consultation. It doesn't require agreement.

So, it seems to me that certainly there could be a consultation even if it had to be by telephone to call up the State fish and game director and say, "We have this problem on our hands and I want to talk with you about it" and they spend 10 or 15 minutes on the telephone.

Certainly he is advised in advance then of what you feel you have to do so we don't get these misunderstandings and injured feelings by something being done without ever telling the State. I think that is the point.

Mr. GLASGOW. This is what I am getting at. This would eliminate many of the controversies that had arisen, had this just been done.

Senator MOSS. I take it your answer is you feel it perhaps wouldn't impair the bill to take out this recommended amendment about emergencies.

Mr. GLASGOW. Not at all.

Senator MOSS. Thank you.

Senator BIBLE. You may proceed.

Mr. GLASGOW. We also recommend the deletion of section 6 which would authorize vacation cabin site use, since no such use has been established at Glen Canyon, and of section 7 which makes specific provisions for arrest authority and trial by United States Commissioners. We also have proposed a substituted map reference to accomplish three small boundary changes, the net effect of which would be an increase of 1,080 acres over that area referred to in the printed bill. These lands are all in Federal ownership.

Mr. Chairman, since the National Park Service began recreational administration of the area, developments have been undertaken at a cost of approximately \$8,279,000. Additional development costs are estimated to be in excess of \$37 million. Approximately \$6 million of that amount is programmed for the next 5 years. Operating costs were \$971,400 in fiscal year 1970, and are expected to reach \$1,265,000 by 1975. Present staffing is 44 permanent personnel, and 13.7 man-years of seasonal employment.

Recreational development and land acquisition are already authorized under section 8 of the Upper Colorado River Storage Project Act of 1956 (Public Law 84-485). There are 160 acres of private land within the area, and negotiations are presently underway with the owners to acquire this land with funds appropriated from the land and water conservation fund.

The Secretary's Advisory Board on National Parks, Monuments and Historic Sites endorsed the establishment of Glen Canyon National Recreation Area in 1965 and again in 1968.

Mr. Chairman, this magnificent area, of enormous recreational potential is, beyond any question, nationally significant. We believe it fully merits the status and protection afforded by congressional designation as a national recreation area.

That concludes my prepared statement. I shall be happy to try to answer any questions you may have at this time.

Thank you.

Senator BIBLE. We will confine our questioning and further explanations to the Glen Canyon National Recreation Area. Then we will return to the extension of the Canyonlands.

I wish you would have someone from the Park Service or yourself, whoever really knows this area—I know the superintendent does—point out these boundaries, explain the colorations on the Glen Canyon National Recreation Area.

Mr. GLASGOW. I would like Mr. Johnson to do that for us.

Senator BIBLE. Would you first orient us as to where the Glen Canyon Dam is and where your park facilities are?

Mr. JOHNSON. Yes, sir. The Glen Canyon Dam itself is located at this juncture, just across the Arizona-Utah line.

Senator BIBLE. Where is that bridge?

Mr. JOHNSON. The bridge is right at the dam, the portion of the boundary which extends down the Colorado River to Lees Ferry.

Senator BIBLE. The Glen Canyon National Recreation Area will extend down the river?

Mr. JOHNSON. Approximately 15 miles; yes, sir.

Senator BIBLE. Take us on a trip up the Colorado River and tell us how far we go. Where is Rainbow Bridge?

Mr. JOHNSON. Rainbow Bridge is located right here.

Senator BIBLE. How far is that upstream?

Mr. JOHNSON. About 45 miles.

Senator BIBLE. I do know it is tough navigation after the sun is set. We were lost there one night. I am sure glad we had one of the expert pilots, the distinguished Senator from Utah, because I didn't have the slightest idea where I was going and in which direction I was headed. That is a black wall when you get way down in there.

Go ahead. How far does it go upstream, up to its upper limits?

Mr. JOHNSON. 186 miles on the Colorado River and approximately 71 miles on the San Juan.

Senator BIBLE. 186 miles up from the dam?

Mr. JOHNSON. Yes, sir. There are two other rivers involved, the Escalante and the Dirty Devil.

Senator BIBLE. The Escalante comes into the Colorado about where?

Mr. JOHNSON. Slightly above the San Juan, I would guess 12 miles.

The developments at the present time: There is a development at the Lees Ferry on the Colorado River below. It is a relatively small development. It is the jumpoff point for river flow trips down through the Grand Canyon. There is some marvelous rainbow fishing there. It is very similar to Willow Creek, sir. We have another development at the Wahweap which is in Arizona. It is a marina, lodge, campground, picnic area complex. Our headquarters is there. We have a visitors center built at the dam itself which we operate.

The travel coming into this area largely comes in from southern California and from the Phoenix area.

We have a development at the Rainbow Bridge, which is a fueling station primarily, serving points for boats traveling up. We have a development at Halls Crossing—one at Bullfrog; we have a small concession development up at Hite.

The visitation up in the upper portion largely comes in from Utah and Colorado. The travel patterns themselves have really not been firmly established in Glen Canyon at this time because of the new area, the developments that are going in, the roads, that are being developed.

Senator BIBLE. What is the white?

Mr. JOHNSON. These are proposed additions. This would be the portion going up the Escalante. The gray is the withdrawn area.

Senator BIBLE. Who owns the land shown in white?

Mr. JOHNSON. This is a mixture of Federal Government land and State owned land, sir. There are State sections intermingled here.

Senator BIBLE. Are there any private ownerships in either one of those two large white sections?

Mr. JOHNSON. No, sir.

Senator BIBLE. They are all public domain or State owned as contrasted to the gray which is withdrawn under the reclamation law at the time of the creation of the Glen Canyon.

Mr. JOHNSON. Yes, sir; which is also federally owned. There is only one tract of the privately owned land in the proposed boundary, and that is the tract at Lees Ferry, approximately 160 acres. The balance is either federally owned or State owned.

The exclusion over here of the section 32 was or is a privately owned section of land.

Senator BIBLE. You have drawn the boundaries around that?

Mr. JOHNSON. That is right, sir.

Senator BIBLE. Why did you draw the boundaries around it? Is it undesirable or in excess of needs?

Mr. JOHNSON. I don't think we particularly need it. The proposal there is for a development.

Senator BIBLE. What is there now?

Mr. JOHNSON. Nothing.

Senator BIBLE. How is it held?

Mr. JOHNSON. It is owned in fee simple. I couldn't tell you how.

Senator Moss. It was purchased from the State, if I may volunteer that, some years ago.

Senator BIBLE. I was only going to say that my own experience involving the Lake Mead National Recreation Area has proven to me that some of the holdings in the Lake Mead National Recreation Area which became somewhat of a problem by virtue of being located as patented mine claims. They went to patent and got a good title. They never used it for money, but they used it for development.

You do have some adverse experts on that. I hope as you develop your recreation area here you avoid that problem. Once you start putting up buildings and things of that kind, you will find that, human nature being what it is, values always go up. If you do want to acquire it, it becomes a lot more expensive in the future than if you acquire it early.

Senator Hansen asked me a question. He tells me there is a little yellow dot up there beyond that white. I can't see that, What is that?

Mr. JOHNSON. This is the portion of land that Senator Moss, I believe, wishes to include.

Senator BIBLE. Will you explain that?

Mr. JOHNSON. The Waterpocket Fold—actually the only way I can explain it, Senator, is it is just a huge fold of sandstone, geological formation, which extends from the river junction here northward.

Senator BIBLE. That is public domain land?

Mr. JOHNSON. This is only a portion of public domain and State sections intermingled.

Senator BIBLE. Senator Moss proposes including that within the boundary?

Mr. JOHNSON. This portion. I am sorry. This is orange.

Senator BIBLE. The orange section then is proposed to be included by Senator Moss. How many acres is that?

Mr. JOHNSON. About 1,920 acres, I believe, sir.

Senator BIBLE. What is the Park Service position on that?

Senator Moss. May I interject just a word of explanation?

The Waterpocket Fold is in a national monument, but the tip was taken in the proclamation of the national monument. Ultimately this land ought either to go to the national monument or certainly to be protected as part of the recreation area.

The thing we are dealing with here right now is the recreation area. I propose to take it now and get it under jurisdiction of the Park Service. It is public land.

Senator BIBLE. It is not a part of the monument?

Senator MOSS. The rest of the fold that goes on north is in the monument.

Mr. GLASGOW. Mr. Chairman, we are very agreeable to including it.

Senator BIBLE. I am sure the park service is agreeable to taking anything that costs more money and gets more land. That position is not amazing to me.

Go right ahead, Mr. Johnson.

Mr. JOHNSON. I have been handed a note of correction. There is at least 4,000 acres there.

The two colored sites here or tracts here, one is the Warm Creek power site elimination, the other is the Sit Down Bench site.

Senator BIBLE. What is there, Mr. Johnson?

Mr. JOHNSON. Nothing at the present time. This is the proposed location of the power steamplant. This is another site which was considered either for a steamplant or for a fuel processing plant.

Senator BIBLE. That is what the two red areas indicate?

Mr. JOHNSON. Yes. They are proposed for exclusion from the area at this time. This portion here up in the Escalante is largely undeveloped area, many geological formations, arches, a number of archaeological sites, and would eventually abut up with the Capital Reef area.

This portion up here is the Orange Cliffs, which we mentioned earlier. This provides outstanding beautiful views out over the Green River, over the Maze, over the Canyonlands area and extremely picturesque country, little development in that.

One of the intriguing things about Glen Canyon is not only it is a water area, but it is an archaeological area, a highly scenic, highly esthetic area. I can only say for myself having worked in Flaming Gorge, Lake Mead, sir, and Glen Canyon, that this is one of the finest areas I have ever had the privilege of being in.

Senator BIBLE. I am glad you worked there. It is very fine. It is one of the most beautiful areas I ever visited. I can see how you get along so well as a park superintendent.

Just so I have this in proper perspective, your operating costs today are about \$970,000. Your additional land acquisition was what again?

Mr. JOHNSON. Approximately \$175,000.

Senator BIBLE. To pick up this land?

Mr. JOHNSON. 160 acres.

Senator BIBLE. That lies down toward Lees Ferry?

Mr. JOHNSON. Yes, sir.

Senator BIBLE. The developments that you have there today total about \$8 million and the additional developments are estimated in excess of \$37 million. Over how long a period of time?

Mr. JOHNSON. The only way I could answer that would be that approximately 20 years. We couldn't say because it would be a matter of development, visitation increase, availability of funds, that type of thing.

I might add that the greatest portion of that \$37 million would be spent in the Utah portion. There is comparatively a small portion of that that would go into the Arizona area.

Senator BIBLE. You would spend about \$6 million and project that for the next 5 years.

This is helpful and of course obviously, as you open up a great recreation area, this is a fantastically beautiful area, it is going to

take money to open it up. I wanted to get some idea of the scope and perimeter of the proposed development.

I have no further questions on Glen Canyon.

Senator Anderson?

Senator ANDERSON. What is the \$37 million for? That is a pretty high price, isn't it?

Mr. JOHNSON. No, I don't think so. There is a good portion of that that will have to go into roads and access. Road construction is quite high in there. I would think that over a long period of time as we are discussing here \$37 million would be a fairly conservative estimate due to escalation of costs and things of that nature.

Senator ANDERSON. Where do you have something comparable to developing over a 20-year program and get to a cost of something like \$37 million projecting it 20 years in the future?

Senator BIBLE. This is a 20-year program?

Mr. JOHNSON. Roughly.

Senator BIBLE. I can understand that. I am sure it is pretty hard to estimate that far in the future.

Senator Anderson's question is where is there something comparable? Look at other parks, Yellowstone, and so forth, and give us some parallel as to length of time that it took over 15 to 20 years and how much you had to spend.

Mr. JOHNSON. Of course, one of the outstanding examples is Lake Mead National Recreation Area which is a very similar type of development in the boat docks, navigational lakes, roads, camp grounds, and picnic areas.

Senator BIBLE. Can you give us a 20-year figure for Lake Mead? This gets pretty close to \$50 million over 20 years. His question of you is this: Is this a \$50 million project, projected 20 years in the future and where are there other projects in the Park Service that are of this magnitude?

Mr. JOHNSON. That, sir, I couldn't answer.

Senator BIBLE. Do we have any of the staff people that can do that?

Mr. BILL. These figures are based on the basis of the master plan for the area. Comparability is a difficult area to draw.

Senator BIBLE. Senator Anderson wants to know if you have anything else in the Park System for comparison that makes it clear to this committee—and for instance, in Yellowstone over 25 years we spent \$30 million, \$40 million or whatever.

Senator Moss. How much is estimated for North Cascades for the next 5 years? That is a new one.

Mr. BILL. All of these estimates are dependent on the topography, type of area. Comparability is based on construction costs in the vicinity.

So, we would have to select an area and say that this is comparable. But there isn't any that I can think of offhand that is immediately the same as Glen Canyon.

Senator BIBLE. How much are we spending on Grand Canyon, total development?

Mr. BILL. I haven't the figure at hand.

Senator BIBLE. I think maybe you can come around the other way and answer Senator Anderson's question. What is the basis for your coming up with the 20-year projection of the cost of an additional \$37

million? I think you have tried to be completely honest with this committee. Probably it would have been easier on the committee if you would have said it will only cost \$6 million over the next 5 years. But you have projected another 15 beyond that. That is an unusually long projection in the future.

Of course, this area covers many miles and many thousands of acres.

What Senator Anderson is trying to find out is where is there an example of this much money having been spent in developing recreation parks anywhere in the Park System?

Mr. BILL. Let me interject one point here. Taking North Cascades, we would be looking in terms of \$29 to \$30 million in North Cascades over a 20-year period in the way of development.

It is an entirely different kind of place. Actually, as you pointed out, Senator, we have heretofore used mostly estimates on a 5-year basis. We are trying to be wholly candid with the committee and explain our position. We based our estimates on what we consider the requirements and the needs for the development of public recreation at Glen Canyon National Recreation.

To precisely answer the Senator's question, I would have to go to our records and select an area which is comparable, which I will be glad to do and report later.

Senator BIBLE. I would think it would be helpful to this committee, because I think this maybe is the first time that we have had a projection moving over a period of some 25 years. But, for example, I realize it would be hard to compare, but what has been spent from the time you opened up Yellowstone to date on the development? You have figures. You probably don't have them right at your fingertips.

Grand Teton—I am trying to think of areas that were comparable. You couldn't compare the Everglades or Cape Hatteras or Cape Cod insofar as development is concerned. But it might be an interesting study to see exactly how much is spent on your major parks, national recreation areas, from the time of their conception really until you got to the end of the basic development.

Mr. GLASGOW. Mr. Chairman, we will be glad to take four or five or whatever number of parks you desire that we feel are most comparable to this and provide you with the costs of the development for them.

I am sorry we don't have the figures with us this morning. We will be glad to provide them.

Senator BIBLE. Would you be interested in seeing how they arrive at this figure of \$50 million?

Senator ANDERSON. Yes.

Senator BIBLE. Without comparing it to other park areas they have some items that they total up to get \$50 million.

Senator ANDERSON. It is a lot of money.

Senator BIBLE. This is a lot of river and it is a big area.

Why don't you also, in addition to answering the comparability question, show us how you arrived at this \$37 million. We estimate that it will cost x million dollars for roads; x million dollars for trails; x million dollars for this and that and then get to a total which is going to give \$37 million. We will put it together. It is pretty close to \$50 million.

Under estimating, of course, you people are giving better estimates now, probably the 45 is closer to \$50 million.

Furnish it to us. We have a 1-week rule on all of these things.

Mr. GLASGOW. Yes, Mr. Chairman.

(The information referred to is on p. 35.)

Senator BIBLE. Senator Moss, do you have any questions?

Senator MOSS. Thank you, Mr. Chairman.

I had one or two questions. It was Southern California-Edison who is part of the group that were considering these plant sites who suggested that the word "power site" be changed to "industrial plant site". Do you see any objection to that?

I think what they have in mind is they might have some kind of a conversion process there burning the char and taking the volatile elements out as part of the plant development.

Anyway, they asked the language be expanded that much. I just wanted to see if you had any offhand opinion on that.

Mr. GLASGOW. I would think that a powerplant is just as industrial as any other plant and that it would not be a major objection if it were compatible with the use of the area.

Senator MOSS. Of course, in the first place, they must get the permission of the Department to do whatever they are going to do there. I would be the first shouting loudly that they not be permitted to make any installation that would cause either pollution of air or water. If they could meet those standards and build an industrial plant site, and they had the permission of the Department, I personally don't see any objection to expanding it that much. I just wanted your opinion.

Mr. GLASGOW. If the expansion could be made without impairing the recreation area or surrounding areas, I would think we would have no objection.

Senator MOSS. It is my language. So, I perhaps should have done this earlier. But if you look at page 3 of S. 27, section 3 says that, line 14, "Under regulations which he deems appropriate the Secretary of Interior may permit the removal of minerals" and so on.

Down on line 19, it again says, "may permit."

It has been suggested to me and it seems to me that it might be well to put that "shall permit under regulations that he deems appropriate." If he both has the regulating power and still has just a nonmandatory duty, permissive duty, it softens it so much that there is concern about those who, for instance, might want to remove some of those oil-bearing sands that we have talked about.

So, I would like to have your opinion as to whether those two "may's" could be changed to "shall" as long as they are limited already with the regulations that the Secretary may issue.

Mr. GLASGOW. Senator MOSS, I prefer that it remain as is.

Senator MOSS. That does soften it quite a bit. The thing that Senator Bennett was talking about and that is worrisome to many of the people is that the Department not only might make rather severe regulations, but still have only—it is only permissive in any event and not requiring them to do it.

Mr. GLASGOW. I listened very intently to Senator Bennett's testimony. Although I have some reservations, I think that all of his reservations can be worked out satisfactorily.

Senator Moss. That is very good, then.

We have provided in here in section 3 for mineral exploration and their disposal and so on. But nothing specifically is said in here about permitting grazing under regulations approved by the Secretary.

Is there any objection to putting in a section that specifically includes grazing?

Mr. GLASGOW. It was my understanding that this was already included in the bill. But I may be mistaken.

Senator Moss. I think the circumstance is that the Department has issued some general policy regulations on what can go on in recreation areas. But since we have specifically set out here what would be done in the case of minerals, it may be by not specifically indicating grazing that it might be construed as a limitation there, a lack of authority to permit grazing under regulations by the Department.

This area, of course, isn't very conducive to grazing, but particularly on the upper end of the extension there is an area where, in the wintertime, cattle are brought in and there is some small amount of grazing there. People who live in the area think it is very important.

On the other hand, I think it is generally agreed that in recreation areas a few cows are not destructive.

Mr. GLASGOW. I think it is the intention to continue grazing except in the highly developed areas, in the areas, of intensive visitor use. Other than that, it is the intention to continue grazing. It is handled by DLM presently.

Senator Moss. So the Department's intention is to permit it anyway except in areas of intensive use.

You recommended that the provision allowing cabin sites on this area be eliminated. Is it the intention of the Department that there be no summer cabins permitted anywhere in the recreation area?

Mr. GLASGOW. On this area, yes, sir.

Senator Moss. It is a vast area. I can understand that it would not be desirable to have cabin sites along the waterline perhaps or on a lot of places that ought to be protected. But I would think in the vastness of this area there probably are places where people could have a summer cabin that would not be destructive.

Mr. GLASGOW. I think the history of this type of arrangement has been a rather discouraging one. These holders soon begin to feel that they have acquired a right. Then it becomes the same problem we have with in-holdings, so that we would prefer not to have these cabin sites.

Senator BIBLE. I might add again, based just on my own experience in the field, the opening up of the cabin sites has been one of the real headaches we have had at the Lake Mead National Recreation Area. They do come in there and they feel they stake a permanent claim even though it is limited in the permit. There is always some fine print in there that they forget to read. It does pose a real difficult administrative problem for any superintendent. I do know that.

So, I would suggest that it would be carefully looked at. Just as a practical matter we have had all kinds of problems at Lake Mead.

Mr. GLASGOW. We have had this type of arrangement on Federal refuges. It has created another real problem for us. We are moving in the direction of eliminating these as rapidly as we can.

Senator Moss. You are satisfied that you have adequate police powers within the Department when this is created as a national recreation

area without spelling out in the bill itself the police powers that you would be able to exercise?

Mr. GLASGOW. Yes; this is correct.

Senator MOSS. I wanted that in the record because when we discussed the bill earlier, 4 years ago, one of the things the Department felt it lacked and, therefore, wanted to have in the bill is the adequate police powers on the recreation areas.

Mr. GLASGOW. May I ask Mr. Bill to comment on that?

Senator MOSS. Yes; surely.

Mr. BILL. Senator, we feel that the situation which was difficult 3 or 4 years ago has been corrected. The matter is well in hand at this time from the standpoint of police action and so forth that is required.

Senator MOSS. Certainly if the Department feels it has adequate powers there is no sense in respelling it out again in the bill. I just wanted to make sure in the record that that was so.

With three small boundary changes that you mentioned in your testimony—some were down by the town of Page.

Mr. JOHNSON. This is the section of privately owned land, section 32. Then there was a change to include a small piece of the lake shore right adjacent to the town of Page, in order to provide a buffer zone and also as a contingency onto the Navajo land which is adjacent there.

Those were the major changes. Then this piece here I believe was the third one.

Senator MOSS. The Waterpocket Fold. It is acceptable to the Department if those three sections we talked about in Canyonlands came over into the recreation area that was proposed, to be sheared off of Canyonlands addition and put into the recreation area?

Mr. GLASGOW. Yes.

Senator BIBLE. Senator Hansen?

Senator HANSEN. Mr. Secretary, is there any language in this bill insofar as what some may regard as special provisions which concern or distress you as you contemplate uniform application of laws on recreation areas throughout the country?

Mr. GLASGOW. No. There are not. But I would like for Mr. Bill to comment also, if he would.

Mr. BILL. We haven't any concerns about that.

Senator BIBLE. Senator Anderson, I think, is not satisfied with your answers on the development costs. I think maybe you should answer that a little more fully. Your prepared statement, Mr. Secretary, says, "additional development costs are estimated to be in excess of \$37 million."

Senator Anderson, as all of us, is aware of the tremendous costs and tremendous pressures with money nowadays. How did you arrive at that figure of \$37 million? Why isn't it \$35 million or \$40 million or some other figure? Who estimated and what does it embrace? You have got to have some backup. You didn't pull it out of thin air. So justify the figure of \$37 million.

Mr. GLASGOW. Mr. Chairman, we do have a development schedule which we would like to include in the record.

Senator BIBLE. Why don't you recite it right now? That is what is bothering Senator Anderson. He says that is a lot of money. Who did the estimating and what does it embrace?

Of course, as Senator Anderson knows better than anybody, he is the former chairman of this committee, we should certainly have control over those development costs by writing up the limits. We can limit the amount that can be used for development. It might be well to do that. Because we might be getting way over our heads in not controlling this. It is controlled partly through the Appropriations Committee, but it isn't too bad to control it through the authorizing process.

Who is the authority on how you arrived at \$37 million?

Mr. GLASGOW. Mr. Chairman, I am sure that these figures were arrived at by the most experienced people we have who have had a long history of working up development costs for new areas.

I am sure it was also arrived at from a plan which they have drawn up and on which they computed costs of today's development.

Senator BIBLE. All right. Give us the ingredients by which you arrived at \$37 million. I assumed you were using experienced people to do this. I hope so.

Mr. GLASGOW. The total development plan we have here has some 20 pages or more in it.

Senator BIBLE. Give us typical examples and then we can have it reproduced and handed to us and we can have it inserted in the record. Somebody might say, "How did you arrive at \$37 million?" I don't think it is a particularly responsive answer to say, "We arrived at it with experts in the field who came up with \$37 million."

How did they get to the figure of \$37 million?

Mr. GLASGOW. I will ask Mr. Bill to make a comment.

Mr. BILL. Mr. Chairman, we have a number of developed areas which I am going to ask Superintendent Johnson to designate as I read off the proposed developments and the figures for them.

Wahweap, it is estimated that there would be expenditures of \$744,100; for buildings and utilities, \$1,512,700.

Typical examples of the roads and trails items would be the circulatory roads needed to reach visitor facilities and for boat trailer parking, certain haul roads, boat ramps, extensions of boat ramps, and a trail system.

At Wahweap, too, we would require a warehouse and an administrative building, a variety of facilities for the public, comfort stations, picnic areas, docks, water system, and so forth.

At Glen Canyon Dam, roads and trails items amount to \$94,400.

Senator ANDERSON. \$94,000? You are talking about \$37 million. Can't you tie that figure together somewhere?

Mr. BILL. All of these are the ingredients that go into the \$37 million. Add together when we get through these numerous development sites, there would be a total of \$37 million.

Senator MOSS. Those are all listed up there?

Mr. JOHNSON. Yes, sir; there are 20 different sites.

Senator BIBLE. Why don't you run these down and cite them?

Mr. BILL. We have given Wahweap, total of \$2,256,800.

At Glen Canyon Dam, we have \$217,200; Park General, \$248,000; Navajo Point, \$1,175,000; Rincon Point, \$1,290,000; Rainbow Bridge, \$380,600; Lees Ferry, roads and trails, \$341,600, for buildings, utilities, and miscellaneous items, \$676,800; Bullfrog Basin, roads and trails,

\$745,600; buildings and utilities, \$2,251,200, buildings and utilities at Bullfrog.

Senator ANDERSON. Where is that located?

Mr. JOHNSON. Bullfrog is located in the Utah portion. The access road off of 95, it is located on the big arm of the Bullfrog Basin. The facilities that are in there or would go in there, we do have a campground and picnic area, a launching ramp, we have some marina facilities. The concessionaire will go in with the lodge and restaurant, motel. We have an air strip there, boat repair and storage, management facilities, that type of thing.

In other words, it is a complete complex. It will be a major development in that portion.

Senator BIBLE. That ties into what highway again?

Mr. JOHNSON. Ninety-five.

Senator BIBLE. Is that road in place today?

Mr. JOHNSON. Yes, sir. There is a paved road into Bullfrog.

Senator BIBLE. It starts where and goes to where?

Senator MOSS. That Green River, Utah, starts and comes down north Wash and breaks off and comes down to Bulldog.

Senator BIBLE. You continue to go further south and go across the river at that point, follow the river or turn around and go back?

Mr. JOHNSON. You would pick up the main highway coming down through Mexican Hat and to the south or go further north, as Senator MOSS said.

Halls Crossing is across the lake from Bulldog in the eastern section.

Mr. BILL. \$2,263,400; for buildings and utilities, \$2,165,600. Here again, the same sort of facilities, boat stations and docks and whatnot that are necessary for public use.

At Castle Butte, Utah, buildings and utilities only there, \$200,900; Hole-in-the-Rock, \$3,877,500 for roads and trails.

Senator BIBLE. How much? That is a \$4 million item.

Mr. BILL. Circulatory road, access roads of 12 miles, campground roads, boat ramps, walks, drives, and a landing strip which is an item of \$165,400 in itself.

Buildings and utilities, \$1,460,000 at this location.

The next location is Gun Sight Bench, roads and trails with an access road of $25\frac{1}{10}$ miles, \$3,660,000; buildings and utilities, \$1,405,800.

Some small developments, Panarama Point, \$55,000 for roads and trails; Muley Point, \$90,000; and there are some small amounts of buildings and utilities, \$2,000 for an interpretive exhibit.

At French Spring, roads and trails, \$1,805,000; buildings and utilities, \$2,716,800.

At Hite, roads and trails, \$420,000; buildings and utilities at that location \$730,000.

Escalante, roads and trails, \$830,000; buildings and utilities, \$190,000.

At San Juan, roads and trails, \$275,000; buildings and utilities, \$75,000. There is a small development there consisting of buildings, comfort stations.

Ocean Point, roads and trails, \$450,000; buildings and utilities, \$119,000.

Dark Canyon Overlook, roads and trails, \$350,000 and building and utilities, \$110,000, total of \$460,000.

Senator ANDERSON. Who developed those figures?

Mr. BILL. These were developed by our engineers and planners based on existing costs and based on the projected needs for the development of the area.

Senator BIBLE. I think that satisfies the record and indicates how you arrived at that figure. The reason I think that it startled all of us is the fact that it is a big amount of money and it is projected for 20 to 25 years.

Normally I don't think you project the figures this far. Obviously, there might be an item of concern, but in any event, if the committee in its wisdom decides to limit it, they can limit it for a period of time. You would simply have to come back and give us a new figure at a later date. I don't know how accurate any engineer can be in this day and age of projecting figures 25 years in advance.

I think this is helpful to the record. When you total all of these figures, then you come up with a total of \$37 million.

You may correct the record. If there are other items that are shown on the agenda or legend, put them in as well.

(The information referred to follows:)

DEVELOPMENT SCHEDULE, PROPOSED DEVELOPMENT—GLEN CANYON NATIONAL RECREATION AREA (PROPOSED) ROADS AND TRAILS, BUILDINGS, UTILITIES, AND MISCELLANEOUS

	Prior years	Year of construction					Total		
		1st year ¹	2d year	3d year	4th year	5th year		5-year total	Future years
WARWEAP									
Roads and trails:									
Complete interior roads.....		\$17,000					\$17,000		
Signs (day labor).....	\$6,300							\$83,800	
Seacoast roads (18.8 miles).....								50,000	
Paving circulatory roads (8.8 miles).....	554,000		\$102,900				102,900	152,900	
Parking—Lodge facility (120 cars).....			42,000				42,000	82,000	
Boat trailer parking.....								32,600	
Trail system.....								101,400	
Rehabilitate haul road.....	187,500								
Boat trailer parking area.....			\$174,400				174,400		
Boat ramp, including extension.....	282,400							274,400	
Subtotal, roads and trails.....	1,030,200	17,000	174,400	244,900			436,300	307,800	
Buildings, utilities, and miscellaneous:									
Warehouse.....	116,900								
Administration building.....	175,000								
Comfort stations (7).....	77,000								
Paint and plumbing shop.....	125,300								
Campground irrigation (180 sites).....	183,900								
Campfire circle.....	31,600								
Irrigation—Planting.....	71,800								
Breakwaters (completed).....	226,800					\$345,000	345,000	350,000	
Repair dock.....	22,200								
Seasonal quarters (4).....	50,000								
Seasonal dormitories (4).....								50,000	
Sanitary boat station.....	5,100							43,800	
Utility connections, seasonal dormitories.....								3,000	
Equipment storage building.....	38,800							94,300	
Picnic area development.....	25,100								
Boat dock.....			\$28,800				28,800	125,000	
Expansion of water system.....				9,000			9,000		
Fish cleaning station.....								13,000	
Courtesy dock.....									
Beach development.....						27,400	27,400		
Water system, including well.....	227,500								
Sewer system.....	138,100								
Power system.....	29,400								
Subtotal, buildings, utilities, and miscellaneous.....	1,030,200	17,000	174,400	244,900			436,300	307,800	
Total									744,100

See footnotes at end of table

DEVELOPMENT SCHEDULE, PROPOSED DEVELOPMENT—GLEN CANYON NATIONAL RECREATION AREA (PROPOSED) ROADS AND TRAILS, BUILDINGS, UTILITIES, AND MISCELLANEOUS—Continued

	Prior years	Year of construction					Total
		1st year ¹	2d year	3d year	4th year	5th year	
WAHWEAP—Continued							
Buildings, utilities, and miscellaneous—Continued							
Completion of water system.....	\$28,200						
L.P. gas system.....	8,200						
Development site grading.....	121,900						
Fencing (3 miles).....	1,200						
Oblique haul road.....	35,100						
Radio repeater installation.....	11,200						
Fishing pier, decking.....						\$60,000	\$60,000
Campground development (130).....						150,000	150,000
Entrance signs.....	3,400						
Floating refueling station.....	8,000						
Swimming float.....	5,000						
Grounds improvement, rehabilitation.....						40,000	40,000
Residences (4).....	80,000						
Wayside interpretive exhibit.....	20,000						
Buoy—Navigational aid.....	15,000	\$63,400					
Sewage lagoon expansion.....							
Underground power in area.....						50,000	50,000
Lodge and marina parking area lighting.....						60,000	60,000
Portable comfort stations (2).....	18,000						
Subtotal, buildings, utilities, and miscellaneous.....	1,899,700	63,400	\$28,800	\$9,000		\$372,400	1,039,100
							1,512,700
GLEN CANYON DAM							
Roads and trails:							
Canyon trail (portion).....	20,300						
Car and boat trailer parking area.....	68,500						
Page airport runway participation.....						94,400	94,400
Subtotal, roads and trails.....	88,800					94,400	94,400
Buildings, utilities, and miscellaneous:							
Sewage disposal plant.....						52,500	52,500
Sewage—Water upper terminal.....						56,300	56,300
Electrical system.....						15,000	15,000
Visitor center exhibit.....	135,000						
Page residences (5).....	98,000						
Subtotal, B, & U, & M.....	233,000					122,800	122,800

PARK GENERAL

Roads and trails: Sign system.....				20,000	20,000	20,000
Buildings, utilities, and miscellaneous: Information kiosks, boat ramps (4) pit piles (20).....		\$70,000 9,400		20,000 9,400		20,000 9,400
Race system (nonelectric portion) Floating Information and Interpretive Devices.....	20,800				9,000	9,000
Rooms stabilization.....		10,000		10,000		40,000
Grounds development.....					29,600	29,600
Housetrainers.....		30,000		30,000		50,000
Subtotal, buildings, utilities, and miscellaneous.....	20,800	39,400	10,000	99,400	128,600	228,000
RAINBOW BRIDGE						
Roads and trails: Trail rehabilitation (1.5 miles).....		15,900		47,700		47,700
Buildings, utilities, and miscellaneous: Floating interpretive devices.....					20,000	20,000
Expansion of sewer system.....		80,000		80,000		57,500
Courtesy docks.....			66,000	66,000		66,000
Expansion of power system.....	70,000					29,100
Floating houseboat and mooring.....					20,000	20,000
Stabilization of floating houseboats.....	20,000				17,500	17,500
Expansion of water system.....	6,700					
Expansion of fuel facilities.....					8,000	8,000
Floating complex, utilities and housing.....	322,200					
Drydock and rehabilitation floating facilities.....		80,000		80,000		160,000
Subtotal, building, utilities, and miscellaneous.....	418,900	80,000	66,000	226,000	154,600	380,600
LEES FERRY						
Roads and trails: Reconstruct access road.....	403,700					78,100
Complete circulatory roads—Parking (1.5 mile) Maintenance area paving.....	244,400				78,100	20,000
Trail to Spencer Steambot.....		5,000		5,000		5,000
Access road—Concession area.....						104,200
Terminal parking area at historic port.....		66,000		66,000		125,700
Sign system.....		125,700		125,700		8,600
Subtotal, roads and trails.....	648,100	191,700	38,200	234,900	106,700	341,600
Buildings, utilities, and miscellaneous: Employee residences (2).....	40,000					
Comfort stations—campground (3).....	23,200					
See footnotes at end of table					16,400	16,400

DEVELOPMENT SCHEDULE, PROPOSED DEVELOPMENT—GLEN CANYON NATIONAL RECREATION AREA (PROPOSED) ROADS AND TRAILS, BUILDINGS, UTILITIES, AND MISCELLANEOUS—Continued

	Prior years	Year of construction					Total
		1st year ¹	2d year	3d year	4th year	5th year	
LEES FERRY—Continued							
Buildings, utilities, and miscellaneous—Continued							
Warehouse, shop, firehouse						\$66,300	\$66,300
Seasonal employee quarters (2)					\$22,400	22,400	30,000
Visitor information-interpretive shelter							9,000
Fish cleaning station							32,000
Campground development (78)	\$57,900						27,700
Water, sewer-maintenance area	75,300					27,700	46,700
Water system, including well		\$46,700					87,700
Well, pump, and pumphouse		87,700					13,500
Sewer system, including lagoon					13,500		15,700
Comfort station near historic fort					15,700		35,000
Salvage Spencer steamboat							
Rehabilitation of historic fort							
Ranger station	21,200						
Housetrainers (3)	15,000						
Sewer system	35,900						
Power system	23,500						
Portable comfort station	9,100						
L. P. gas system	5,800						
Floating safety barrier, Paria Rapids	4,500						
Courtesy dock							13,000
Complete water system							117,400
Underground power system							15,000
Trailer sanitation station							19,700
Entrance sign							3,400
Campfire circle (150 seats)							20,000
Boat dock	9,100						
Water system for concession development		40,600				40,600	40,600
Sewer system for concession development		34,300				34,300	34,300
Septic systems	8,700						11,000
Subtotal, buildings, utilities and miscellaneous	329,200	209,300	51,600	94,000	354,900	321,900	676,800
BULLFROG BASIN							
Roads and trails:							
Access road completion (4.3 miles)	625,000						
Circulatory road (14.5 miles)	315,000						
Circulatory road surfacing	140,700					348,100	348,100
Air landing strip	89,700						
Paving boat launching ramp and extension	177,100						

Campground road and parking completion (1.5 miles)					62,500	
Swimming beach road extension					35,000	35,000
Boat launching ramp	123,500					
Sign system	13,600					
Airstrip improvements					300,000	300,000
Subtotal, roads and trails	1,484,600		383,100	383,100	362,500	745,600
Buildings, utilities and miscellaneous:						
Boat dock	25,100					
Water system completion	25,000					
Sewer system completion	90,400					
L.P. gas system	12,000					
Power system (100 kilowatts) generator	68,800					
Utility connections—6 residences	1,900					
Water supply (portion)	105,000					
Second well and pump	54,800					
Breakwater—Fishing pier (completion)						
Ranger station, amphitheater		97,800		97,800		690,000
Seasonal dormitory						97,800
Trailer sanitation station	11,600					43,800
Courtesy dock		13,000		13,000		13,000
Utility extensions, ranger station		3,000		3,000		3,000
Utilities to swimming beach			15,000	15,000		15,000
Airstrip fencing					17,200	17,200
Maintenance yard fencing and lighting					11,600	11,600
Extension of power to airstrip					42,400	42,400
Electric generating expansion					307,500	307,500
Power system improvements					20,000	20,000
Utility connections, seasonal dormitory					3,000	3,000
Utility connections, seasonal dormitory					75,000	75,000
Lodge and marina parking area lighting						
Boat sanitary station	5,100					
Comfort station	47,000				45,000	45,000
Portable comfort station	9,000					
Employee residences (10)	60,000	\$26,400		26,400		188,400
Utility connections		1,200		1,200		6,200
Portable lift stations—Swimming beach			12,500	12,500		12,500
Warehouse					60,000	60,000
Employee service building					30,000	30,000
Campground development (180 sites)	97,400				120,000	120,000
Entrance sign					3,400	3,400
Grounds improvement	3,000					
Planting, irrigation					70,000	70,000
Lake water irrigation systems					297,000	297,000
Beach development					7,300	7,300
Swimming float						
Wayside interpretive exhibit		25,100		25,100		25,100
Sewer system (portion)					20,800	20,800
Subtotal, buildings, utilities and miscellaneous	91,800					

See footnote at end of table.

DEVELOPMENT SCHEDULE, PROPOSED DEVELOPMENT—GLEN CANYON NATIONAL RECREATION AREA (PROPOSED): ROADS AND TRAILS, BUILDINGS, UTILITIES, AND MISCELLANEOUS—Continued

	Prior years	Year of construction					Total
		1st year	2d year	3d year	4th year	5th year	
BULLFROG BASIN—Continued							
Buildings, utilities, and miscellaneous—Continued							
Boys' Navigational aids.....							
Fencing.....	\$15,000						
Repair shop—firehouse.....	12,200						
Picnic area (25).....	31,500						
Fishing station.....	20,800						
Sewage lift station.....	20,000						
Comfort station—Picnic area.....	22,700						
Utility extensions to concessioner, new development.....	11,000	\$26,200				\$26,200	\$26,200
Subtotal, business, utilities, and miscellaneous.....	830,300	53,800	\$113,800	\$52,600	220,200	\$2,031,000	2,251,200
HALLS CROSSING							
Roads and trails:							
Circulatory roads (portion).....	50,000		\$600,000		600,000	700,000	1,300,000
Access roads (10.8 miles).....	122,000						
Boat launching ramp paving.....	286,000		175,000		175,000		175,000
Circulatory roads, parking (2 miles, 200 cars).....				300,000		300,000	153,000
Circulatory roads surfacing (4 miles).....							453,000
Boat launching ramp.....	123,500						10,000
Sign system.....							250,400
Landing strip.....							40,000
Campground trails and surfacing (1.5 miles).....							35,000
Trails to interpretive overlook.....							
Subtotal, roads and trails.....	561,500		775,000	300,000	1,075,000	1,188,400	2,263,400
Buildings, utilities, and miscellaneous:							
Water system.....	106,000						
Sewer system.....	115,700						
Power system.....	72,300						
Extend water system.....	160,800						
Extend sewer system.....	119,900			51,200		51,200	51,200
Power system completion.....	100,000						
L.P. gas.....	9,300						
Water supply system.....	37,000						
Utility extensions, lodge.....				43,000		43,000	43,000
Breakwater—fishing pier.....							350,000
Maintenance building, firehouse.....							58,200
Comfort stations—campground (10).....		\$24,000			24,000		144,000

Portable comfort station.....	11, 600		65, 700	65, 700
Seasonal employee quarters (4).....			130, 000	130, 000
Employee residences (6).....		65, 000	97, 800	97, 800
Ranger station—amphitheater.....			15, 000	15, 000
Courtesy dock.....			7, 000	7, 000
Boat sanitary station.....			6, 000	6, 000
Fish cleaning station.....			3, 500	3, 500
Irrigation system.....			60, 000	60, 000
Water well (No. 2).....			91, 000	91, 000
Utility extensions—ranger station.....			3, 000	3, 000
Electric generating system expansion.....			291, 000	291, 000
Lodge and marina parking area lighting.....			30, 000	30, 000
Camping development (300).....	42, 700		250, 000	292, 700
Fencing-cattleguard.....			27, 400	27, 400
Housetrainers.....			17, 300	17, 300
Entrance signs.....			3, 400	3, 400
Grounds improvement, planting, irrigation.....			53, 400	53, 400
Wayside interpretive exhibit.....			20, 000	20, 000
Subtotal, buildings, utilities, and maintenance.....	732, 600	116, 200	1, 939, 700	2, 165, 600

CASTLE BUTTE, UTAH (FLOATING UNIT)

Roads and trails. None.....				
Buildings, utilities, and miscellaneous.....				
Water system, including building and chlorination unit.....			58, 000	58, 000
Sewer system, including lift station and retention tanks.....			46, 000	46, 000
Power system, including two generators.....			28, 000	28, 000
L. P. gas system, tanks, and platform.....			3, 000	3, 000
Boat sanitary station.....			6, 200	6, 200
Floating visitor platform including anchorage.....			17, 200	17, 200
Floating comfort station.....			7, 500	7, 500
Floating residence.....			12, 000	12, 000
Storage laundry, and workshop.....			12, 000	12, 000
Pit privies (4).....			1, 000	1, 000
Primitive campground.....			10, 000	10, 000
Subtotal, buildings, utilities, and miscellaneous.....			200, 900	200, 900

HOLE-IN-THE-ROCK

Roads and trails.....				
Access roads (12 miles) and bridge (400 linear feet).....			2, 725, 600	2, 725, 600
Circulatory roads and parking (2.5 miles).....			325, 000	325, 000
Spur road—Historic site (2 miles).....			150, 000	150, 000
Boat ramp, marina—Grading.....			200, 000	200, 000
Campground roads (6 miles).....			160, 000	160, 000
Boat ramp, paving.....			120, 000	120, 000
Walks and drives—Residences (5).....			4, 000	4, 000
Landing strip.....			165, 400	165, 400
Interpretive walk—Hole-in-the-Rock.....			7, 500	7, 500
See footnotes at end of table.				

Buildings, utilities, and miscellaneous:			
Water system, including 2 wells.....	280,000		280,000
Sewer system.....	220,000		220,000
L. P. gas system.....	25,000		25,000
Power system.....	130,000		130,000
Ranger station--amphitheater.....	97,800		97,800
Employee residences (3).....	70,000		70,000
Boat sanitary station.....	10,000		10,000
Repair shop--firehouse.....	60,000		60,000
Portable comfort stations (2).....	18,000		18,000
Comfort stations (3).....	45,000		45,000
Courtesy dock.....	15,000		15,000
Wayside interpretive exhibit.....	10,000		10,000
Grounds improvement.....	10,000		10,000
Campground (100).....	45,000		45,000
Swimming floats.....	10,000		10,000
Irrigation system.....	130,000		130,000
Fencing.....	10,000		10,000
Beach development.....	170,000		170,000
Entrance sign.....	15,000		15,000
Trailer sanitation station.....	30,000		30,000
Fish cleaning station.....	5,000		5,000
	15,000		15,000
Subtotal, buildings, utilities, and miscellaneous.....	1,405,800		1,405,800
PANORAMA POINT			
Roads and trails:			
Overlook development.....	30,000		30,000
Paving.....	15,000		15,000
Rim interpretive trail.....	10,000		10,000
Subtotal, roads and trails.....	55,000		55,000
MULEY POINT			
Roads and trails:			
Access road (1 mile).....	60,000		60,000
Overlook development.....	30,000		30,000
Subtotal, Roads and trails.....	90,000		90,000
Buildings, utilities, and miscellaneous: Interpretive exhibit.....	\$2,000		
FRENCH SPRING			
Roads and trails:			
Access road (2.0 miles).....	\$180,000	\$180,000	180,000
Circulatory roads--Parking (30 miles).....	100,000	280,000	1,540,000
Campground roads (1.5 mile).....	75,000	85,000	1,85,000
Subtotal, roads and trails.....	200,000	555,000	1,805,000

See footnote at end of table.

Campground development.....	30,000	30,000
Comfort station (1).....	15,000	15,000
Employee residences (2).....	40,000	40,000
Seasonal employee trailers.....	10,000	10,000
Utility connections.....	10,000	10,000
Ranger station-shop.....	100,000	100,000
Trailer sanitary station.....	15,000	15,000
Grounds improvement.....	20,000	20,000
Entrance signs (2).....	10,000	10,000
Signs, markers.....	10,000	10,000
Subtotal, buildings, utilities, and miscellaneous.....	730,000	730,000
Subtotal, roads and trails.....	420,000	420,000
Total.....	1,150,000	1,150,000
ESCALANTE		
Roads and trails:		
Access road (5 miles).....	600,000	600,000
Parking areas.....	100,000	100,000
Boat-launching ramp.....	100,000	100,000
Trails, walks.....	30,000	30,000
Subtotal, roads and trails.....	830,000	830,000
Buildings, utilities, and miscellaneous:		
Visitor contact station.....	60,000	60,000
Water system.....	50,000	50,000
Sewer system.....	50,000	50,000
Power system.....	15,000	15,000
Radio system.....	15,000	15,000
Subtotal, buildings, utilities, and miscellaneous.....	190,000	190,000
Subtotal, roads and trails.....	830,000	830,000
Total.....	1,020,000	1,020,000
SAN JUAN		
Roads and trails:		
Access road (2.5 miles).....	250,000	250,000
Parking area.....	25,000	25,000
Subtotal, roads and trails.....	275,000	275,000

See footnotes at end of table.

Buildings, utilities, and miscellaneous:		
Utilities.....	80,000	80,000
Comfort station.....	14,000	14,000
Interpretive devices.....	10,000	10,000
Grounds improvement.....	10,000	10,000
Signs, markers.....	5,000	5,000
Subtotal, buildings, utilities, and materials.....	119,000	119,000
Subtotal, roads and trails.....	450,000	450,000
Total.....	569,000	569,000

DARK CANYON OVERLOOK

Roads and trails:		
Access road (3 miles).....	300,000	300,000
Parking area.....	40,000	40,000
Walks, trails.....	10,000	10,000
Subtotal, roads and trails.....	350,000	350,000

Buildings, utilities, and miscellaneous:		
Utilities.....	80,000	80,000
Comfort station.....	14,000	14,000
Grounds improvement.....	10,000	10,000
Signs, markers.....	6,000	6,000
Subtotal, buildings, utilities, and miscellaneous.....	110,000	110,000
Subtotal, roads and trails.....	350,000	350,000
Total.....	460,000	460,000

NAVAJO POINT

Access road (9.0 miles).....	900,000	900,000
Overlooks.....	100,000	100,000
Walks, trails.....	60,000	60,000
Subtotal, roads and trails.....	1,060,000	1,060,000

Buildings, utilities, and miscellaneous:		
Utilities.....	80,000	80,000
Comfort station.....	14,000	14,000
Interpretive devices.....	16,000	16,000
Signs, markers.....	5,000	5,000
Subtotal, buildings, utilities, and miscellaneous.....	115,000	115,000
Subtotal, roads and trails.....	1,060,000	1,060,000
Total.....	1,175,000	1,175,000

See footnote at end of table.

DEVELOPMENT SCHEDULE, PROPOSED DEVELOPMENT—GLEN CANYON NATIONAL RECREATION AREA (PROPOSED) ROADS AND TRAILS, BUILDINGS, UTILITIES, AND MISCELLANEOUS—Continued

	Prior years	Year of construction					Total
		1st year	2d year	3d year	4th year	5th year	
THE RINCON							
Roads and trails:							
Access road (9 miles).....							\$900,000
Overlooks.....							100,000
Walks.....							10,000
Interpretive trails.....							10,000
Subtotal, roads and trails.....							1,020,000
Buildings, utilities, and miscellaneous:							
Utilities.....							120,000
Comfort station.....							14,000
Floating dock.....							100,000
Primitive campground.....							20,000
Exhibits.....							10,000
Signs.....							6,000
Subtotal buildings, utilities, and miscellaneous.....							270,000
Subtotal, roads and trails.....							1,020,000
Total.....							1,290,000
Total, roads and trails.....							18,419,300
Add cost adjustment (10 percent).....	\$3,813,200	\$191,700	\$1,003,500	\$781,700	\$738,100	\$2,732,000	15,687,300
Adjusted total.....	1,700	19,200	1,003,300	78,200	73,800	273,200	1,841,900
Total, buildings and utilities.....		18,700	210,900	859,900	811,900	3,005,200	17,256,000
Add cost adjustment (10 percent).....	4,466,500	117,200	304,800	599,800	860,000	2,137,000	10,878,800
Adjusted total.....	11,700	30,500	25,500	60,000	86,000	213,700	1,087,900
Grand total.....	128,900	335,300	280,700	659,800	946,000	2,350,700	14,317,400
1st year, 1970.....	8,279,700	147,600	546,200	1,384,500	1,519,700	1,757,900	29,222,700
							5,355,900
							34,578,600

Note: Add 10 percent to all construction cost figures to determine April 1970 costs.

Mr. BILL. One subtotal that would be of interest to the committee at this time, it seems to me, is a 5-year total, \$6 million, total overall for the developments. The remainder of the \$37 million goes into future years.

Senator BIBLE. I tried to make clear in an earlier question because I think that puts this area in a better perspective. You don't have many \$50 million packages around nowadays. That is a lot of money. I don't want a worthwhile project to get bogged down because people say it is going to be too expensive. It may be better to take a 5-year look at it.

Mr. BILL. The development program which you have agreed to put in the record shows it on the basis of 5 years plus future years.

Senator Moss. Isn't it true though, that what we have here is about a 250-mile-long recreation area which is just begun. There are only two or three sites on that whole lake now. There is really nothing on the upper end where we are talking about extending it.

Mr. BILL. That is right.

Senator BIBLE. There are other States besides Utah crying for money. So, we have to establish our priorities. There just isn't enough money to go around. I think this is rather obvious. It comes out when you hear from the taxpayers right after April 15 each year.

Is there further testimony on the Glen Canyon National Recreation Area?

If not, proceed to the next one.

Mr. GLASGOW. I am pleased also to present the Department of Interior's views on S. 26, a bill "to revise the boundaries of the Canyonlands National Park in the State of Utah."

We recommend enactment of this legislation, subject to the clarifying amendments as set forth in the departmental report to this committee.

Canyonlands National Park was established by the act of September 12, 1964 (78 Stat. 937) to contain approximately 257,640 acres. There is a unique magnificence to the wild canyons and stone spires of this area, as well as a wealth of archeological and historical resources.

Today four key areas, totaling 95,710 acres and containing natural and historical features of national significance, are under consideration for addition to the park. We are convinced that these areas will contribute outstanding features, and are of such quality as to merit the status and protection afforded by inclusion in a national park.

The Horseshoe Canyon tract, containing some 3,178 acres, lies about 7 miles from the northwest corner of the park. The portion proposed to be included contains significant prehistorical pictographs and the most scenic portion of the Horseshoe Canyon.

The second tract, the Maze, containing 49,233 acres, is located west of the Colorado River below its junction with the Green River and includes spectacularly scenic geological features. We propose to administer this as a primitive area accessible only by jeep, foot, or horseback.

The North Side tract adjoins the north boundary of the existing park. These approximately 31,347 acres 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 alignment of, and scenic protection for, the part 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.

With these four additions, the park would encompass a total of 353,350 acres.

Mr. Chairman, we believe it important to note that these tracts proposed for addition to Canyonlands are not merely attractive embellishments; rather, 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 Secretary's advisory board on national parks, monuments, and historic sites in 1963 and again in April 1967.

All but 80 acres of the lands we have proposed for inclusion within the park are either in Federal ownership, administered by the Bureau of Land Management, or owned by the State. Land acquisition costs for the 80 acres of private lands are estimated at approximately \$9,200.

Some principal developments for the proposed addition include an access road and foot trails, overlooks visitor contact shelter, interpretive exhibits and pictograph protection at Horseshoe Canyon; at the Maze, a campground, ranger station, employee residence, utility systems, roads and trails, pictograph protection and interpretive devices; circulation roads, an overlook, trails and interpretive devices in the North Side tract; and jeep trails, and interpretive marker for Lavender Canyon. Developments proposed for the additions are estimated to cost \$4,639,000 with increased annual operating costs of \$114,172 by the fifth year of operation.

Thank you, Mr. Chairman, I shall be glad to answer questions.

I would like to ask Mr. Wilson to go to the map and point out these areas.

Senator BIBLE. Yes, Mr. Wilson. It is good to see you again.

Mr. WILSON. The four sections to be added are shown in red. This heavy line of green is the existing boundary at the present time. The green section here is the adjacent addition to Glen Canyon.

Of course, the section in the north includes Dead Horse Point State Park, and also part of Shafer Canyon which enables us to keep our jeep trail which comes under the high plateau on the White Rim within the park.

At the present time, we go in and out of the park on that existing road.

This section here of Taylor Canyon we have included because of mainly a water development which is the key to all development in Canyonlands. It is a pretty dry area and also we have three drilled wells there, improved wells. Also, it is scenically a very spectacular canyon.

The Lavender Canyon or Horseshoe Canyon detached unit contains the famous Fremont pictographs, a very vivid panel and large panel, life-size Indian pictographs.

Senator BIBLE. Is that separated from Canyonlands?

Mr. WILSON. Yes, sir.

Senator BIBLE. How would you reach it?

Mr. WILSON. It would be 7 miles from our proposed headquarters at French Springs.

Senator BIBLE. Is there a road there now?

Mr. WILSON. There is a jeep trail. It is a pretty rugged road.

Senator BIBLE. In order to get a road there, is that included in that \$4 million approximately of developed costs?

Mr. WILSON. Yes, sir. It would be 7 miles from French Springs over to Lavender Canyon.

Senator BIBLE. What is the nature of that ownership now? Is that all public domain?

Mr. WILSON. Yes, sir.

Senator BIBLE. All right, you may proceed.

Mr. WILSON. The Maze area, as we call it, contains a terrific colorful canyon. Also within the Maze are more of the Fremont pictographs and one of the very important finds by Dr. Brimhall and seen by Dr. Joe Brew of the harvest scene, the Indian bending over and harvesting grass, grass seeds, one with a sickle. Apparently this has never been seen before and has never been portrayed and he has gotten proof that the Indian did harvest grass seeds.

It is a very scenic area, a very inaccessible area and we would not put any road into it. It would be entered by trail. A jeep trail coming into it from the waterhole flat area.

Also, there is an area called the Standing Rock, containing a great many pinnacles and a set of fins and a section near Spanish Bottom called the Doll House. All of it is extremely scenic and quite primitive.

This area on the southeast includes merely the head of Lavender, Davis, and the east fork of the Salt Creek. That portion is entrenched in the color formation.

Senator BIBLE. Where are those two Six Shooters that are down in that area somewhere. They were always among my favorites.

Mr. WILSON. They are right in here, sir.

Senator BIBLE. I am not suggesting that you include them in this project.

Senator MOSS. I made a mistake cutting those out.

Senator BIBLE. You may proceed.

Mr. WILSON. This area in here is merely to take in the head of the canyons where the land, the canyons, are entrenched in Cedar Mesa formation and to make a complete package of this portion of the park through chopping off merely the heads of the canyons.

Our visitor use at the present time is compared to other areas very light, 26,000 a year. However, we do have now a paved road in from U.S. 160 where we have temporary headquarters.

From that point on people do have to go by jeep or on foot or horseback. That is in the Needles area.

Our plan does call for roads on over to the confluence of the rivers and then running south to a trail and possibly out of the southern

end. In the Island-in-the-Sky, this northern section, the area is accessible from U.S. 160 about 5 miles or 8 miles north of Moab, Utah and by a partially paved road about 15 miles in and another 12 miles of road that brings you out to the end of Grand View Point or another 5 mile stretch which is not paved.

This is a high plateau from which we consider the use mainly wind-shield viewing. We will have a headquarters in the vicinity of what we call Willow Flat and from that point people on the highway plateau will get mainly overlooks into the basin with a very exciting geological formation.

There is use and planned use underneath the high plateau, about 1,200 feet of jeep trail, four wheel drive road. It is about half-way down from the high plateau to the river. You go just above the river, you get views not only into the river but back up to the high plateau.

Of course, there is use on the river which is the bottom look where you are looking entirely up.

Senator BIBLE. What is the confluence?

Mr. WILSON. The Green and Colorado. This is the Green and the Colorado. That is quiet water until you get to this point here. From there on it is Cataract Canyon. We do have use there in running rapids.

Senator BIBLE. That is a very fine statement. I appreciate having it in that detail for the record. This is really a fantastic area.

Of course, the low visitation, and spending this type of money getting that many visitors, but I assume that is largely due to the lack of adequate roads to the overlooks. I can understand a lot of people not wanting to get in a jeep and go down in the middle of that area. But I think if you develop the roads and move them into the overlooks you will get an increased visitation.

Did you try to project any figures in that direction?

Mr. WILSON. Around 1973, about 44,000 people we have projected. This is really contingent on what development goes in. For instance, on the northern end they do turn off on a paved road and it runs for 15 miles, but they have to turn off that paved road which continues on to Dead Horse Point.

Senator BIBLE. How many people visit Dead Horse State Park now?

Mr. WILSON. Thirty-seven thousand. This could be added.

Senator BIBLE. I think that is a good indication that as you develop it you will get more people in Canyonlands.

Does this bill embrace Dead Horse State Park?

Mr. WILSON. Yes.

Senator BIBLE. Would be required to have it donated? This has to be a volunteer action? You can't condemn the State, can you?

Mr. WILSON. That is true. The land would have to be donated.

Senator BIBLE. Is there an indication on the part of the State of Utah that they are about to make a donation to the State Park?

Senator Moss. I could interject the answer. At the present time, no. The State has been hot and cold on this. At one point the State Park and Recreation Commission passed a resolution asking that the State park be taken in and then later they rescinded the resolution. The thing is therefore controversial.

The bill simply provides that the Secretary may accept the donation of the State and the initiative passes back to them.

Senator BIBLE. I wouldn't put any mandate on the State of Utah. It would be purely volunteer simply to put the Federal Government in the position of accepting it when and if the legislature agrees to give it to them.

Senator Moss. Could I ask two questions?

Down in the southeast corner, there has been the question raised about the excessive congregation of deer and damaging of the forage down there. How serious is that problem?

Mr. WILSON. Senator, I don't think we consider it too serious in view of the fact of the character of the land. This is a high mesa here, elevation of about 8,200 feet. The deer during heavy hunting season will get pushed off into this canyon, but they drop down almost within a mile to about 1,200 feet.

In other words, it is a very steep trail.

At the present time, I doubt whether there are very many people who would make the mistake of going down in here and shoot a deer in the bottom, because there is no way of getting him out except on your back or on a horse. It is a very steep trail. I don't think there is a great deal of hunting within this part.

We have not in this portion found any yet.

Consequently, whether it is within the park or whether it is outside, I don't think the hunting is going to eliminate the excessive deer.

Senator BIBLE. I understand that Mr. Art Kent from KUTV, Salt Lake City, is here to present a pictorial of these areas. How long does this take?

Mr. KENT. The film is about 16 minutes, Senator.

Senator BIBLE. I will stay and see that. I have a noon commitment that I must make. We will break at 12:15 or as soon as the picture is over with and then we will come back. I think we have four more witnesses, maybe five.

We will proceed to hear the balance of the witnesses at 2 o'clock this afternoon. I am going to ask Senator Moss if he will Chair this afternoon in my absence. I have another committee assignment that I must make.

Senator Moss. Mr. Chairman, I have seen these pictures. I think they are wonderful. I suggest maybe these people would like to stand back here and see them.

Senator BIBLE. Yes.

Mr. GLASGOW. Mr. Chairman, do you want us to remain this afternoon.

Senator BIBLE. I know your heavy commitments, and Mr. Bill has a lot of heavy commitments. I would just ask the two superintendents from the two areas to remain.

Mr. GLASGOW. Thank you.

Senator BIBLE. Mr. Kent.

STATEMENT OF ART KENT, NEWS DIRECTOR OF KUTV, SALT LAKE CITY, UTAH

Mr. KENT. Mr. Chairman, in the light of your commitments at the noon hour, may I dispense with reading my prepared testimony and we will just show the film.

Senator BIBLE. Your statement will be incorporated in full in the record.

(The statement referred to follows:)

STATEMENT OF ART KENT, NEWS DIRECTOR OF KUTV, SALT LAKE CITY, UTAH

GENTLEMEN: The reason for my being here is to accent the growing realization that most of our nation is pretty well settled, heavily constructed, and industrialized . . . which I'm sure you all know.

But, I'd like to remind you that a great deal of our civilization slipped over a section of the most inhospitable terrain in these United States. *The Canyonlands National Park Section of Southeastern Utah.*

We now thank our lucky stars for that. Someday we *may* thank God. For, like the word "unique," Southeastern Utah stands alone.

Four years ago, following much interest in the Canyonlands mystique, we produced a television documentary on the region. It was a program not redundant with facts and figures, nor claims of beauty and value (although those things abundantly exist).

For our prime subject we chose a man named Dr. Dean Brimhall; thinking we could justly represent the work of mother nature would have been pretentious.

Brimhall is a modern-day Magellan, only *his* Cape of Good Hope is a place called Lizard Rock. Ferdinand's knowledge of the tricky Indian Ocean currents stands small next to Brimhall's familiarity with an area called the Maze. Where the earth has been scooped into twisted canyons by wind and rain for as far as the mind can imagine and the eye can see . . . and the canyons lead to nowhere.

Brimhall's interest is primarily in the petroglyphs and pictographs, ancient Indian drawings on the walls of the rugged canyons. A history of a people who no longer exist. Brimhall mixes that interest with an abiding wish to protect that record from the civilization which does exist.

Our film says as much now, as it did in 1966. Only *two* significant things have been altered: The need to protect the drawings is four years greater, and instead of eighty years of age, Dean Brimhall recently celebrated his eighty-fourth year of life.

(61 MINUTE FILM VERSION OF KUTV TELEVISION DOCUMENTARY "A CASE OF DEFENSE")

It is almost superfluous to add at this point, that for the people of Utah, and the United States and her visitors, Canyonlands National Park does and will provide an unparalleled experience.

In the time since the Park was established, accessibility has been gradually improved, but it is controlled. The inclusion of Horseshoe Canyon and the Maze in the Park will provide access, in time, to these now almost inaccessible monuments to our predecessors. But I say "almost," for there are those who do find their way to these areas; and among them, the destroyers we mentioned in the film.

The urgency of the situation can best be explained by pointing to the wide spectrum of time since the artists recorded their thoughts on the canyon walls. Their civilization left at about 1300 A.D. and now it has become our responsibility to protect the last vestiges of their existence.

If we ignore the fact that time has seen fit to leave the impressions intact and that the only real threat to their continued well being is twentieth century man, we are shrinking from that responsibility as well as our quest for knowledge.

At this point, if I may, I should like to say just a word about the Glen Canyon National Recreation Area. Many of the same points we have tried to make in the film are valid also for the extension of the Lake Powell region into the proposed recreation area. If the Glen Canyon Recreation Area is not created, countless Indian dwellings and paintings will not be protected.

These lands show abundant promise for future recreational use. They also hold substantial resources for mineral development and grazing. There is a need for future improved access through the construction of new and improved roadways.

We favor building highways. We favor mineral exploration and leasing. We favor increased recreational use; we support, in short, the principle of multiple use.

We see also an urgent need to protect the relics of the past that exist within the Area's proposed boundaries, and we see magnificent scenic beauty as well. We urge only that the development of all these resources be planned.

Senator Moss. If you would like to elaborate, you can after the recess, and it will be put in the record.

Mr. KENT. Thank you, sir.

(Whereupon, at this point, the film was shown.)

Senator BIBLE. The committee will stand in recess until 2 o'clock this afternoon.

(Whereupon, at 12 noon, the subcommittee was recessed to reconvene at 2 p.m., the same day.)

AFTER RECESS

(The subcommittee reconvened at 2 p.m., Hon. Frank E. Moss presiding.)

Senator Moss. The hearing will come to order.

We are hopefully going to hear from at least six witnesses this afternoon so we are going to have to run along fairly fast.

Perhaps before we have Mr. Black, I might ask Bates Wilson of the Department if he knows whether the Department has seen the proposed amendment suggested by Southern California Edison to grant easements and right-of-ways on a nondiscriminatory basis on and over, under and across the Glen Canyon National Recreation area.

Have you seen that at all?

Mr. WILSON. No, sir; I don't know whether the Department has, nor have I seen it.

Senator Moss. What I would like you to do is take the copy of this letter, and then have the Department advise me in writing as to its position.

If we could have that within a week, that would help us with our markup.

(The material referred to above follows:)

SOUTHERN CALIFORNIA EDISON COMPANY,
Washington, D.C., May 4, 1970.

HON. ALAN BIBLE,
Chairman, Parks and Recreation Subcommittee, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: We are advised that the bill introduced by Senator Frank Moss, to establish the Glen Canyon National Recreation Area in the States of Utah and Arizona (S. 27), will be the subject of a hearing before the Parks and Recreation Subcommittee on May 5 and 6, 1970.

Based upon the map referred to in S. 27, there are two tracts of lands, referred to as Sit Down Bench Industrial Plant Site and Warm Creek Industrial Plant Site, which would be located adjacent to the boundaries of the proposed national recreation area. These tracts of land are now under study by several electric utility companies for potential development as powersites. We believe this area to have excellent potential for such development because of the proximity of coal for fuel and water for cooling purposes. As a step in the possible development of a powersite in proximity to the boundaries of the proposed national recreation area, on October 2, 1969, several of the electric utility companies in the Pacific Southwest, through subsidiaries, executed a "Contract for Water Service from Lake Powell" with the Department of the Interior (Contract No. 14-06-400-5139).

If the engineering and feasibility studies now under way lead to the use of these areas as powersites, there will be related requirements for rights-of-way for roads, transmission lines, pipelines and other facilities which must necessarily cross portions of the lands of the United States which would fall within the proposed recreation area. We would expect to obtain such rights-of-way in a manner compatible with the purposes for which national recreation areas

are created. In order to recognize and accommodate these needs, we would recommend that you and your colleagues consider the following amendment during your deliberations on S. 27:

At page 2, line 7, delete the word "powersite" and substitute in lieu thereof the words "industrial plant site".

You will no doubt recall that when Public Law 90-543 was considered by the Congress, section 9(a) of this National Trails System Act provided for rights-of-way crossings of the land set aside for such trails. This was to recognize the long corridors formed by the trails. As a related problem in this instance, in that the proposed national recreation area covers a long meandering block of land following the contours of the Colorado River and Lake Powell, language similar to that of the Trails Act relating to rights-of-way may be helpful in this regard. To that end, we suggest that the following language be considered for inclusion in S. 27:

"The Secretary of the Interior shall grant easements and rights-of-way on a nondiscriminatory basis upon, over, under, across, or along any component of the Glen Canyon National Recreation Area. Any condition in regulations established by the Secretary or any conditions contained in easements and rights-of-way granted pursuant to this Act shall be related to the policy and purposes of this Act."

We respectfully request that this letter be made a part of your hearing record.
Very truly yours,

ALAN M. NEDRY, *Special Counsel.*

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 5, 1970.

HON. ALAN BIBLE,
Chairman, Subcommittee on Parks and Recreation, Committee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Following the May 5 hearing before your subcommittee on S. 27, providing for the establishment of the Glen Canyon National Recreation Area, you requested informally that we comment on two amendments to the bill recommended by the Southern California Edison Company in its letter to you of May 4.

The first amendment proposed by the company would substitute the words "industrial plant site" for "powersite" at page 2, line 7 of the bill. The company states that the amendment is needed to recognize and accommodate its needs for rights-of-way for roads, transmission lines, pipelines, and other facilities related to the powersites, which must necessarily cross Federal lands within the proposed national recreation area.

The second amendment would require the Secretary to grant easements and rights-of-way in the following language:

The Secretary of the Interior shall grant easements and rights-of-way on a nondiscriminatory basis upon, over, under, across, or along any component of the Glen Canyon National Recreation Area. Any condition in regulations established by the Secretary or any conditions contained in easements and rights-of-way granted pursuant to this Act shall be related to the policy and purposes of this Act.

The company cites section 9(a) of the National Trails System Act (approved October 2, 1968, 82 Stat. 919, 925), as recognition by Congress of the need for similar language where long corridors are set aside.

Both amendments are stated by the company to be needed to accommodate facilities that may cross Federal lands within the national recreation area if the areas referred to in the bill are used for powersites.

We do not read the first proposed amendment, referring to an "industrial plant site," as accomplishing this result. Instead, we believe the effect of the proposed amendment would be to expand the authorized uses of the sites, thereby limiting further the authority of the Secretary to include the sites within the national recreation area. Under the proposed amendment a need of the sites for any industrial activity would prohibit him from adding them to the area. We cannot recommend this amendment.

The Act of February 15, 1901 (31 Stat. 790), as amended, (16 U.S.C. 79), authorizes the Secretary of the Interior to permit the use of rights-of-way through the public lands, forests, and other reservations of the United States for electrical plants, power lines, pipelines, and related facilities. The Act of August 25, 1916 (39 Stat. 535), the principal law under which the national recreation area would be administered, provided that nothing therein shall affect or modify the provisions of the 1901 Act. The Secretary, therefore, has ample authority to permit the use of Federal lands within the national recreation area for the purposes stated by the company. Accordingly, no special provision needs to be included in S. 27 to authorize such rights-of-way.

The second proposed amendment, however, would *require* the Secretary to grant easements and rights-of-way. This language differs from section 9(a) of the National Trails System Act, which provides that the Secretary *may* grant easements and rights-of-way, and "inaccordance with the laws applicable to the national park system." We believe the second amendment would constitute restriction on the Secretary's administrative discretion which he is allowed under existing law, including under section 9(a) of the National Trails System Act.

We wish to emphasize that we have no objection to the use of the two sites referred to in S. 27 for the development of power plants and related facilities, subject to firm controls that will insure against air and water pollution in the national recreation area and vicinity. For the foregoing reasons, however, we recommend against the adoption of both amendments.

You will recall that at the May 5 hearing we were requested to supply for the record a copy of the development schedule which details the developments proposed for Glen Canyon National Recreation Area. This information is enclosed. It should be noted, however, that these costs are not attributable to the enactment of S. 27.

As indicated in the Department's report on the bill, the use of appropriated funds for land acquisition and development of the area is already authorized pursuant to section 8 of the Colorado River Storage Project Act, and no new authority for these purposes is contained in S. 27.

In addition, the subcommittee requested a comparison of the proposed development costs for Glen Canyon National Recreation Area with those estimated for other similar areas. Estimated development costs for Glen Canyon total \$34,578,600, of which \$8,279,700 has already been expended. This total compares as follows with other similar areas:

Lake Mead National Recreation Area, Nevada—\$32,148,000

Delaware Water Gap National Recreation Area, Pa., N.J., N.Y.—\$18,200,000

Whiskeytown-Shasta-Trinity National Recreation Area, Calif.—\$22,700,000

Bighorn Canyon National Recreation Area, Mon.-Wyo.—\$27,620,000

We appreciate this opportunity to supplement our testimony.

Sincerely yours,

CHARLES H. MEACHAM,
Deputy Assistant Secretary of the Interior.

We will now hear from Mr. Calvin Black, who is county commissioner of San Juan County, in which Canyonland is located and a good bit of the recreation area.

We are glad to have you.

STATEMENT OF CALVIN BLACK, COUNTY COMMISSIONER, SAN JUAN COUNTY, UTAH

Mr. BLACK. Senator Moss. It is my pleasure to be here. I appreciate this opportunity.

With your permission I have a statement prepared, but I would rather just submit it for the record and make a few comments. Some of them are in this statement and some I would like to add.

Senator Moss. The statement in full will be printed in the record, and you may make such comments as you care.

(The statement referred to follows:)

STATEMENT OF CALVIN BLACK, COUNTY COMMISSIONER, SAN JUAN COUNTY, UTAH

Mr. Chairman and members of this Committee, I am appreciative of having the opportunity of appearing before you to testify concerning the Glen Canyon National Recreation Area and Canyonlands National Park.

All of southern Utah has been endowed by nature with incomparable scenic beauty from 13,000 foot peaks in mountains to fabulous red rock canyons, gorges, and arches, and climate from winter wonderlands to almost tropical.

We are proud of our scenic beauty. We wish to keep it and to share it with the world. We live in this area because we love it. However, in order to share it with the millions of others, there must be provided access and facilities available to supply the everyday needs of the visitors. In addition, those of us who live here because we want to, in order to escape the congestion, pollution, and rat race of our cities, must have a means to earn a livelihood for their families.

I am here today officially representing and supported by San Juan, Garfield, Wayne, Kane, Grand, Washington, Iron, Beaver, Uintah, Davis, and Box Elder Counties in Utah; also by the Governor's Local Affairs Advisory Council which has representation appointed by the Governor from the cities and counties of the State Of Utah; and by the Five County Organization comprised of five southwestern Utah Counties; and the Economic Development District comprising Carbon and Emery Counties in addition to Grand and San Juan Counties.

Three items I would like to testify on concern access, multiple use, and private and community development.

ACCESS

There are those who believe that roads into the area will destroy the scenic beauty and leave no place for the wilderness buff who wishes to get away from anything man-made. If all the roads proposed by the State of Utah and the Counties of Kane, Garfield, San Juan, Wayne, and Grand, are built, there will still be millions of acres and dozens of canyons that will be accessible only by horseback or hiking, and some not even by these means. For example, the five counties directly involved in this question of access comprise a total area of 23,400 square miles which is larger than New Hampshire, New Jersey, Rhode Island, Vermont, Connecticut, Delaware, Hawaii, Maryland, and Massachusetts, and larger than Rhode Island, Delaware, Connecticut, Hawaii, and New Jersey combined. It is almost the same size as West Virginia and half the size of Pennsylvania, New York, Ohio, North Carolina, or Mississippi.

I cite these comparisons to get the question of access in perspective. If we are to designate areas as prime places of scenic beauty and determine that they should be used either totally as such so that millions of Americans may enjoy them, then we must have access. To not so provide would almost be like providing no access between, through, and to the above named States.

In flying over the proposed scenic highways as proposed by the State of Utah and the Counties, you can appreciate the spectacular views they would provide. It is also well to keep in mind that without these highways most of these wonders will never be seen . . . not even by the most avid hiker and outdoorsman. It should also be remembered that in spite of the highways there are millions of acres of land that are just a few hundred yards off the roads, and because of the nature of the canyons and terrain, you would never know you were close to anything man-made.

In fact, to sum it up, you could honestly say that when we build these roads, because of the vastness and nature of the area, it will make little more of a mark than to plow the ocean!

MULTIPLE USE

The principle of multiple use should be very strongly established and further enlargement of any single use area should be proven to be absolutely essential. We strongly affirm that scenery can be enjoyed, cattle can graze, and mineral resources can be produced in harmony with few exceptions and exclusions, and any deviation from this concept must be based on real incompatibility and not on arbitrary blanket decision.

Multiple use of our lands is important not only to the counties and local school districts directly involved, but to all other counties and school districts in the state. The State of Utah has an annual crisis in meeting the financial needs of

education in that our per capita personal income is relatively low, the percentage of our people in school is high, our expenditures per pupil are lower than most other states, but the ratio of our total resources to education is close to the highest in the nation.

I cite the above for a better understanding of the need for utilizing all our resources. Utah has about seventy-three (73) per cent of its' land and land resources owned by the Federal Government, and with other lands owned by State and Local Governments, there remains less than twenty (20) per cent in private ownership, to be taxed and provide support to our local institutions. However, the production of oil, gas, and minerals is subject to a gross "mine production tax" and an "ad valorem" tax based on a formula valuation and application of the local mill levy. These taxes and corporation franchise, individual income, and many more go into the uniform school fund to help educate all the children of the State of Utah.

During the past twelve years from these sources because of the discovery and subsequent production of oil, gas; and minerals in San Juan County, approximately One Hundred Fifty (150) Million dollars has been contributed for the education of the children of Utah. This is in addition to the revenues that have been derived for our own communities, our county, school district, and all the jobs and business it provides. The total land area that this revenue and wealth has produced for our State, County, and people does not include the royalties paid to the Navajo Tribe or the Federal Government, and the actual productive area probably does not exceed 100,000 acres.

When we consider that in our southern Utah counties there is already about a million acres in parks and monuments, we can not afford to have any further withdrawals.

PRIVATE LAND AND COMMUNITY DEVELOPMENT

Lake Powell, which is included in the Glen Canyon National Recreation Area has Kane and Garfield Counties bordering it on the west and San Juan County on the east. The closest communities to Lake Powell in Utah are Kanab, Escalante, Boulder, Hanksville, and Blanding. These are all over eighty (80) miles from the shores of Lake Powell. In all this distance there is virtually no private land for commercial or community development. This vast area has unlimited potential under multiple use for development in ranching, mining, oil and gas production, and tourism and recreation. However, all these require facilities and services, supply points, and a labor force to develop. These counties directly involved have less than ten (10) per cent of their land and land resources privately owned.

We believe that there is a relationship between the level of economic activity in an area or state and the ratio of private land and enterprise to public lands or land and resources, owned by absentee owners. For instance, in Utah, with the sole exception of counties that have been fortunate enough to have mineral and oil and gas activity and production, the only part of this state in the last thirty years that has gained population and had increasing growth economically is the Wasatch Front Area where half or more of the land is privately owned and can be developed by private owners under the competitive free enterprise system! I have wondered if this is only coincidental and then I observe that the Four Corners Regional Economic Development Area comprising some ninety-two (92) counties in four (4) states has one major thing in common . . . about ninety (90) percent ownership of land and resources by public agencies and only ten (10) percent owned by the people. Then I look at all the western states and there seems to be a direct comparison after consideration for some other factors.

In Washington County, Utah, Terracor, a private land development company, is developing a community known as Bloomington. It is completely planned and has water and sewer system, paved roadways, golf course, riding stables, country club, and recreation area including swimming pool. The lots are to be sold to individuals who build homes for permanent, vacation, and/or resort homes. This has, and is having a substantial economic impact on Washington County. The past year it increased their assessed valuation five (5) percent and another increase of at least five (5) percent is expected this year. It has increased values greatly, business in the area is way up and there are some estimates that their population will double in the next four years. This is somewhat the type of development we visualize in requesting that an area suitable for similar development be established in Kane, Garfield, and San Juan Counties in the Glen Canyon National Recreation Area.

SUMMARY

In conclusion we believe that the questions of highway corridor rights of way (including use for power and pipe lines) ; multiple use of the lands including strong terms that require multiple uses, not just permit multiple uses; and that land be reserved for sale to private ownership for resort, commercial, and industrial development; all must be approved, not only for the economic well being of the counties and the State of Utah, but by these means many millions of Americans who are unfortunate enough that they are unable to live in this great area can at least visit and enjoy it, including complete isolation in out of the way places if they wish, or in comfort driving through the most fabulous scenic beauty in the world and being able to enjoy the finest in accommodations and services. This kind of development will also allow more people to stay in the area who wish to live here, and others who wish to get out of the crowded cities to live here and make their livings by providing services and facilities, for those less fortunate that can only come to visit.

For if we don't adopt measures which allow and encourage people to earn livelihoods and stay in the country, what shall our problems be if we all continue to move to the pollution and congestion of the big city?

Thank you for your consideration in allowing me to appear before you concerning these matters.

Mr. BLACK. I would like to state I am here today officially representing and supported by San Juan, Garfield, Wayne, Kane, Grand, Washington, Iron, Beaver, Uintah, Davis, and Box Elder Counties in Utah. Also, I have a resolution from the Governor's Local Affairs Advisory Council which has representation appointed by the Governor from the cities and counties of the State of Utah; and by the Five County Organization comprised of five southwestern Utah counties.

I would like to submit it for the record.

Senator Moss. The resolutions will go in as well.

(The resolutions referred to are in the appendix.)

Mr. BLACK. I also will have a resolution from the Southeast Utah Economic Investment District which I would like to submit at a later time.

Senator Moss. Can you have it within a week's time?

Mr. BLACK. Yes, sir.

Senator Moss. If it is submitted in that length of time, it will go in the record.

Mr. BLACK. I would like to give a little background.

I was born and raised in Utah in San Juan County. One person asked me if I had lived there all my life and I said not yet, but I hope to. Most of us that were born and reared in that area and many other people that have moved in love the area.

We, I suppose, do not have a lot of the things that people do in the more congested areas, but I think there is a lot of things that we have that they do not.

I would like to state that it is our feeling that we like our scenic and natural beauty and we wish to share it. We wish it to be protected when this is needed. We wish it to have accessibilities. We wish to have facilities developed.

With these things then certainly we need access and we are certainly in Utah and all of these areas that I have been asked to represent, fully endorse, and support the road right-of-way access corridors which the State highway department will present, which I will not go into in detail.

Just to give us a little perspective as to the area, there are those who think that the roads as proposed by the State highway department

and the counties involved would make the area overrun and there would be no isolated and wilderness area where people could get away from it all.

I would like to mention that only the counties of San Juan, Kane, and Garfield border the Glen Canyon National Recreation Area, and Canyonlands is almost totally within San Juan County.

These three counties comprise a total of 23,300 square miles which is larger than New Hampshire, New Jersey, Rhode Island, Vermont, Connecticut, Delaware, Hawaii, Maryland, and Massachusetts, individually.

It is also larger than Rhode Island, Delaware, Connecticut, Hawaii, and New Jersey combined. So I think that if people understand the magnitude of the area, then certainly they will understand that the highways that the State and the counties involved would like to come in, would merely provide millions of Americans with an opportunity to see that which they will never see otherwise.

We flew over this area last week, and I would challenge anyone to fly right on the decks. We flew there where the road will be. From Glen Canyon City to Bull Frog Basin. Without a road there will be less than 10 percent of that area that will ever be seen, even by the most vivid or avid outdoorsman there is. So I think this will give us some sore of perspective.

Now, I think one other statement that really could be said of this, if we build these roads, compared to the vastness—the areas, the bench areas that will protect it from being seen—if we do this, if we build these roads, I think you can literally say that it will make about as much scar, when considering the whole area, as if you were to plow the ocean, and I think that is almost literal.

On multiple use, of course being involved in county government, local government, I am very concerned about this and all of our people are. We have the same responsibilities that anyone does any other place.

We first have to make a living. We have to educate our children and as Senator Moss well knows in Utah this is a perennial problem.

Our average per capita income is relatively low, quite close to the bottom. Our per capita expenditure for our children is relatively low, although we do have a good educational system. But our effort in percentage of our personal income in the State of Utah is the very highest in the Nation. We put this at our highest priority. So we have a real problem here.

In multiple use, in these counties involved, less than 10 percent in my own county, less than 7 percent of the land is privately owned and therefore subject to taxation.

The mineral and oil production from all public lands is subject to ad valorem corporation franchise and mine occupation tax.

During the past 12 years from these sources because of the discovery and subsequent production of oil, gas, and minerals in San Juan County, approximately \$150 million has been contributed for the education of the children of Utah.

So it is important to the entire State, not just the counties involved.

In addition this has put in a lot of revenue into our own local school district which is over and above this. As an example, in 1954

San Juan County was one of the poorest counties taxwise. In the State of Utah—with less than \$4 million in valuation.

In 1959 that figure was \$133 million. And of course during that time and for only this reason, San Juan County has grown economically and has grown in population.

In other words, more of our people have been able to stay there instead of moving to the congestion and pollution of the big city.

It is my opinion and the people in southern Utah that perhaps one of the ways to solve some of our environmental problems is to create an economic climate whereby more of us can stay out in the country instead of having to continually migrate to the big city.

We have often said in our county that our biggest export is our young people. Our people work, they work many hours, and send their children to get an education and then there is no place they can go except Washington, D.C., or New York City, or Salt Lake City. So I think this is one of the things we need to consider.

Another thing in doing this is the idea of areas reserved for private community development. Now, I would not suggest that parcels of land just be sold to individuals without any controls or regulations, but I would suggest that an area in addition to the one in Kane County that was talked about this morning, an area back away from the lake but relatively close to it, be set aside in Garfield County adjacent to the Bull Frog Marina area, in San Juan County adjacent to Hells Crossing Marina for investment of several thousand acres under a planned development sold to a private land development company for community development.

I had in mind something similar to the development in Wash County of Bloomington. I have a brochure on this. If it would not be out of order, I would like to submit that, too, into the record, or for the files.

Senator Moss. It will be in the committee files for us to examine. It will be by reference noted in the record.

Mr. BLACK. I would like to summarize some of these things. One thing that I am very concerned about, Senator Moss, you mentioned this this morning, was the word must or may or shall.

I have a lot of good friends in the Park Service, but I know their very background, the things they believe in are protective, total but not multiple use.

I also know the word may is very permissive, but in my opinion if that word is used, then because of the nature of the background and very strong beliefs I might add of most people in the Park Service, I think we will effectively not have multiple use. Because if there are too many restrictions and the word may is used, then certainly I don't believe they will allow it. I think this is important.

I would also suggest that possible consideration be given to letting the Park Service manage the water resource and maybe a short distance of shoreline and letting the BLM manage the other land surfaces of Glen Canyon Recreation Area.

They are an agency which believes in multiple use, and I think this might be an answer because I think with the Park Service and their whole philosophy in back of them we are asking them to do something that they are not really psychologically, in my opinion, capable of doing.

And I mention some of these things. I know when Canyonlands National Park was established, there was assurance that any valid mining claims would still be valid. I attended a hearing last week where a group of mining claims was presented from Canyonlands National Park which have produced ore and they have ore on them now.

This is being contested by the Bureau of Land Management and National Park Service. They are claiming actually that tests by geologists, that these claims are nonmineral in character.

Maybe this is absurd, but of course the Bureau of Land Management through their hearing process has a hearing examiner that is an employee of the BLM and they have their attorneys, and I understand they have never lost a case yet.

But this is a real problem.

This claim happens to be in San Juan County, and the uranium tax revenue to our schools in our county and our State has been substantial.

I have taken more time than I should but thank you very much. Senator Moss. Thank you, Commissioner Black.

This question of may and shall which I brought up this morning seems to me to shift the burden of proof. If you say may, then the Park Service does not have to justify it at all. It is simply permissive.

But if it says they shall, unless they have good reason to the contrary, then they have to come forward and give what their reasons are to the contrary, to prove that there is some reason for regulation that would halt the drilling of an oil well or removal of minerals in a given place.

It seems to me that makes sense. I intend to discuss this in the markup with the committee to see if they do not agree with me on that. So I am glad to have you bring that up.

Your suggestion about some lands being reserved for private purchase, purchase in fee by private individuals, is that your recommendation?

MR. BLACK. I think that if you had it just by private individuals, you would have the hodgepodge of possibly some irresponsible development that Senator Bible mentioned earlier this morning.

What I would really suggest is that there be an area reserved and at such time as a responsible financially capable land development company was interested, then it certainly should be sold by competitive bidding and developed under a development plan similar to Bloomington.

Senator Moss. Do you envision the Park Service requiring a development plan, or would you place the responsibility on the county to do it by zoning of some sort?

MR. BLACK. I think this should be put on the State and local level for zoning and for development with certainly the Park Service having something to do with the approval, but I personally would not want them to make the decision of whether it would happen or not, because I know what the decision would be.

Senator Moss. What you suggest is not entirely new and foreign because when we created Cape Cod National Seashore, which is akin to a national recreation area, we put in what they called Cape Cod-Farmington requiring local communities that were within the bound-

ary to have zoning ordinances that were satisfactory to the Park Service. Those zoning ordinances in effect restricted change from residential to commercial activity on the property.

The housing and cottages remained as long as they were occupied as residences and were not changed to commercial use. So you have something akin to that in mind, I gather.

Of course in Cod they were already owned but here you are talking about setting areas aside so they might be acquired.

Mr. BLACK. Yes, sir. I would also like to say, I believe that especially when any other developed community in Utah is so far away that in order for Utah and the counties that are involved in Utah which encompass about 90 percent of Lake Powell—in order for our area and our people to get the economic benefit that I think we should have this, I think this is imperative.

For instance, out of over 700,000 visitors to Glen Canyon National Recreation area last year over 600,000 of them were of Wasatch. Wasatch has adjacent community where people own homes, where there are services, facilities and jobs, thereby created, and labor force somewhat available to the operators in the area. And without this type of community development, similar to what Arsona has, near Wasatch, and without a road as contemplated by the highway department going not only to Lake Powell in Utah, but by Lake Powell in Utah, I think Arsona would always continue to get 80 to 90 percent of the economic benefit of the facility in an area that is 90 percent in the State of Utah.

I would also, Senator Moss, like to say that as far as local governments are concerned, very seldom, if ever, does the Park Service or the other Federal agencies confer or consult with local authorities before they set up their plans or while they are making their plans.

I have told some of our people we in San Juan County in southern Utah really, I think, we know how the early colonists felt.

Senator Moss. Thank you very much for your testimony and your suggestions which are very interesting. I am sure they will be discussed at great depth in the committee.

Mr. BLACK. Thank you, Senator Moss.

Senator Moss. Our next witness is Mrs. June Viavant, who is representing the Sierra Club and possibly Wasatch Mountain Club, too.

STATEMENT OF MRS. JUNE VIAVANT, REPRESENTING THE SIERRA CLUB AND THE WASATCH MOUNTAIN CLUB, OF THE STATE OF UTAH

Mrs. VIAVANT. Yes, sir. I am testifying for both.

I have some maps with me which I would like to put up on the stand, if we may.

Senator Moss. I would like to say for the record we received a large number of letters and petitions from members of the organizations represented by Mrs. Viavant on the problem that I am sure she is going to present in her testimony. We haven't had time to count them there were so many.

Mrs. VIAVANT. Thank you.

I am June Viavant. I am testifying for the Sierra Club which is national conservation organization of about 90,000 members and for

Wasatch Mountain Club, which is purely a Utah organization interested in outdoor activities and in conservation. We have about 500 members in the State.

The Glen Canyon National Recreation Area extends formerly 200 miles through the heart of Colorado to plateau country. Most of southeast Utah is in Colorado plateau, a tremendous uplift that has many canyons and other scenic features cut into it.

The recreation area serves many different users. It provides motorized access, for boaters and people who want to explore and travel by boat. It provides water skiing, swimming, fishing.

There are marinas there to serve the needs of the people who stay for the weekends or longer time. Hunting, grazing, and mining are allowed in the recreation area. But I am here to present the case of another user, the backpacker and wilderness lover.

All of us who love the wilderness mourn the death of Glen Canyon. The measure of Glen Canyon's importance is that in few places could so great a loss leave so great a remnant.

The remnant has many of the characteristics of the old Glen Canyon. It has the same seeps and springs and little trickling springs to provide permanent sources of drinking water for the footwalker; it has the same deep canyons, enormous alcoves, the high water-streaked redrock cliffs, the same wind and water sculptured rock formations; it has the same deep stillness and quiet glens for which John Wesley Powell named the old Glen Canyon. That remnant is the Escalante Wilderness.

Back in the 1930's Secretary of the Interior Harold Ickes proposed an Escalante National Monument of a million and a quarter acres, including Glen Canyon. Several other proposals have been made in the years since.

It seems to us that the Glen Canyon National Recreation Area can provide different types of experiences for people with different preferences without diminishing the enjoyment of any group if a zoning type concept is used. Lake Powell provides boating, swimming, water-skiing, and fishing, and is a highway of water for those desiring to explore the hundreds of miles of its shoreline from a motorized vehicle. The wilderness lover should be provided for in the recreation area also.

Because we are sure that there is real need for a part of the Recreation Area to serve the wilderness user, we would like to ask that the boundaries of Glen Canyon National Recreation Area be enlarged to include the area designated on the map included. This additional area represents a reduced version of the original Escalante Wilderness proposal.

We would further like to ask that a section be added to S. 27 providing 2 years for the Interior Department to review the area within Glen Canyon National Recreation Area for wilderness designation, and directing the Department to report recommendations as to the suitability or nonsuitability of any area for preservation as wilderness to Congress.

The Escalante Wilderness was publicly proposed only a little more than a year ago. Since that time hundreds of people have written the Escalante Wilderness Committee to tell us that they, too, have en-

joyed the Escalante Wilderness and would like to have it saved so that future generations might also enjoy the same wilderness experience.

I would like to also point out that Utah is the only western State without any classified wilderness.

As well as asking for the extension of Glen Canyon Recreation Area, we would like to ask that there be an amendment to the bill that the area be studied for wilderness review and that the recommendations be submitted to the Congress.

I hope this committee will ask the State highway department for the hearing record of the Escalante Highway hearings that were held in southeast Utah and in Salt Lake City because there is much material in that record that is of value to this bill.

Senator Moss. That is the hearing held by the highway department?

Mrs. VIAVANT. State highway department.

The State highway department has proposed a highway across the heart of the proposed Escalante wilderness. This section is part of a longer highway going from Cisco, near the Colorado border, to Glen Canyon City near the Arizona border. This is intended to be part of the Golden Circle highway system, built to give tourists access to the scenic and recreational opportunities within our State.

In our opinion, the proposal is misguided. It would give the tourist access only to Arches National Monument, Canyonlands National Park, and Glen Canyon National Recreation Area. There are two more national parks, four more national monuments, a number of State parks, several national forests, and other tourist attractions in this part of the State.

We ought to be encouraging the traveler to see some of these other areas. We ought also to be concerned with bringing the traveler to the existing communities in this part of the State, where meals, overnight accommodations, guide services, and gasoline are available for the tourists' needs and where Utah citizens are trying to earn a living providing the necessary services.

The road planned across the Escalante wilderness would be, for all but a few miles, built for a design speed of 60 miles per hour. Driving through at 60 miles an hour would reduce the subtleties of that beautiful country, its own peculiar twists and turns, to a blur of slick-rock with an arch or two. This road would only enable more and more people to see less and less. People deserve to have a chance to be drawn into the Escalante naturally—to follow a canyon stream or a canyon rim on foot, wondering what is around the next bend.

We are opposed to this road, and to the granting of a road corridor, not only because of the actual physical damage that would be done to the scenery, but also because of the inevitable tendency of roads to proliferate from roads, of jeep tracks to lead off into the countryside and ultimately lead to the demand for more pavement; and because of the inevitability of further demand for other developments, such as parking places, picnic tables, restrooms, and so forth.

All of the Escalante is wilderness now. If we are to save this choice area, we must not allow a highway corridor through it.

The State highway department's proposal does not seem wise in terms of overall regional planning. It does follow the shortest route between two points. However, the traveler truly interested in covering

the distance in a short time would take I-70, only a short way to the north. The proposed highway is not designed to fit the needs of the region, to expose the tourist to all the opportunities within that region. Nor does it offer much to citizens in the existing towns.

We propose as an alternative that existing roads be upgraded and designated by roadside markers and giveaway booklets as a canyon country parkway along the routing designated by the solid dark line on the map.

Senator Moss. That is the gulf in through Hanksville and over into Capitol Reef?

Mrs. VIAVANT. Through Boulder and Escalante to the small towns of Henryville, Cannonville, Hatch. Our parkway goes through 17 small towns. These blue circles would all be bypassed by the highway proposed by the State highway department. These 17 towns include nearly all the towns in southeastern Utah. The highway department proposal would funnel tourists away from all these communities.

If we are talking about scenery and recreation, why not take the tourists to Natural Bridges National Monument? Why not take them near the Hall's Crossing Marina? The Hite Marina? Take them near Goblin Valley State Park, to Capitol Reef National Park, take them up on the shoulder of Boulder Mountain and treat them to the marvelous view and the coolness of the higher elevations during the hot summer when the majority of the tourists will be there. Take them to Anasazi State Park at Boulder, to tourist services at Escalante, and on to Bryce, Cedar Breaks, and Zion National Park.

At this point he could go down the Hole in the Rock Road if he wanted to see a historic spot down here (indicating).

At this point he could go down this road. We believe existing roads should be upgraded instead of building new roads. The same amount of money could pave all of these existing roads that would give tourists access.

Regardless of one's attitude toward the wilderness, the road corridor seems to be a mistake in terms of regional planning, of its expense, of offering recreational opportunities to the traveler, of providing for the tourists need for services, and of its value to the communities of southeast Utah.

I would also like to submit for the use of the committee, the subcommittee, itself, two publications here which I have mentioned in my written testimony, both of which have material on the mining potential in this area. There has been a great deal of talk about our looking up potential mineral wealth in this part of Utah. This publication by the U.S. Geological Survey and prepared on behalf of Atomic Energy Commission speaks about the fact that there is very little uranium; small deposits in the area.

This does not speak specifically of the Escalante area but it talks about the one major tar-sand deposit that is available elsewhere in the State of Utah, which has not been developed in the time it has been known and probably will not because it is not economically feasible to do so.

Senator Moss. They will both be received for the files and be by reference incorporated into the record.

Mrs. VIAVANT. Thank you very much, Senator Moss.

We would also like to support the Interior Department's recommendation that summer homesites not be allowed in the recreation area.

I think that really this allows special privilege for the individual homeowner at the expense of the many people who might enjoy that area for a night or two.

The best use of Glen Canyon National Recreation Area is to keep it in trust for all of the people for all time. We are proposing two other boundary changes for the recreation area. An addition south of Canyonlands, this boundary on the map, and a deletion west of the parks.

When I speak about the Canyonlands bill, I will talk further about this. We feel this is an integral part of the park itself and belongs in the park. So we believe it should be national park land. On the other hand, this piece of land here is not outstandingly scenic and is not a park potential, but in the future it will be involved in access to the park and it is presently.

It is a relatively small piece between the park and the national forest, and I think if the Park Service under Glen Canyon Recreation Area, and the administration of this land, they could integrate it better into the plans for the park itself.

Senator Moss. On the map, you show us the blue color where you recommend going into the recreation area, and the red you recommend going into the park itself.

Mrs. VIAVANT. That is right.

Senator Moss. We want to keep that map and when the committee refers to it, I want those colors mentioned in the record.

Mrs. VIAVANT. Then to conclude, we would like to suggest language for the amendment to the bill which follows:

"Within two years from the date of enactment of this bill, the Secretary of the Interior shall review the area within the Glen Canyon National Recreation Area 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 nonsuitability of any area within the Recreation Area 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."

I believe this is one of the things that much of your mail has been concerned with.

We think it represents the wishes of a lot of people within the State as well as within the country.

Shall I proceed now with my testimony on Canyonlands?

Senator Moss. Yes. I would verify what you have said. There are a great many people that feel that Escalante area ought to become a wilderness area and what you proposed here by language would require a study to be made and proposal, whatever it is, forwarded for consideration, to go into wilderness, is that right?

Mrs. VIAVANT. That is right.

One of the reasons that we specifically requested that as an amendment is that the wilderness bill does not cover any future parks or recreation areas or monuments for wilderness study and therefore has to be included in the specific bill creating that particular area.

Senator Moss. But all the area you are really thinking of as wilderness is Escalante and does not involve any of this other area you talked about?

Mrs. VIAVANT. I would expect the whole area would have to be studied at the same time. Our primary interest of course is in the Escalante area.

Senator Moss. Thank you.

Would you turn to your other testimony?

Mrs. VIAVANT. Our primary interest in Canyonlands is in the western section of the parks as I already mentioned.

I would like to recommend that the western boundary of the parks be what is presently the boundary delineated by Glen Canyon National Recreation bill.

We support the addition of the Maze. All of this country in the present Canyonlands bill, the Maze, the Finis, Land of Standing Rocks, and the Doll House are such spectacular country that I can only believe they were left out of the original bill because nobody knew what was down there.

So we feel very strongly that should be included in the park. But we also feel that, and we support the Interior Department's recommendation, that this be kept as a primitive area with access by jeep, by foot or by horseback.

Recent trips into the area by our members have indicated it is not nearly as difficult to access by foot as we originally believed. There are many ways into some of the major canyons which on first glance look like they have steep cliffs completely encircling them.

But we have been pleased to find there are ways sometimes involving a handrope and sometimes involving walking down on your own feet where you can get into many of these canyons.

We hope the Park Service will keep it in as primitive a condition as possible, we hope they will keep this Maze area in its present state, and allow future visitors to experience the same excitement and exhilaration we felt in discovering for ourselves a route into the seemingly unattainable bottoms of these generally sheer-walled canyons.

The pictographs originally discovered by Dean Brinhall, which depict a rare harvest scene, and which also have some of the most beautiful animals and birds I have ever seen in pictographs, ought to be accessible to all who are willing to walk to them. The ladders put up by Dean Brinhall which presently provide access to these pictographs, especially the one going down through the pot-hole, are another unique Canyonlands experience. We hope they are not upgraded any more than necessary for safety's sake.

At the same time we feel that the less venturesome park visitor should also know the Maze area and the Land of Standing Rocks. The Maze from above appears to be a total jumble of pink and white striped sandstone canyons whose upper branching ends all but interlock with each other. The Land of Standing Rocks is an area with about a dozen widely-scattered fingers gauntly pointing skyward.

In reality, these few spires are all that is left of an entire overlying layer of dark reddish sandstone. Why these few pinnacles should remain while all else has been stripped away by centuries of weathering cause one to ponder.

Both of these areas are as spectacular, perhaps more so, from an overlook where one can take in the whole panorama than they are from the intimacy of the canyon bottoms.

The addition which we have recommended would also put all of Millard Canyon in the Park, and would include the Millard Canyon Overlook. This is one of the loveliest views in the whole canyonlands complex. Most of the overlooks take in broad vistas of large areas.

The Millard Canyon Overlook, by contrast, exposes the visitor to a single major canyon of several miles length. By walking less than 50 yards from one's car, one can stand at the top of a sheer cliff 600 feet high and look down the length of this canyon to the cliff wall on the opposite side of the Green River in the far distance. The Orange Cliffs are nowhere more lovely.

This addition to the park would also put in the park the Bagpipe Butte Overlook, Land's End, and overviews of the Happy Canyons. It would also include the Flint Trail, one of two access roads to the Maze area, thus simplifying administration and supervision by the Park Service.

Finally, putting the park boundary where we propose would include the Orange Cliffs on the northwest and west, and would complete the natural geologic bowl that makes the entire Canyonlands a geographic entity.

The famous pictographs in Horseshoe Canyon are of course deserving of protection also. We support the addition proposed by Senator Moss, which will assure these very unusual pictographs will be preserved for the enjoyment and study of future generations. Since supervision will have to be provided for this area, we recommend that the remainder of the canyon bottom northward to the Green River be included in the park. We suggest that the boundary follow the top of the canyon wall, which makes an easily identifiable boundary and will not inconvenience existing uses on the plateau above the canyon bottom.

This canyon bottom, as at the Maze, ought to be reserved for foot travel, which I understand is the intention of the Park Service.

We also support the Lavender Canyon addition which takes in some very lovely country and some cliff dwellings that ought to be protected. We urge that due consideration be given in the future to further additions in this area.

We support the addition in the vicinity of Dead Horse Point, at the discretion of the State park department as to whether the State park itself should be in or outside of the national park boundary. If the State park is not to be included, then the remainder of that addition should be added to the national park.

We have a unique opportunity, and a unique challenge, in the newer units of our national park system to take cognizance of the fact that even our best planning in the past did not make adequate allowance for the increased pressures of visitor usage that is upon us.

In Yosemite and Yellowstone the Park Service is beginning to think about closing existing roads and providing access by public transit system. Our newer park units can be planned at the outset to consider carefully the impact upon the land itself, and upon the visitor himself, of various kinds of transportation, of the concentration or dispersal of visitors, of overnight accommodations inside or at the periphery of the park.

We have in the park in addition to a great deal of unusually scenic land a great deal of wild and undisturbed country. It is one of the

real attractions of Canyonlands National Park. This is of value to the car traveler as well as to the jeep traveler, the foot hiker, and the horseback rider.

From all of the overlooks in the island in the Sky section, as well as from the overlooks that we think should be included in the park on the west side, park visitors in automobiles have visual access to these immense wilderness areas.

We think that planning should be underway immediately to decide which areas should be permanently preserved in their present wilderness state, at the same time that roads, campgrounds, and other plans for the park are being considered.

I think even our oldest parks are proving that with the best planning we had in the past they have not made proper provisions for the increased visitor usage.

I understand at Yosemite they are talking about putting in a rapid transit system and not allow cars in the park. We think it would be wise at this point in our new parks to be able to consider roads, campground, visitor facilities, and wilderness simultaneously rather than in the end leaving whatever is left over for wilderness designation.

We should like to suggest an amendment, therefore, to S. 26 providing 2 years for the Interior Department to review the area within Canyonlands National Park for wilderness designation, and directing the Department to report its findings to Congress.

I appreciate the opportunity to testify very much, and I will be glad to answer any questions.

Senator Moss. Thank you, Mrs. Viavant, for very fine testimony.

You did not follow your text, so the whole text of the printed statement will be in the record in full.

Did you compute how many additional acres would be put into the national park if your recommendation were adopted on that west side?

Mrs. VIAVANT. No, I am sorry, I have not.

Senator Moss. It would be quite sizable, though, wouldn't it?

Mrs. VIAVANT. I would expect it would be a number of acres. But it is what should comprise the national park. It is a geological entity there.

Senator Moss. I have a hard time arguing with that because at one time our boundaries were out in that area.

There is a tar-sand deposit—I think you made some reference to that—that would fall entirely within the park if the boundaries were drawn as you suggest.

Now, have you given consideration to that, it being in a national park, would undoubtedly preclude any exploitation of that?

Mrs. VIAVANT. The only answer I have to that is that the oil company that put \$250 million into trying to develop the tar-sands up in Canada found it to be nearly a financial disaster. They have to sell their other holdings to try to keep the company together.

The other factor is that tar-sand development requires quantities of water and as you know we are not a water-rich State. It just does not seem to me it is in the cards for there to be economic use of these tar-sands.

Senator Moss. We cannot look ahead now to see what the demands for petroleum will be in the future, but what if the time came that it

did become economically feasible? Would you then be willing to undo the park status in order to get it?

Mrs. VIAVANT. I don't believe it would be administratively possible. Would it? I think only in times of national emergency or when it is in the best interests of the country as a whole, then it can be released.

Senator Moss. Yes, it would have to be legislatively done, I am sure, if it went into the park. The only way that it could be undone would be to come back through the Congress and have it excluded from the park or legislative exception made for that purpose.

But I gather you would not particularly support that type of legislation?

Mrs. VIAVANT. I am afraid I could not support it; no, sir.

Senator Moss. Well, I appreciate your testimony.

You have presented some very thoughtful recommendations for us. I think all of us are concerned about the Escalante Basin and want to see it preserved or certainly not impaired or destroyed in anyway.

And your suggestion about the road around is interesting in that it does touch so many of our small communities and does link up with other parks and monuments other than just these two principal ones we have been talking about today.

Mrs. VIAVANT. Except for going from Bull Frog Marina to Glen Canyon City it does not actually save a great deal of time. It only cuts 12 miles off of the drive to the town of Escalante if that is the intent of your trip.

Senator Moss. There is one problem about access to that Escalante Wilderness. It is pretty difficult now to get in there. A person has to be—

Mrs. VIAVANT. In my opinion it is easy to go in there.

Senator Moss. You are very experienced. I am talking about the average citizen.

Mrs. VIAVANT. I think anyone who wants to get in there can. I absolutely deny that it takes someone who is vigorous and unusual in any respect in their physical ability to get in there. I think there are a lot of people who do not care to get out of their cars and walk. But it is water level walking. It follows the streambeds, no more than 15 miles from the road to the heart of Escalante River. I have been down there on trips with 6-year-old kids who had a ball. There is sand and water for them to play with all the way along.

I have been there when an 18-month-old baby was down there. I will submit her parents were above average in their interest. But again it proves that anyone who wants to can get into the Escalante Wilderness. There are roads on three sides of the periphery.

So in my opinion it is very accessible. You can come in by boat from the south, if you want to see the country without having to walk you can come in by boat.

Senator Moss. Perhaps it is accessible, but I guess it is rather formidable in its appearance.

Mrs. VIAVANT. I would be glad to take you down there, Senator Moss.

Senator Moss. Thank you, Mrs. Viavant. We appreciate your testimony.

Mrs. VIAVANT. I would also like to submit some pictures of the area, if I may.

Senator Moss. They will be in the committee files. We will mark them.

(The letter by Senator Moss to Mrs. Viavant showing the number of letters received for and against the amendment, and Mrs. Viavant's prepared statements on Canyon National Park, and Glen Canyon National Recreational Area follow:)

UNITED STATES SENATE,
Washington, D.C., May 7, 1970.

Mrs. JUNE VIAVANT,
676 South 12th East,
Salt Lake City, Utah.

DEAR JUNE: This is a letter giving you the count on the number of letters and telegrams I have received on the amendment that you proposed to S. 27 to include the Escalante drainage and provide for a study for inclusion of that area into the wilderness system with a time limitation of two years for the study to be completed. I will include a copy of this letter in the record of the hearings.

In favor of the amendment to include the Escalante area and provide a wilderness study, we have received 300 individual letters, 42 telegrams and one petition containing 350 signatures all from the State of Utah. In addition, we have received 125 letters from Colorado and 30 letters from other states ranging from New Jersey to Hawaii—all in favor of the amendment.

Against the amendment, we have four telegrams from the State of Utah and two telegrams from the State of Colorado.

Sincerely,

FRANK E. MOSS,
U.S. Senator.

STATEMENT OF JUNE VIAVANT, SIERRA CLUB, ON CANYONLANDS NATIONAL PARK

I am June Viavant, and I have been a resident of Utah for the past six years. I am testifying for the Sierra Club, a national conservation organization with 90,000 members, and for the Wasatch Mountain Club, a Utah club interested in outdoor activities and conservation, with a membership of 500.

We support all of the additions to Canyonlands National Park contained in Senator Moss' bill, and would like to urge inclusion of two further additions. We would also like to ask again, as we did at the 1968 hearings that S. 26 be amended to direct the Secretary of the Interior to report to Congress within two years on the areas in Canyonlands National Park which are suitable for wilderness designation.

Our primary interest is in the area west of the existing Park boundary. The Maze and the Fins, the Land of Standing Rocks and the Doll House are all so spectacularly scenic, and so unusual in the variety of their formations, that it seems unbelievable they were left out of the original Park bill. Surely this could only have been because too few people knew what was actually there.

We commend the Park Services intention to keep this area as a primitive area, with limited access by foot, horseback, or jeep. Our visits there indicate that this area is not as difficult to travel on foot as we had first believed. There are ways in and out of most of the major canyons using nothing more than a handrope, in some cases simply by walking. It is possible to walk in a day from the Maze to the Doll House and back; or from the Maze to Spanish Bottom.

We hope the Park Service will keep this Maze area in its present state, and allow future visitors to experience the same excitement and exhilaration we felt in discovering for ourselves a route into the seemingly unattainable bottoms of these generally sheer-walled canyons.

The pictographs originally discovered by Dean Brinhall, which depict a rare harvest scene, and which also have some of the most beautiful animals and birds I have ever seen in pictographs, ought to be accessible to all who are willing to walk to them. The ladders put up by Dean Brinhall which presently provide access to these pictographs, especially the one going down through the pot-hole, are another unique Canyonlands experience. We hope they are not upgraded any more than necessary for safety's sake.

At the same time, we feel that the less venturesome Park visitor should also know the Maze area and the Land of Standing Rocks. The Maze from above appears to be a total jumble of pink and white striped sandstone canyons whose upper branching ends all but interlock with each other. The Land of Standing Rocks is an area with about a dozen widely-scattered fingers gauntly pointing skyward. In reality, these few spires are all that is left of an entire overlying layer of dark reddish sandstone. Why these few pinnacles should remain while all else has been stripped away by centuries of weathering cause one to ponder.

Both of these areas are as spectacular, perhaps more so, from an overlook where one can take in the whole panorama than they are from the intimacy of the canyon bottoms. For this reason, we are proposing that the area west of the Maze and north of T 31½, proposed in S. 27 as part of Glen Canyon National Recreation Area, be made instead a part of Canyonlands National Park. This would make The Maze and the Land of Standing Rocks available to everyone from North Point and Panorama Point. For many Park visitors, this would be the major Park experience on the west side of the Colorado River.

The addition which we have recommended would also put all of Millard Canyon in the Park, and would include the Millard Canyon Overlook. This is one of the loveliest views in the whole canyonlands complex. Most of the overlooks take in broad vistas of large areas. The Millard Canyon overlook, by contrast, exposes the visitor to a single major canyon of several miles length. By walking less than 50 yards from one's car, one can stand at the top of a sheer cliff 600 feet high and look down the length of this canyon to the cliff wall on the opposite side of the Green River in the far distance. The Orange Cliffs are nowhere more lovely.

This addition to the Park would also put in the Park the Bagpipe Butte Overlook, Land's End, and overviews of the Happy Canyons. It would also include the Flint Trail, one of two access roads to the Maze area, thus simplifying administration and supervision by the Park Service.

Finally, putting the Park boundary where we propose would include the Orange Cliffs on the northwest and west, and would complete the natural geologic bowl that makes the entire Canyonlands a geographic entity.

The famous pictographs in Horseshoe Canyon are of course deserving of protection also. We support the addition proposed by Senator Moss, which will assure these very unusual pictographs will be preserved for the enjoyment and study of future generations. Since supervision will have to be provided for this area, we recommend that the remainder of the canyon bottom northward to the Green River be included in the Park. We suggest that the boundary follow the top of the canyon wall, which makes an easily identifiable boundary and will not inconvenience existing uses on the plateau above the canyon bottom.

This canyon bottom, as at the Maze, ought to be reserved for foot travel, which I understand is the intention of the Park Service. One of the signatures scratched in the wall below the main panel of pictographs was recognized by my 12-year-old son as having historical significance. There is a signature, "Joe Bush", and the date "June 24, 1897". According to Charles Kelly's book, "The Outlaw Trail", Joe Bush was a deputy United States Marshal, and was the first law officer to enter the Robbers Roost country during the Butch Cassidy era. Incidentally, he got his man on this trip, having captured Blue John on June 16, 1897.

The Lavender Canyon addition takes in some very lovely country and some cliff dwellings that ought to be protected. We support this addition, and urge that due consideration be given in the future to further additions in this area.

We support the addition in the vicinity of Dead Horse Point, at the discretion of the State Park Department as to whether the state park itself should be in or outside of the National Park boundary. If the State Park is not to be included, then the remainder of that addition (the area where the Schafer Trail and the White Rim Trail separate) should be added to the National Park.

We have a unique opportunity, and a unique challenge, in the newer units of our National Park system to take cognizance of the fact that even our best planning in the past did not make adequate allowance for the increased pressures of visitor usage that is upon us. In Yosemite and Yellowstone the Park Service is beginning to think about closing existing roads and providing access by public transit system. Our newer Park units can be planned at the outset to consider carefully the impact upon the land itself, and upon the visitor himself, of various kinds of transportation, of the concentration or dispersal of visitors, of overnight accommodations inside or at the periphery of the park.

We have in the Park in addition to a great deal of unusually scenic land a great deal of wild and undisturbed country. It is one of the real attractions of Canyonlands National Park. This is of value of the car traveler as well as to the jeep traveler, the foot hiker, and the horseback rider. From all of the overlooks in the Island in the Sky section, as well as from the overlooks that we think should be included in the Park on the west side, park visitors in automobiles have visual access to these immense wilderness areas. We think that planning should be underway immediately to decide which areas should be permanently preserved in their present wilderness state, at the same time that roads, campgrounds and other plans for the Park are being considered.

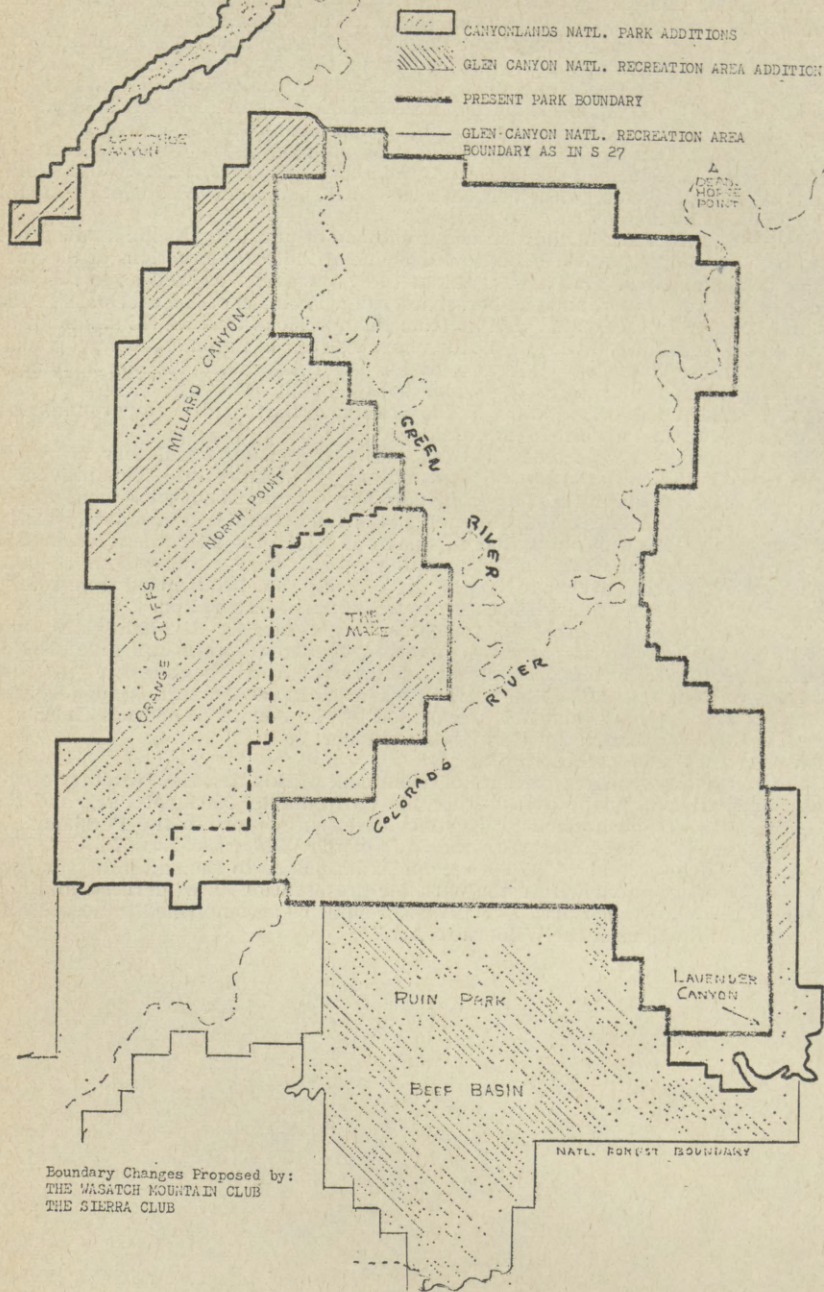
The Wilderness Act of 1964 (78 Stat. 890) provided for mandatory review of wilderness in the National Park System units by September 1974. This provision, however, did not specifically mention new parks established subsequent to approval of the Wilderness Act. Canyonlands is thus technically exempt from 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 thus be excluded from receiving high priority attention with respect to wilderness conservation.

We should like to suggest an amendment, therefore, to S. 26 providing two years for the Interior Department to review the area within Canyonlands National Park for wilderness designation, and directing the Department to report its findings to Congress. This same method was used in the North Cascades legislation reported by this committee and passed by the Senate. Wilderness hearings are scheduled for that National Park this summer.

We suggest the following wording:

"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 recommendations 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 wilderness shall be accomplished in accordance with said subsections of the Wilderness Act."

CANYONLANDS NATIONAL PARK PROPOSED BOUNDARY CHANGES



Boundary Changes Proposed by:
 THE WASATCH MOUNTAIN CLUB
 THE SIERRA CLUB

Wisdom and far-sightedness must be employed in planning for the use of this great area. Lake Powell is providing motorized access to hundreds of miles of redrock country for thousands of boaters. Water skiing, swimming, and fishing are also provided by Lake Powell. Other parts of the recreation area, especially on the borders of Canyonlands National Park, are being explored by jeep. Mineral exploration and grazing are allowed to continue in a recreation area. Four marinas serve tourist and boater needs. Air strips are used in conjunction with the marinas. Tourists are increasingly discovering the area, bringing additional business to gas stations, motels, and restaurants in the area.

I would like the needs of another kind of national recreation area user, the backpacker and wilderness lover to be considered. Some people prefer the "sound of silence" to the noise of an engine; they prefer the feel of their own tired muscles to the feel of a throbbing motor; they prefer to travel ten or fifteen miles per day rather than cover a much greater distance; they prefer the kind of freedom that comes from carrying everything they need on their backs to the freedom that comes from a full gas tank or a full billfold.

Those of us who are wilderness lovers still mourn the death of Glen Canyon. The measure of Glen Canyon's importance is that in few places could so great a loss leave so great a remnant. The remnant has many of the characteristics of the old Glen Canyon. It has the same seeps and springs and little trickling springs to provide permanent sources of drinking water for the footwalker; it has the same deep canyons, enormous alcoves, the high water-streaked redrock cliffs, the same wind and water sculptured rock formations; it has the same deep stillness and quiet glens for which John Wesley Powel named the old Glen Canyon. That remnant is the Escalante Wilderness.

Back in the 1930's, Secretary of the Interior Harold Ickes proposed an Escalante National Monument of a million and a quarter acres, including Glen Canyon. Several other proposals have been made in the years since.

It seems to us that the Glen Canyon National Recreation Area can provide different types of experiences for people with different preferences without diminishing the enjoyment of any group if a zoning type concept is used. Lake Powell provides boating, swimming, waterskiing, and fishing, and is a highway of water for those desiring to explore the hundreds of miles of its shoreline from a motorized vehicle. The wilderness lover should be provided for in the recreation area also.

Because we are sure that there is real need for a part of the Recreation Area to serve the wilderness user, we would like to ask that the boundaries of Glen Canyon National Recreation Area be enlarged to include the area designated on the map included. This additional area represents a reduced version of the original Escalante Wilderness proposal. We would further like to ask that a section be added to S. 27 providing two years for the Interior Department to review the area within Glen Canyon National Recreation Area for wilderness designation, and directing the Department to report recommendations as to the suitability or unsuitability of any area for preservation as wilderness to Congress.

The Escalante Wilderness was publicly proposed only a little more than a year ago. Since that time hundreds of people have written the Escalante Wilderness Committee to tell us that they, too, have enjoyed the Escalante Wilderness and would like to have it saved so that future generations might also enjoy the same wilderness experience.

I hope this committee will ask the Utah State Highway Department for the hearing record on the Bullfrog-Hole-in-the-Rock Highway Proposal (held May 13, 1969) as there is much information in it that is pertinent to this bill.

The quotation from Wallace Stegner is included not only because it says some very important things about wilderness itself, but also because he was in fact speaking specifically of our Escalante Wilderness country. Stegner mentions standing on the Aquarius Plateau (which is part of Boulder Mountain) and looking into the wilderness, meaning the Circle Cliffs and Waterpocket Fold area.

The Escalante is a contrast of the huge and the minute, of openness and hidden glens—an endless expanse of Forty-Mile Bench complemented by walls eighteen inches apart, hundreds of feet high in Davis Gulch. It displays the beginnings in its massive sandstone walls, the end in its fragile ferns. The Escalante is a little of the Grand Canyon, some of Bryce and Zion, a reminder of Mesa Verde, and the last great remnant of Glen Canyon—but it possesses a unique spirit of its own.

Who can stand within the perfection of the Escalante and not in some way experience a hint of the supernatural? We all have our personal religions. To some of us, wilderness is *the* place of worship; of what, depends on the individual. One man sees desert canyons as a hell of a place to lose a cow. Another stands alone on the rim of the Escalante Canyon and thinks, "Perhaps when God was driven from Glen Canyon, He came to live in the Escalante."

We can approach this beautiful, ecologically fragile area with the care and the love of a people that respects and values its last few remaining pockets of wilderness, or we can come with bulldozers and pavement, blasting our way across them.

The Utah State Highway Department has proposed a highway across the heart of the proposed Escalante Wilderness. This section is part of a longer highway going from Cisco, near the Colorado border, to Glen Canyon City near the Arizona border. This is intended to be part of the Golden Circle Highway system, built to give tourists access to the scenic and recreational opportunities within our state.

In our opinion, the proposal is misguided. It would give the tourist access only to Arches National Monument, Canyonlands National Park, and Glen Canyon National Recreation Area. There are two more National Parks, four more National Monuments, a number of state parks, several national forests, and other tourist attractions in this part of the state. We ought to be encouraging the traveler to see some of these other areas. We ought also to be concerned with bringing the traveler to the existing communities in this part of the state, where meals, overnight accommodations, guide services, and gasoline are available for the tourists' needs and where Utah citizens are trying to earn a living providing the necessary services.

The road planned across the Escalante Wilderness would be, for all but a few miles, built for a design speed of sixty miles per hour. Driving through at sixty miles an hour would reduce the subtleness of that beautiful country, its own peculiar twists and turns, to a blur of slickrock with an arch or two. This road would only enable more and more people to see less and less. People deserve to have a chance to be drawn into the Escalante naturally—to follow a canyon stream or a canyon rim on foot, wondering what is around the next bend.

We are opposed to this road, and to the granting of a road corridor, not only because of the actual physical damage that would be done to the scenery, but also because of the inevitable tendency of roads to proliferate from roads, of jeep tracks to lead off into the countryside and ultimately lead to the demand for more pavement; and because of the inevitability of further demand for other developments, such as parking places, picnic tables, rest rooms, etc. All of the Escalante IS wilderness now; if we are to save this choice area, we must not allow a highway corridor through it.

The State Highway Department's proposal does not seem wise in terms of overall regional planning. It does follow the shortest route between two points. However, the traveler truly interested in covering the distance in a short time would take I-70, only a short way to the north. The proposed highway is not designed to fit the needs of the region, to expose the tourist to all the opportunities within that region. Nor does it offer much to citizens in the existing towns.

We propose as an alternative that existing roads be upgraded and designated by roadside markers and give-away booklets as a Canyon Country Parkway along the routing designated by the solid dark line on the attached (Escalante) map.

Our Canyon Country Parkway would go through seventeen towns which would all be by-passed by the highway proposed by the State Highway Department. These seventeen towns include nearly all the towns in southeastern Utah. The Highway Department proposal would funnel tourists away from all these communities.

If we are talking about scenery and recreation, why not take the tourists to Natural Bridges National Monument? Why not take them near the Hall's Crossing Marina? the Hite Marina? Take them near Goblin Valley State Park, to Capitol Reef National Park, take them up on the shoulder of Boulder Mountain and treat them to the marvelous view Wallace Stegner writes about (and treat them to the coolness of the higher elevations during the hot summer when the majority of the tourists will be there); why not take them to Anasazi State Park at Boulder, to tourist services at Escalante, and on to Bryce, Cedar Breaks, and Zion National Park?

The highway department made the claim during an exceptionally heavy snow year that they could not keep the Boulder Mountain road free of snow at the 9,000' elevation. This year the Boulder Mountain road was used all winter. There was no snow on it until March 15. Snow records of the Forest Service show that the snow depth on Boulder Mountain rarely exceeds three feet.

The money that might be spent on the Bullfrog-to-Hole-in-the-Rock roadway could better be spent upgrading the Boulder Mountain road, the road from Bullfrog to Notom, and the road from Cannonville to Glen Canyon City, all of which serve existing communities and could be utilized by tourists as well.

Regardless of one's attitude toward the wilderness, the road corridor seems to be a mistake in terms of regional planning, of its expense, of offering recreational opportunities to the traveler, of providing for the tourists need for services, and of its value to the communities of southeast Utah. I reiterate our opposition to the highway corridor and urge that it not be made a part of the Glen Canyon National Recreation Area bill, S. 27.

Some opponents of the wilderness idea have brought up the question of mineral potential in the Escalante Wilderness region. As for the uranium potential, I would like to submit for the Subcommittee's use a copy of "Geology of the Circle Cliffs Area, Garfield and Kane Counties, Utah, United States Geological Survey Bulletin #1229, Prepared on behalf of the U.S. Atomic Energy Commission." The abstract states on page 1, "The uranium deposits are small, and opportunity for discovery of any large deposits seems poor." The section titled "Future of the Area" on page 71 states that no mines of consequence have yet been developed and the depth of burial would preclude its exploration in many places. No pattern of ore bodies of significant size exists to allow confident prediction of more ore bodies.

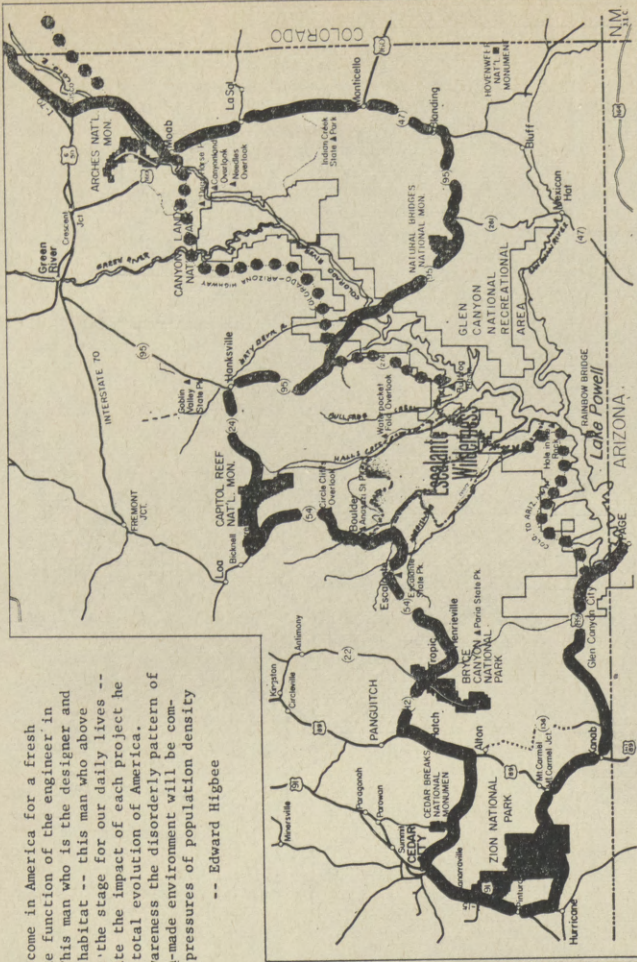
As for the tar sands in the Wagon Box Mesa area, I would like to point out that these tar sands are among many in the state of Utah, none of which are being developed nor have any economic potential in the foreseeable future. Utah Geological and Mineralogical Survey Special Studies #19, which I am also submitting, describes a large, well-known deposit of tar sands, right on the surface, and close to a major highway. No one is utilizing this deposit because it is not commercially feasible to do so. All present techniques for extracting the oil require tremendous quantities of water, in addition, and Utah^h does not have an abundance of water. New technologies are of course being developed. However, the oil company that invested \$250,000,000 a year ago in developing the tar sands in Canada (where there was an abundance of water) has found it to be nearly a total financial disaster. With this example in mind, oil companies will be fairly cautious about investing heavily in technology.

* * * * *

To move on to other provisions of S. 27, we would like to support the recommendations of the Interior Department that section 6 be deleted in its entirety from the bill. The reasons given by the Department are adequate enough. In addition, I would like to observe that summer homesites would allow special privilege (exclusive use) to a very few at the expense (temporary use) of the many. I am not a boater and cannot presume to speak for them. But I am sure part of the attraction of boating on Lake Powell is the unadulterated wildness of and freedom to use its shoreline. Anywhere a boater chooses to spend the night, he may do so; and for that one night, it is "his". Summer homesites remove this privilege from all except one single family. The best use of Glen Canyon National Recreation Area is to keep it in trust for all the people for all time.

We are proposing two other boundary changes for the Recreation Area: an addition south of Canyonlands National Park and a deletion west of Canyonlands National Park.


West of Canyonlands we urge that the boundary of Glen Canyon National Recreation Area terminate on the east-west line at T 31 ½ S (as per the attached map). We feel very strongly that this area logically belongs in the National Park. It is part of the geologic entity that is Canyonlands. In addition, because of what we see as the plan for the Park to develop, we think that the average tourist will get his major Park experience on the west side from the road and overlooks at Panorama Point and North Point, at Millard Canyon Overlook, at Bagpipe Butte Overlook, at the Flint Trail Overlook, and at Land's End. None of these are present in the Park.





The time has come in America for a fresh appraisal of the function of the engineer in our society. This man who is the designer and builder of our habitat -- this man who above all others sets the stage for our daily lives -- should anticipate the impact of each project he plans upon the total evolution of America. Without such awareness the disorderly pattern of the present man-made environment will be compounded as the pressures of population density increase.

-- Edward Higbee

LEGEND

CANYON COUNTRY PARKWAY SYSTEM


TRANS ESCALANTE HIGHWAY


COLORADO TO ARIZONA HIGHWAY


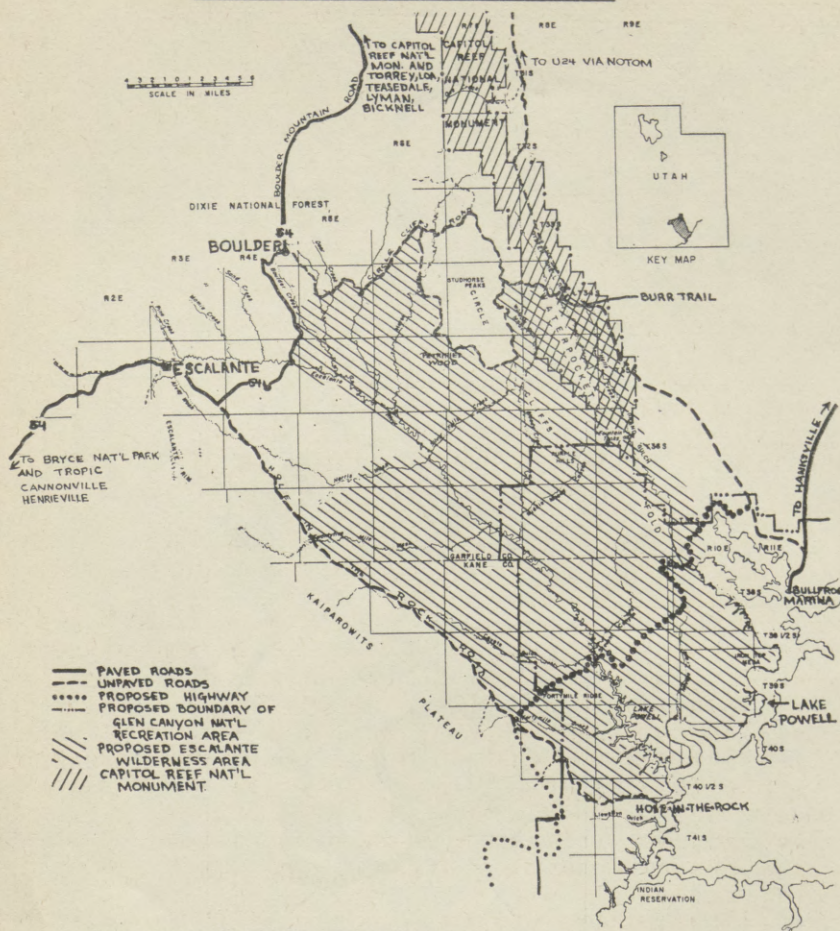
OUR ALTERNATIVE: A CANYON COUNTRY PARKWAY COMPLEMENTED BY AN ESCALANTE WILDERNESS

WE PROPOSE THAT A CANYON COUNTRY PARKWAY SYSTEM be built as indicated above, utilizing existing roads; WE FURTHER PROPOSE THAT AN ESCALANTE WILDERNESS be created as shown above to complement the Parkway System and to protect the wild country of the Escalante Canyons and Waterpocket Fold. The Canyon Country Parkway would be a great "recreation way" to link up such outstanding parks, monuments, and recreation areas as Arches National Monument, Canyonlands National Park, Natural Bridges National Monument, Capitol Reef National

Monument, Bryce National Park, Zion National Park, and Glen Canyon National Recreation Area. Obviously the Parkway would be a tremendous tourist attraction for Utah and an economic boon to local communities now and in years to come.

An Escalante Wilderness would complement the Canyon Country Parkway System, wisely protecting this magnificent wild area from destructive encroachments. The Wilderness would ensure retention not only of wilderness adventures, but retention of scenic values when viewed from roads and overlooks.

THIS IS A MAP OF THE ESCALANTE WILDERNESS



Some people do not like it this way--
they want more road lines and development splotches.

WE BELIEVE THE ESCALANTE IS BETTER ROADLESS AND WILD.

WILL YOU HELP KEEP IT THAT WAY?

We further propose that the area south of Canyonlands (as shown on the appended map) be included in the Glen Canyon National Recreation Area. It is a somewhat oversized corridor between the Park and National Forest land farther south. This area has extensive Indian ruins, which are poorly protected. The area will be important in planning for future access to the Park. It seems to us that its administration logically belongs under the Glen Canyon National Recreation Area.

In accordance with our desire to have the Escalante part of Glen Canyon National Recreation Area classified as wilderness, we would like to suggest the following wording be added to the bill as an amendment:

"Within two years from the date of enactment of this Act, the Secretary of the Interior shall review the area within the Glen Canyon National Recreation Area 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 nonsuitability of any area within the Recreation Area 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."

Senator Moss. Our next witness is Clem Church, chairman of Utah State Roads Commission.

STATEMENT OF CLEM H. CHURCH, CHAIRMAN, STATE ROADS COMMISSION, STATE OF UTAH

Mr. CHURCH. Senator Moss, I certainly appreciate the opportunity of being able to testify before your committee. I appreciate the courtesy very much.

Senator Moss. We appreciate your coming here to testify.

Mr. CHURCH. The Congress of the United States and the Legislature of Utah have charged the State Road Commission of Utah and the Utah State Department of Highways with the responsibility for planning, constructing, and maintaining an overall road transportation network for the State of Utah. Pressures are increasingly mounting on us to provide that service. This causes us to reassess at frequent intervals our goals and what those services should be.

Growing concern for the quality of the environment has also caused us to reassess our values. In essence, we are getting two sets of divergent instructions.

One is to increase our road services; the other is to reduce our impact on the environment to, in some cases, ridiculous minimums.

Despite their reputations to the contrary, highway engineers are not bulldozer happy and are very conscious of their obligation to maintain things of aesthetic values and the quality of the environment. The laws and regulations under which we operate continue to stifle us in efforts to improve the aesthetic qualities of roads. We bear the brunt of this criticism in an almost helpless manner.

Nonetheless, we will make every effort to provide essential road transportation services and in a manner which is consistent within the limits of our finances, with due and careful regard for the quality of the environment.

Our recent concern involving the adventures of outer space have tended to overshadow in many cases a needed concern for the quality of our inner space. As long as the mobile American continues to demand the freedom offered by individual automobiles, our plight is a grave one indeed.

Ordinary transportation needs are easy to identify but pressure grows for a system of roads to provide for the recreational needs of man.

The Bureau of Outdoor Recreation indicates that driving for pleasure is the American's No. 1 outdoor pastime. This and other outdoor recreational activities directly associated with the taking of trips in our nation becomes self-evident when one sees the visitations to such attractions as Yosemite and Yellowstone National Parks and many other examples of our great scenic heritage.

A small portion of the Wasatch National Forest just east of Salt Lake City receives more annual visitations than does Yellowstone National Park.

Our urban society drives man to the country in an attempt to pick out for a day, a week, or a month, a little bit of open space for his family's enjoyment only to find when he gets there that he is more crowded than if he had stayed in his own backyard or apartment. It is our concern with this indignity to man that has led us to investigate and begin planning an overall system of recreational and scenic highways to serve Utah and the nation.

We have a responsibility that goes beyond building just roads connecting places just like those that have been left behind. But, we must include a system of roads to the recreational and scenic attractions that provide a different environment than does our crowded urban environment.

We endorse the concept of providing recreational reservations. We realize that this must be tempered with the need to provide basic materials and services for mankind. One of these services we believe, is to provide accessibility for the average American with average means to see at least a portion of our great scenic heritage without the crowding and congestion so familiar to us in our city lives.

Thus we have been prompted to study, evaluate, and plan essential road corridors for recreational purposes as a part of the overall Utah highway development plan.

Quite naturally, many majestic scenic highway corridors fall within the boundaries or revised boundaries of Canyonlands National Park and Glen Canyon National Recreation Area.

Seven years of intense study has led to the development of a basic scenic highway network for Utah.

It is not regarded as final or complete; it does provide the basis of a recreational network to help meet the needs of those Americans who want to get away from it all for a day, a week, or as long as they can.

Many Federal agencies including the Bureau of Land Management, the U.S. Forest Service, the National Park Service, the Bureau of Reclamation, and others, many State agencies including the Utah Department of Fish and Game, Travel Council, the Utah Geologic Survey, Utah Park and Recreation Commission, and others as well as boards of county commissioners and towns have participated with us in this study.

This is not meant to imply complete unanimity among those who have helped us in this endeavor; it does indicate that we have sought actively the counsel of many disciplines.

In order to insure the completion of this system of scenic roads, the State of Utah is requesting scenic highway corridors assigned to

the State of Utah as part of any legislation considering the revisions of boundaries of Canyonlands National Park and Glen Canyon National Recreation Area.

Glen Canyon City to Forty Mile Ridge.—U.S. 89 provides a connection between Grand Canyon National Park and Zion and Bryce Canyon National Parks.

This corridor begins on U.S. 89 at Glen Canyon City, near Page, Ariz.

The Wahweap Marina serving the extreme southern end of Lake Powell and the Glen Canyon National Recreation Area is nearby.

It reserves a corridor for a vital link in an overall plan designed to link Glen Canyon National Recreation Area, Capitol Reef National Monument, Canyonlands National Park, and many other scenic and recreational attractions with Colorado National Monument and to connections with Interstate 70, a main route for travelers from the east.

This corridor includes a reasonably short stub route designed to serve a proposed marina near Gunsite Butte on Padre Bay, an arm of Lake Powell.

The route would provide more than mere access. It will be in itself a scenic drive, climbing onto bench land of the Kaiparowitz Plateau or Fifty Mile Mountain providing overviews of Lake Powell, the Navajo Mountain and parts of the Escalante drainage.

A road built on the bench running around the Kaiparowitz Plateau has the distinct advantage of being almost or even completely invisible from the surrounding country.

Much of the route lies within the boundaries of the proposed Glen Canyon National Recreation Area.

Forty Mile Ridge to Hole-in-the-Rock.—This link serves the dual functions of providing access to Hole-in-the-Rock, a historic site with magnificent overviews of Lake Powell, and to a planned marina at Llewellyn Gulch nearby.

Forty Mile Ridge to Escalante.—This corridor provides a direct connection to the town of Escalante and in addition provides access to the periphery of some of the Escalante River drainage, the Garden of the Gods and other scenic attractions.

A primitive road now exists. Bryce Canyon National Park is less than an hours' drive west of Escalante on Utah State Route 12.

Utah State Route 12 to the east of Escalante provides access to parts of the Escalante drainage including the scenic, the impressive, Calf Creek tributary.

The State of Utah continues to develop Utah State Route 12 toward Boulder. An extension over Boulder Mountain is part of Utah's scenic benefits as well as a connection to Capitol Reef National Monument.

Forty Mile Ridge to Bullfrog Basin.—In addition to the obvious benefits derived from the connection of two marinas along scenic Lake Powell, this route would provide overviews of the Escalante Canyon, one of nature's masterpieces.

Access and overviews would also be provided to the Water Pocket Fold, a unique monocline recognized as a geological formation of significance by the Congress.

Some have objected to this road on the basis that it invades pristine wilderness.

The encroachment of Lake Powell, a manmade lake on the south, exploration, mining, and development of uranium and petroleum products on the north, and a traditional roadway from the west to east in the middle of the Escalante drainage in Harris Wash and Silver Falls Canyon, tributaries of the Escalante, apparently preclude definition of this area as wilderness.

This is not meant to de-emphasize the value of the Escalante drainage. Indeed, some of the most magnificent natural scenes to be found anywhere are in the Escalante drainage between Lake Powell and Boulder Mountain.

The area has provided grazing for both sheep and cattle for 90 years. Hardy Escalante ranchers continue to fatten their stock along the river.

This magnificent scenic heritage deserves protection but in our view reasonable access is essential if the average American is to be allowed his rights to see at least portions of this country.

The diverse recreational needs of many people can be met here, without crowding and in a manner regarding the dignity of man, if reasonable access is provided by this road link.

Bullfrog Basin to Boulder City.—Primitive except for one partially improved section, this road provides a connection with the marina on Lake Powell at Bullfrog Basin and to Boulder City which is north and east of Escalante.

It traverses parts of the Glen Canyon National Recreation Area and the enlarged Capitol Reef National Monument.

Throughout its entire length, it provides many recreational opportunities.

Both long- and short-range views of the Water Pocket Fold are available from this route. At one point, the Burr Trail, the road climbs the face of the fold.

The Post to Baker Ranch.—This is a unique corridor in that no major road improvements are planned.

It is felt that this corridor should be reserved for the use of four-wheel drive vehicles. The route follows essentially the fault line east of Water Pocket Fold and in the main follows the drainage of Halls Creek, makes an excursion away from the fault line and directly into the sandstone of the Water Pocket Fold.

This scenic feature was not included in the Presidential proclamation of January 1969. Four-wheel drive traffic on this route could not possibly be damaging.

Escarpsments on both sides preclude the random wandering of these vehicles. The runoff from periodic thunder showers washes out remaining tracks.

Without the provision for at least a modicum of access by a four-wheel drive corridor enjoyment of this great recreational potential in Halls Creek along the Water Pocket Fold is virtually precluded.

Bullfrog Marina to Trachyte Junction.—This route provides access to Bullfrog Basin from the populous areas along the Wasatch including Salt Lake City and many other sources of recreational travel.

This road was built with funds from the Economic Development Administration, State of Utah, and the county of Garfield.

These funds were provided at considerable sacrifice in order to assure access to the marina being developed by the Park Service.

The participation in this project by Garfield County obligates us to insure that further road developments are made to protect the investment made by that county.

Though only a small portion of this route lies within the proposed Glen Canyon Recreation Area it is scenic throughout its entire length.

The road is one of the links necessary to connect Colorado National Monument and I-70 with the recreational and scenic attractions in Utah.

Trachyte Junction to Natural Bridges National Monument.—This represents a section of Utah State Route 95 traversing a part of the Glen Canyon National Recreation Area.

Utah State Route 95 from Blanding to Hanksville has been and remains Utah's No. 1 priority as the first route required in this scenic highway network.

To date approximately \$8.3 million has been used to improve this route utilizing Federal lands funds, atomic energy funds, and State funds.

An additional \$2 million in Federal lands funds will be put to construction use as soon as the freeze on this money is lifted.

The rising waters of Lake Powell eventually inundated the site used by the traditional Hite Ferry, the only crossing of the Colorado River between Moab and Page.

Utah has built three magnificent bridges near Hite to provide a crossing. Two of them have received special awards.

One, the Colorado River Bridge was given the award by the American Institute of Steel Construction as the most beautiful bridge in all classes open to traffic in the United States during 1966.

The White Canyon Bridge was given a similar award for its class a year previously.

National recognition afforded these two bridges in the desert for their esthetic values is evidence that Utah has taken the effort necessary to provide road service in an esthetic manner.

The third bridge over the Dirty Devil River is essentially the same design as a bridge on I-70 over Eagle Canyon. The Eagle Canyon structure was given a similar award.

Cooperative efforts by the Bureau of Reclamation, the National Park Service, and the Utah State Department of Highways are now beginning to provide recreational developments.

Of particular note is an overlook view near Hite. The Bureau of Land Management has provided an excellent rest stop and picnic area at Hog Springs just outside the reclamation withdrawal for Lake Powell.

The Bureau of Land Management and the Utah State Department of Highways are working very closely together to define a scenic easement along the entire length of U-95 and the previous route mentioned, Utah State Route 276 between Trachyte Junction and Bullfrog Marina.

NATURAL BRIDGES NATIONAL MONUMENT TO HALLS CROSSING

Economic Development Administration funds, secondary road funds, funds from the county of San Juan and from the State of Utah are being used to improve the previously primitive access to the Halls Crossing marina on the shores of Lake Powell.

This important route will make Lake Powell usable in an easy manner by visitors from New Mexico, Colorado, Texas, and other Eastern and Southern States.

The importance of these Lake Powell access roads is emphasized by Bureau of Outdoor Recreation estimates that Lake Powell and the Glen Canyon National Recreation Area could absorb as many as 2 million visitors at one time in a manner that would allow them privacy and dignity which is not now available to them in such areas as Yosemite and Yellowstone National Parks.

Natural Bridges National Monument to Indian Creek.—This would be part of the system of roads to make the now inaccessible or virtually inaccessible Canyonlands National Park available in part to the average American.

The U.S. Forest Service, the Bureau of Land Management, and the National Park Service have all expressed intense interest in improving this route.

It would provide varied recreational backgrounds and climates all the way from alpine to desert conditions.

Intimate and long range views of Canyonlands National Park would be accessible. Even with the construction of this road most of the southeastern portion of Canyonlands National Park would remain primitive, pristine wilderness.

The National Park Service, the county of San Juan, and the Utah State Department of Highways have cooperatively extended this route to an intersection with U.S. 163 near Church Rock.

Indian Creek to Moab.—This would extend the previously described route to a connection in Grand County at the city of Moab via Hart and Hatch Points which are now somewhat accessible by road improvements made by the Bureau of Land Management.

Many overviews of Canyonlands National Park and other scenic attractions would be made accessible by the construction of this road.

It would reach the level of the Colorado River near Moab. Here, again, this route would be essentially invisible from Canyonlands National Park and other areas.

Hite to Moab.—This corridor traverses proposed extensions of Glen Canyon National Recreation Area and Canyonlands National Park.

It is an essential link in a road system providing a connection from Colorado National Monument and I-70 to the southern end of Lake Powell near Page and the Wahweap Marina.

A portion of this route has been completed by the Utah State Department of Highways, Utah State Route 279.

It is interesting to note that this was the only non-interstate recognized by the Parade Magazine and Scenic Highways awards the year after it was completed.

In addition to its through route function, it would provide access to Dead Horse Point State Park, incidentally proposed to be assimilated by Canyonlands National Park, Grandview Point, Upheaval

Dome in the existing park, overlooks to the Maze not now in the park, the orange cliffs, and many other highlights of this grand scenic heritage.

Careful planning and location will make this route compatible with the terrain.

A stub road to the overlook of the Maze would be highly desirable. The Maze contains a treasure of geology and archeology. Reservation of this corridor would help guarantee a modicum of accessibility for the average American to this land which is his.

Temple Mountain Junction to French Springs.—This road, now primitive, provides a connection from Utah State Route 24 to the previously listed corridor. Its function is to connect Goblin Valley State Park and the scenic attractions listed and to provide a better possibility for circular trips.

These corridors, of course, do not provide a complete system. Only those corridors involved in the subjects being considered by this sub-committee at this time are listed. It should be pointed out that these corridors with their completed links provide many opportunities for circular and through trips.

Stub routes do not provide the appeal the American traveler is looking for.

He likes to plan his trips to go in one direction and return in another, many times completely passing by a stub route unless it is very short.

This basic scenic highway network has been planned to provide the opportunity for the average American to circulate among and through the various scenic attractions in Utah.

A short comment on the standards for roads to be constructed within these corridors is appropriate.

In general roads would be built to secondary standards as defined by the American Association of State Highway Officials and accepted by the Bureau of Public Roads.

This standard calls for a cross-section providing 28 feet of roadway width which is essentially two 12-foot travel lanes with 2-foot shoulders.

Secondary standards in terms of alinement, curvature, and grade would not be adhered to. In many cases design speeds would be reduced severely, curvature increased and within the limitations of the average recreational vehicle including those towing trailers and boats, grades would be increased when necessary.

The advantage of the reductions of these standards is obvious because it would allow fitting the road to the terrain making alinements blend and would provide a means to reduce the severity of cut and fill operations.

Both the cuts and fills would be kept to the absolute minimum guaranteeing the reduction of the impact of the road on the scenery.

Any overage of waste material would be disposed of in a careful manner and in some cases, if necessary, exported for disposition.

The 28-foot secondary road cross-section standard has been adopted as the most reasonable compromise on road width that allows maintenance in a manner without undue encroachment.

Maintenance operations on narrower roadways often result in more encroachment on the countryside than would a wider roadway.

Experience not only in Utah, but in other States and in many cases in national parks have pointed up this problem that a narrower roadway ends up causing more damage than the 28-foot width.

Cribbing, soil stabilization, culverts, structures, and other design features of the roads would receive special attention to reduce encroachment effects.

This includes special consideration of colors, textures, and other characteristics.

Of special concern is the limitation of access and egress to and from the right of way in these corridors. The State Road Commission of Utah is legally empowered to control such access and egress. The commission would work carefully with land management agencies to insure the protection of the countryside from unauthorized access and egress.

Five counties in Utah are affected by the legislation before you at this time.

They are San Juan, Grand, Wayne, Kane, and Garfield. The boards of commissioners of these five counties have reviewed carefully our plans and they encouraged us to proceed.

History, like the press, plays on the bizarre or the spectacular. They both miss the mainstream of human life. As a public agency, we must often search for that main stream. That search for the mainstream has led us to the information we have presented to you.

Our culture must be a poor thing if it undermines our philosophical tolerance and prevents our sympathetic understanding.

We have tried to meet the needs of all Americans ranging from the ultraconservationists to the ultradeveloper. We think our planned course is a middle course recognizing some of the needs and desires of all people; but we are willing to grant that we will never succeed in meeting the wishes of all people at the same time.

Thank you for your time and courtesy.

Senator Moss. On the map, those are the corridors that you would like to have authorized for the building of the roads?

Mr. CHURCH. Yes, sir.

Senator Moss. Well, I thank you very much, Mr. Church, for your very fine presentation, and your map, of course, well illustrates the different corridors you have pointed out where you would like to have the reservations.

This secondary road that you speak of, if it was not to conform to all of the curvature and grade requirements, how would you characterize it?

Would this be a 60-mile-per-hour road?

Mr. CHURCH. No, sir, it would not. It would depend on the terrain that we were passing through, but we feel that most of the area should be definitely a scenic road, and the speed would depend on the type of terrain which we were traveling through at that time.

Senator Moss. In your survey of these corridors, especially where they traversed the recreational areas or parks, you indicated that you can design a road to go through without much fill, and you talked about reducing that to a minimum.

I wonder how much minimum might be?

Mr. CHURCH. As it was pointed out, I think our engineers do a very good job of fitting the road into the terrain as we instruct them to do.

Senator Moss. That road down from Moab is a beauty, and if that is the general idea, then that is fine. I think a road that does not mar the scenery is a good idea.

Mr. CHURCH. Yes. I think the road through Capitol Reef National Monument is a good one, and I think it adds to the beauty of the area. This is a good example.

Senator Moss. I thank you very much for your presentation, Mr. Church, and it will be given consideration.

Mr. CHURCH. Mr. Helland would like to make a short statement, and he would be happy to answer any questions that you would like to ask him.

Senator Moss. Mr. Helland, it is my understanding that you also have a statement, and do you wish to put it in the record?

Mr. HELLAND. Thank you. I appreciate the opportunity, and I will read it for the record.

Senator Moss. Fine. Please go ahead.

STATEMENT OF HENRY C. HELLAND, DIRECTOR OF HIGHWAYS, STATE OF UTAH

Mr. HELLAND. The State of Utah is concerned with the development of an overall system of scenic and recreational roads within the State. We are certain that such a system of roads must be a coordinated and planned effort if it is to be effective.

This is why we appear before you today. There is a precedent in the State of Utah for a State highway within a Federal reservation administered by the National Park Service. I refer to a section of Utah State Route 24 between Torrey and Giles.

Utah State Route 24 travels in a westerly to easterly direction through Capitol Reef National Monument.

This was true before the enlargement by Executive order of January 1969.

During the post-war period, the Utah State Department of Highways, as authorized by the State Road Commission of Utah, has expended large sums of money on the construction of U-24, to provide access to Capital Reef National Monument.

This route provides easy access not only from the west but from the east at connections to main highways, U.S. 89 and 91 to the west and on a soon to be improved Interstate 70 to the east.

Agreements between the National Park Service and the Utah State Department of Highways have made it possible for construction and maintenance of this route.

Relationships between the two agencies have been very good.

This road, on sections designed both by the Bureau of Public Roads and by the Utah State Department of Highways, blends and fits with the terrain despite the fact that the road has been built essentially to secondary standards as defined by the American Association of State Highway Officials and accepted by the Bureau of Public Roads.

Design speeds have been reduced deliberately in order to aid in conforming the route to the canyon of the Fremont River.

Channel changes and other design features have been done very carefully with an eye towards preserving the esthetic values.

Just a few short years have given nature an opportunity to make this well planned handywork of man virtually undetectable by all but the very experienced, engineering-oriented observer.

Both the National Park Service and the Utah State Department of Highways have provided convenient turnouts, picnic and rest facilities.

In many cases within the borders of the original monument, the Utah State Department of Highways has provided additional turnouts at the request of the National Park Service. It is noted that the revised boundary on the eastern edge of the park follows the roadway and the Fremont River.

It is difficult for many of us to decide what makes one side of this road more picturesque or desirable than the other.

The route is an excellent example of road accessibility that fits the terrain in a pleasing manner.

It is essential that this corridor be recognized by any legislation revising or pertaining to the borders of Capitol Reef National Monument, or what may become Capitol Reef National Park.

Chimney Rock Canyon, a scenic feature of Capitol Reef National Monument, is just a short distance from Utah State Route 24, yet the hardy individual capable of making a physical effort can spend several days in Chimney Rock Canyon with nothing to remind him that there is an improved, hard-surfaced, all-weather route just a short distance away.

Chimney Rock Canyon is in the true sense of the word a pristine wilderness. Utah State Route 24 has not damaged the wilderness values of Chimney Rock Canyon in any way.

It is suggested that a subsection be included in any legislation amending the boundaries of Canyonlands National Park and the Glen Canyon National Recreation Area with these provisions:

The State of Utah through its road commission shall be allowed to construct and maintain a highway to secondary standards as defined by the American Association of State Highway Officials within the corridors designated approximately on the attached map.

Secondary standards pertaining to alignment, curvature, and grade need not be adhered to if such a reduction in standards reduce significantly the impact of the road upon the terrain.

Nothing in these standards is meant to preclude either the Secretary of the Interior or the State Road Commission of Utah from constructing turnouts at scenic vistas.

The Secretary of the Interior has the right to construct and maintain markers and other interpretive devices typical of national park areas providing such markers do not violate current highway safety standards. The Secretary of the Interior also has the right to connect with such routes those park roads and trails as may be considered by him desirable.

Roads constructed within such corridors by the State Road Commission of Utah will be permanently kept open for general public travel.

The State Road Commission of Utah shall have full authority to regulate traffic and enforce the highway laws relating to highway use.

It is to be understood that the right-of-way will vest with the United States subject to the perpetual use of same as a public highway so

long as needed for said purpose as determined by the State Road Commission of Utah.

The State of Utah is cognizant of its duty and obligation to construct any such roads in an esthetic manner mindful of this great scenic heritage we enjoy.

Unless the average American gives up the freedom and mobility he enjoys from the use of his automobile, our responsibility to provide opportunities for recreation continues to grow at an ever-accelerating pace.

It is our desire to insure reasonable accessibility to our great recreational potential consistent with the preservation of this great non-depletable resource.

Thank you.

Senator Moss. We will make the map a part of the record inasmuch as it has been referred to so extensively.

Mr. HELLAND. Mr. Chairman, you will notice from the map that we put in the Capitol Reef Extension, and this is in order to show what system of roads look like. We thought we had better put them all in.

Senator Moss. It gives us the relationship of the Capitol Reef Monument, with the recreation area and the park that we are discussing. That will be marked so it will be identified with the language that we have here in your testimony.

Mr. HELLAND. I have two additional copies that I will leave with you.

Senator Moss. Just so we have one that we can keep with our records to refer to.

In your language, you say the State Road Department of Utah shall have full authority to regulate traffic and enforce the highway laws with respect to highway usage.

Does that include highways where they are passing within the recreation areas?

Mr. HELLAND. Yes. On some of these roads we will have maximum speed of about 35 miles per hour.

Senator Moss. I am sure the Park Services would probably have the State patrol the roads and relieve them of the burden.

Mr. HELLAND. I think the operations of the National Park Service are going to be concentrated in this area mostly down by the water. I do not think the National Park Service can afford to put patrolmen to patrol this road, and I think also that we have got to have a little control on the litter. I do not know how we will cure people of littering, but we have got to make an attempt.

Mr. CHURCH. The proposal is similar to the proposal we have now in the Capitol Reef Monument, inasmuch as we do patrol and maintain the highway within Capitol Reef Monument.

Senator Moss. There are roads for travelers through Flaming Gorge. Does the State highway patrol also patrol there?

Mr. HELLAND. I am sure part of our roads are within their area, and all of the State roads are controlled by the State, and controlled as to speed.

Senator Moss. It is a practical solution. These roads would be going in and out of the recreation and park area and the artificial area, and it would be difficult to knock off patrolling.

Mr. HELLAND. This section of Bullfrog Basin over in this area, we have two alternates we have been studying, and we have come to the one further downstream, and the upper one, access in there is difficult, and to say that this road destroys the wilderness as it affects the Escalante area is purely without foundation. It does make it available to many more people, and I am sure that the use of the Escalante area is wonderful for walking experience, and that will increase very rapidly when people get in and see what is down in there.

Now, I think we have an obligation, such as to the paraplegic from Vietnam, he is entitled to see a little of it, and if he cannot do it from his car, I think it is worthwhile to see it done.

Senator MOSS. The road crosses the Escalante high water mark?

Mr. HELLAND. Yes, and we think it will be down a little lower than that, because this is a rather difficult place to get in and down out of the canyon.

Senator MOSS. Is the terrain such that you can find the canyon, go down somehow so you would not have to make any great cuts?

Mr. CHURCH. There would be quite a cut going down.

Senator MOSS. What would you do with the material of your cut, where would you dump your material?

Mr. CHURCH. We would have to dispose of it in a way as we indicated in our testimony that would be compatible to the area.

Mr. HELLAND. I have a copy of the agreement covering Route 24 through Capital Reef which would be of use to the committee.

Senator MOSS. Fine. I thank you very much for your very fine report. (The copy of the agreement referred to above is in the appendix.)

Senator MOSS. Would you like to read Dr. Hewitt's testimony?

Mr. HELLAND. Yes, Mr. Chairman.

Senator MOSS. All right. Go right ahead.

STATEMENT OF WILLIAM P. HEWITT, DIRECTOR OF THE UNIVERSITY OF UTAH, UTAH, GEOLOGICAL AND MINERALOGICAL SURVEY, AND HOWARD R. RITZMA, PETROLEUM GEOLOGIST OF THE UTAH GEOLOGICAL AND MINERALOGICAL SURVEY

Mr. HELLAND. This is the report of Dr. Hewitt and of Howard R. Ritzman.

(The letter attached to Dr. Hewitt's statement follows:)

THE UNIVERSITY OF UTAH,
Salt Lake City, Utah, May 1, 1970.

HON. ALAN BIBLE,
Chairman, Parks and Recreation Subcommittee, The Senate Interior and Insular Affairs Committee, The U.S. Senate, Washington, D.C.

DEAR SENATOR BIBLE: The attached letter of report jointly signed by myself and Mr. Ritzma, Petroleum Geologist of the Utah Geological and Mineralogical Survey, briefly summarizes the large amount of information this organization has assembled on the giant deposit of oil-impregnated sandstone located in northeast Garfield and southeast Wayne Counties, Utah.

The possible conflict in land use between the mineral resource value of this land and the Glen Canyon Recreation Area as extended in SB 27 is briefly discussed.

Very truly yours,

WILLIAM P. HEWITT,
Director.

GENTLEMEN: Re Mineral value (oil-impregnated sandstone), proposed extension of Canyonlands National Parks (SB 26) and Glen Canyon National Recreation Area (SB 27).

This letter briefly summarizes the potential conflict of land use in a very large area west and northwest of the present Canyonlands National Park and Glen Canyon National Recreation Area where extensive additions to these reservations are proposed.

LOCATION AND DEFINITION OF THE PROBLEM

The area between the Dirty Devil and Colorado-Green Rivers in northeast Garfield and southeast Wayne Counties. Utah contains the largest oil-impregnated sandstone deposit in the United States. Until 1967 the deposit was little known to the petroleum industry or to the State.

Mapping and sampling began that year by the Utah Geological Survey developed the overall view that the numerous outcrops of oil-impregnated sandstone in the area were really part of one gigantic deposit, a "fossil" oil field larger than any known in the United States, and comparable to the giant oil fields of the Persian Gulf Region.

Proposed extension of the Glen Canyon National Recreation Area into the area of the deposit creates the potential conflict over land use summarized here.

GEOLOGY

The deposit is in the White Rim Sandstone of Permian age which was deposited along an ancient shoreline now folded around the northwest end of the Monument Uplift.

The eastward abrupt pinchout of this sandstone—forming the updip limit of the deposit was the seal or trap of the former oil field.

The oil field extended twelve or so miles downdip to a level where the oil trapped in the very porous sandstone floated on water.

Erosion by the Colorado River on the east breached the updip seal and permitted the gas cap and more volatile constituents of the oil to dissipate.

Erosion of the Dirty Devil River and tributary canyons on the west drained away the water drive on which the field floated. What remains is a giant reserve of heavy, viscous oil suspended in a porous sandstone at virtually zero pressure.

Geologic details of the sandstone pinchout and the breached oil trap are spectacularly exposed along the Orange Cliffs on the east, and the "fossil" oil-water contact can be seen in the walls of Hatch Canyon on the west.

Eight wells and about 20 core holes within the deposit furnish definitive data on the deposit's existence and extent where it is concealed beneath cover of younger rock formations.

SIZE OF DEPOSIT

Dimensions of the deposit are very impressive. The main deposit covers 203 square miles.

Thickness of the oil-impregnated sandstone ranges from a feather edge to more than 250 feet (probably more than 300 feet). The oil column in the deposit (or field) extends from +5800 feet (mean sea level) on the east to +4300 feet on the west, a total of 1,500 feet.

One core hole logged 240 feet of near total oil saturation of very porous sandstone, and thickness of more than 125 feet of oil saturated sandstone are common across the better known eastern half of the deposit.

Estimates of oil in place are as follows (rounded figures) :

Measured, 2.3 billion barrels.

Indicated, 3.8 billion barrels.

Inferred, 4.0 billion barrels.

Representative sections in the middle of the deposit contain 100 to 150 million barrels per square mile.

If the trap is completely full across the western part of the deposit where control is sparse, another 8.0 billion barrels could be present, bringing the total to 18.1 billion barrels.

Depth to the deposit ranges widely in the plateau, canyon and cliff terrain from a few to 1800 feet.

For comparison, recently discovered fields on Alaska's North Slope are thought to contain 10 to 25 billion barrels of oil.

The East Texas Field is rated at 7.5 billion, the Elk Hills (California) Naval Petroleum Reserve at 1.7 billion.

Numerous oil seeps and oil-impregnated outcrops in the area have inspired exploration efforts for nearly fifty years.

The first recorded well was drilled in 1924. Several hundred oil placer claims are known to exist in the area. As many as twenty core holes have explored the deposit, most drilled by major oil companies in the mid 1960's.

Eight unsuccessful deep test wells for oil have penetrated the shallow oil-impregnated White Rim Sandstone in the deposit areas.

DEVELOPMENT PROSPECTS

It is probably uneconomic to exploit this resource at present. However, techniques using combinations of heat, combustion, solvents, steam and the like to recover the oil are considered feasible; and it is almost certain that such techniques will be employed within this decade to develop oil-impregnated sandstone deposits, even those in remote areas and difficult terrain.

Almost all of the prospective land in the deposit is under lease. The status of the oil placer claims is not known. Some exploratory drilling was carried on in 1969 and more is expected in 1970.

LAND USE PRIORITY

The size of this energy resource, its value to Utah and its significance in national security and energy self-sufficiency is very great.

In considering the multiple use of the land overlying this deposit, timber, grazing, recreation and mineral (here oil-impregnated sandstone), the last is overwhelmingly the most important.

The unique nature of the mineral resource must be recognized. Usually the presence of mineral wealth is not readily apparent. It must be searched out, and it must be developed where found.

Mineral use of land must have priority over other uses, sequentially, simultaneously and in combination.

If not given this priority, the mineral resource is not discovered and not developed and so is wasted.

SUGGESTION—CANYONLANDS NATIONAL PARK

The boundaries of Canyonlands National Park should be drawn to avoid conflict with the deposit, and access to the deposit for exploration and exploitation should be explicitly guaranteed.

Elimination of Sections 12, 13 and 24, T. 3 IS, R. 16E from the park extension would more or less accomplish this.

SUGGESTIONS—GLEN CANYON RECREATION AREA

The eastern and best known part of the deposit falls within a very large proposed extension of Glen Canyon National Recreation Area.

Administration of this area purely for purposes of recreation could seriously hamper exploration for and production of the known energy mineral resource under these lands.

The intention of Congress that multiple use, particularly mineral related activity, be made of these lands should be explicit and emphatic.

Further extension of the Glen Canyon National Recreation Area or adjacent parks or possible monuments into the area of the deposit should be strenuously resisted.

A preferred status for these lands should be considered :

1. As a petroleum reserve administered by a qualified Federal agency in cooperation with the State.

2. As State of Utah lands subject to leasing by the Division of State Lands and regulations of the Division of Oil and Gas Conservation.

In view of the large amount of land, 250,000 acres or more, owed to Utah in the "lieu land" exchange, the area of this deposit would appear to be an excellent place for such exchange to be accomplished.

STATE LANDS WITHIN DEPOSIT AREA

We have calculated reserves of oil beneath State lands that would be engulfed by the westward and northwestward extension of the recreation area.

1. There are approximately 4820 acres of State lands in nine sections which are underlain by certain reserves of oil in this oil-impregnated sandstone deposit.

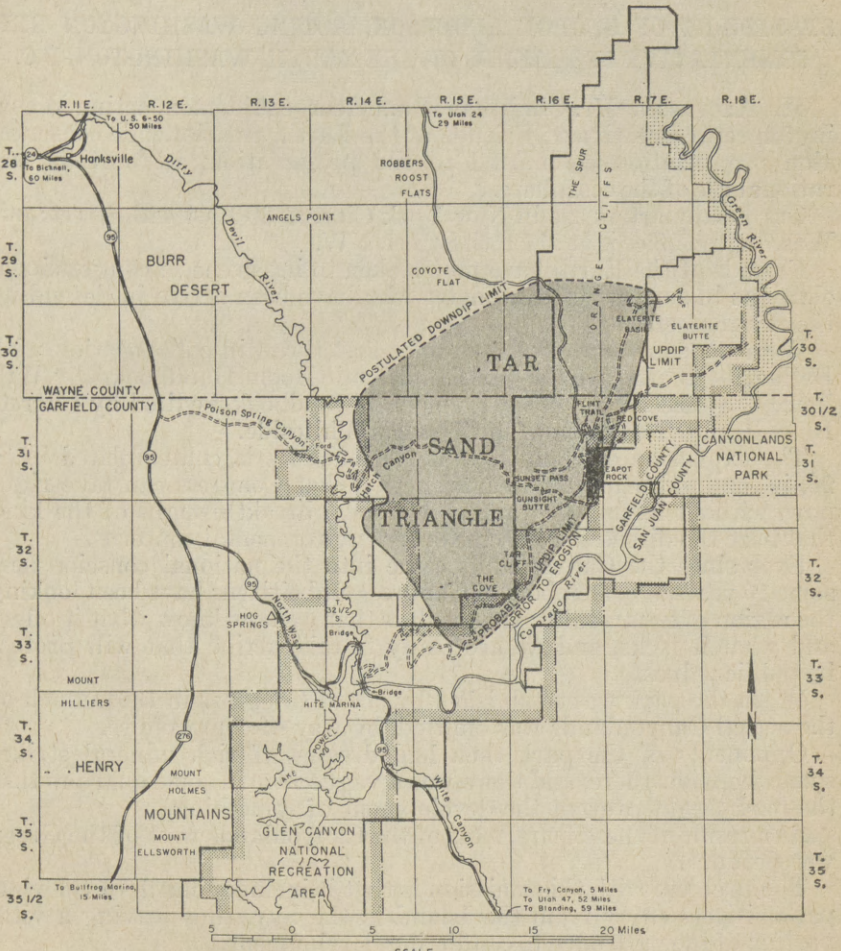
2. At conservative estimate there are 750.4 million barrels of oil in place beneath these lands, 688 million beneath the six sections in the heart of the deposit.

3. At conservative recovery rates, the oil recoverable from these lands could reach 357.4 million barrels. Assuming a value for this heavy oil of \$2.50 per barrel, the one-eighth royalty to the State of Utah could reach \$111,700,000.

Geologic and economic data herein is extracted from material presently in preparation as a Special Studies publication of the Utah Geological and Mineralogical Survey to be issued in 1970.

Respectfully submitted,

WILLIAM P. HEWITT,
 Director Utah Geological Survey.
 HOWARD R. RITZMA,
 Petroleum Geologist.



- EXPLANATION
- State Highway (paved or graded gravel)
 - Graded Road (occasionally maintained)
 - Ungraded Road (jeep trail)
 - Boundary Canyonlands National Park (January 1970)
 - Boundary Glen Canyon National Recreation Area (January 1970)
 - Proposed Park extension
 - Proposed Recreation Area extension and revision

Senator Moss. Thank you, Mr. Helland.

As I understand it, this Tar-Sand Triangle comes to 4,820 acres, and do you understand these men to suggest that you exercise your influence to secure this land in this area?

Well, we will have to look at that very carefully. Of course these are matters of estimates of deposits of petroleum, and it will become economically feasible to produce them, according to this report at sometime in the future, but that does pose a problem to be dealt with in this bill.

I appreciate your bringing that before us. Thank you, gentlemen.

Senator Moss. We will now hear from Mr. George Alderson, acting Washington representative of Friends of the Earth.

STATEMENT OF GEORGE ALDERSON, ACTING WASHINGTON REPRESENTATIVE OF FRIENDS OF THE EARTH, WASHINGTON, D.C.

Mr. ALDERSON. Mr. Chairman, I am George Alderson, acting Washington representative of Friends of the Earth, a nationwide conservation organization committed to the preservation, restoration and rational use of the ecosphere.

Our headquarters are in New York City, at 30 East 42d Street; our Washington office is at 917 15th Street, NW.

Friends of the Earth have undertaken to intervene in congressional elections in support of candidates who have been active in defending the environment.

We are also publishing books; the first three, in collaboration with Ballantine Books, are the "SST and Sonic Boom Handbook," by William A. Shurcliff, the "Environmental Handbook," edited by Garrett De Bell, and "Defoliation," by Thomas Whiteside.

The expansion of Canyonlands National Park, contemplated in S. 26, is the kind of environmental action that Congress can take right now, without having to wait for technical breakthroughs of the kind that haze the discussion in some other environmental concerns.

Ever since the Canyonlands came into the national consciousness some 10 years ago, members of Congress and citizens have been looking the region over carefully; the result is that we now know what it offers and what it lacks, and we are ready to take action that will protect its public values.

When the park was established by act of Congress in 1964, much of the actual Canyonlands was omitted, by way of compromise.

Opponents of the park then had dreams of rich mineral strikes somewhere out there, and there was a vague fear in some quarters that the park might prevent the development of something.

As a result of these fears, most of the Canyonlands west of the Green were left out.

The problem with this omission is that it included much of the view park visitors enjoy from the Island in the Sky, thus leaving a vital portion of the park open to conflicting development.

S. 26 moves to protect the western part of the Canyonlands by adding the Maze. It also adds the remainder of Lavender Canyon, an additional strip of land along the north boundary of the park, and a separate unit to take in Horseshoe Canyon, where Indian pictographs are found.

Even S. 26, however, leaves the job unfinished, because it does not include all of the land west to the Orange Cliffs.

Friends of the Earth recommend that the bill be amended to give full park protection to this part of the Canyonlands, as has been outlined by Mrs. Viavant.

In view of the extensive studies devoted to the Canyonlands over the past decade, it is no longer reasonable to deny full protection to this region.

The pipe dreams of mineral potential simply have not panned out.

We cannot afford to omit this tract from the park and let it be marred.

Friends of the Earth also recommend that the entire Horseshoe Canyon be incorporated into the park, as proposed by the Wasatch Mountain Club and the Sierra Club.

In addition, we support the amendment to provide for a 2-year wilderness review procedure for the entire Canyonlands National Park.

The same procedure, written into the North Cascades National Park Act, is working already; the National Park Service has announced field hearings for next month as the outgrowth of that provision.

Other national parks, in contrast, are being neglected as far as wilderness studies go. The Park Service has fallen far behind schedule.

Canyonlands cannot afford to fall victim to these delays. Its wilderness is still largely intact, and that wilderness should be studied promptly and recommendations submitted to Congress while there is still a choice as to which areas can be protected as wilderness.

Friends of the Earth will be pleased to support S. 26 with these amendments.

This legislation should be a milestone in the conservation of the Canyonlands.

Senator Moss. Thank you very much.

(Mr. Alderson's statement on S. 27, and an article from American Forests are in the appendix.)

Senator Moss. We will now hear from Mr. Clifton R. Merritt, director of Field Services, The Wilderness Society.

You have a statement on each of the bills, is that correct?

Mr. MERRITT. That is correct.

Senator Moss. Which one are you going to do first?

Mr. MERRITT. My first statement will be on bill S. 26.

STATEMENT OF CLIFTON MERRITT, DIRECTOR OF FIELD SERVICES FOR THE WILDERNESS SOCIETY

Mr. MERRITT. Mr. Chairman, I am Clifton Merritt, director of Field Services for the Wilderness Society, with headquarters at our western regional office in Denver, Colo.

The Wilderness Society is a national conservation organization of some 60,000 members who seek through educational means to assure for the American people the benefits of an enduring resource of wilderness.

It is a pleasure for me to appear before you today in enthusiastic support of S. 26, a bill to expand the boundaries of Canyonlands National Park in southeastern Utah.

We join with Utah's conservation organizations and other public-interested groups in endorsing this legislation.

I have visited Canyonlands on a number of occasions, and many of our members and cooperators have spent even more time within its boundaries and in undeveloped contiguous areas.

The Wilderness Society sponsors a number of backpacking trips each year into the park and nearby wildlands.

The trip participants, who come from all over America, are excited about this largely roadless slick rock country.

With a mild climate in the spring and the fall, it offers unique and magnificent wilderness adventure at times when higher mountain wilderness is usually blanketed in snow.

Our people have viewed the four areas which would be added to the park by S. 26, and they are enthusiastic about their inclusions.

These include the Maze, the North Border area, Lavender Canyon, and Horseshoe Canyon.

In all, they would add approximately 100,000 acres to the park and greatly enhance its natural and historical values.

The Maze encompasses a labyrinth of colorful canyons and eroded geological forms, some of which still await the first visit of the white man. It is a veritable wilderness of its own and a valuable addition to Canyonlands.

Lavender Canyon and Horseshoe Canyon contain some of the most important Indian pictograph galleries of America. These rare works of a long-ago culture deserve the protection that park status will provide.

The north border area when added to the park will provide lands for administrative purposes and development needs, for a park entrance road, scenic protection, overlooks, parking area and visitor stations.

Its addition would reduce the necessity of developing the more magnificent wild places in Canyonlands which should surely be given wilderness protection.

This brings me to the point of my concluding comments. Canyonlands is one of the great national parks created after the Wilderness Act of 1964. Its superb wild country is not now subject to review and classification under that act.

As you, Senator Moss, so well pointed out, in the Subcommittee on Parks and Recreation in July of 1968, this exception should be changed.

The Wilderness Society strongly endorses your previous excellent suggestion that Canyonlands National Park be given a wilderness review in accordance with the procedures of the Wilderness Act.

This should include, as well, the four areas proposed here for addition to the Park.

A provision similar to that contained in the North Cascades National Park legislation, requiring the Secretary of the Interior to review and recommend within 2 years from passage of S. 26 as to the suitability or unsuitability of the land within Canyonlands National Park for preservation as wilderness, would, in our opinion, effectively take care of this situation.

To summarize, the Wilderness Society is pleased to join with Utah's conservation groups and other public-interested organizations in enthusiastic support of S. 26 to enlarge Canyonlands National Park.

We also strongly support the excellent suggestion that the park be made subject to wilderness review in accordance with the Wilderness Act.

Thank you for the opportunity to comment on this much-needed legislation.

Senator Moss. Thank you very much for that statement on S. 26, and your recommendation, which I think is very pertinent, is for approval.

You concur that we include a requirement to make a review for wilderness preservation.

Mr. MERRITT. Recognizing the importance, the Wilderness Society has given strong support through the years to protect our parks and recreation areas, thus on behalf of the society, I am glad to join with other conservation groups here today in this endorsement of S. 27 to establish the Glen Canyon National Recreation Area in Utah and Arizona. We also recommend certain amendments to which I will refer later.

This legislation is needed not only to provide for public outdoor recreation use of Lake Powell and nearby lands, but also to preserve important scenic, scientific, and historic features which contribute to the public enjoyment of the area.

Hundreds of thousands of American citizens are already visiting this region for boating, water skiing, swimming, fishing, hunting, and other outdoor sports.

S. 27 would establish the recreation area by statute, assure its continued existence, and provide for its proper management in the public interest.

The dam and impoundment eliminated the pristine Glen Canyon and its special type of recreational opportunities and provided for a variety of more intensive recreational uses.

While we may mourn the loss of the undisturbed canyon, we cannot reestablish the natural scene where now lap the waters of a huge multipurpose reservoir.

By amendment of the proposal before us today, however, we can still give protection to the last remaining nationally significant wilderness resource in this famed region.

I refer to the wild Escalante country. It is a miniature replica of the Glen Canyon that too many citizens never knew.

The Escalante area is presently under the jurisdiction of the Bureau of Land Management.

I have visited parts of the area, and it is truly magnificent scenically, as well as recreationally.

Its colorful narrow canyons provide excellent opportunities for hikers, backpackers, and nature lovers to enjoy their favorite outdoor pastime.

Its paramount value appears to be for wilderness purposes. It is little enough to set aside for this use. At the same time, it will assure an even greater variety of recreational opportunities in the Glen Canyon region for present and future Americans.

The Wilderness Society, therefore, supports the recommendation of the Sierra Club and other conservation groups in Utah that is approximately 200,000 acres of the Escalante area, as shown on the map which I will submit with a copy of my written statement, be

included in the Glen Canyon National Recreation Area, and that appropriate provision be made for a wilderness review of the Escalante area by the Park Service within 2 years from enactment of this legislation.

Thank you.

Senator Moss. Thank you, Mr. Merritt. You and the Wilderness Society concur generally with the testimony that Mrs. Viavant gave for the Sierra Club and the other conservation groups regarding the Escalante land area.

Thank you very much.

(Mr. Merritt's statement on S. 27 is in the appendix.)

That concludes our witnesses for today, and I think that we have compiled a rather good record.

We have some conflicts obviously to be resolved within the committee. I want to assure all of the witnesses that we will consider carefully and thoughtfully, the recommendations made. The information that has been submitted has been thoughtfully considered by all who presented it. We have the materials to work with. We will try to get down to work.

The record will be open for at least a week to allow for those who have other data to submit. It is also open to the witnesses who testified. For example, if somebody who testified early in the hearing thinks he has an answer or clarification to something that was said by a later witness, be permitted to submit a letter in writing to that particular point.

That will enable us to consider everybody's viewpoint. I thank you all for staying. It has been a long hearing today. We usually try to finish in the forenoon, but we are under such a pressure of time that we wanted to go right through today and complete the record.

The hearing is now adjourned.

(Whereupon, the hearing was adjourned at 4 p.m.)

APPENDIX

(Under authority previously granted, the following communications were ordered printed in the hearing record.)

STATEMENT OF CLIFTON R. MERRITT, DIRECTOR OF FIELD SERVICES, THE WILDERNESS SOCIETY

Mr. Chairman and members of the committee: I am Clifton Merritt, Director of Field Services for the Wilderness Society. My headquarters are in our western regional office in Denver, Colorado.

The Wilderness Society is a national conservation organization of some 60,000 members who are primarily interested in securing through educational means the benefits of an enduring wilderness resource for the American people.

Recognizing their importance to the recreational needs of our Nation, The Wilderness Society also has given strong support through the years to the proper establishment of parks and recreation areas.

Thus, on behalf of the Society, I am glad to join with representatives of other conservation groups here today in endorsement of S. 27 to establish the Glen Canyon National Recreation Area in Utah and Arizona. We also recommend certain amendments to which I will refer later.

This legislation is needed not only to provide for public outdoor recreation use of Lake Powell and nearby lands, but also to preserve important scenic, scientific, and historic features which contribute to the public enjoyment of the area. Hundreds of thousands of American citizens are already visiting this region for boating, water skiing, swimming, fishing, hunting and other outdoor sports. S. 27 would establish the recreation area by statute, assure its continued existence, and provide for its proper management in the public interest.

The dam and impoundment eliminated the pristine Glen Canyon and its special type of recreational opportunities and provided for a variety of more intensive recreational uses. While we may mourn the loss of the undisturbed canyon, we cannot re-establish the natural scene where now lap the waters of a huge multi-purpose reservoir.

By amendment of the proposal before us today, however, we can still give protection to the last remaining nationally significant wilderness resource in this famed region. I refer to the wild Escalante country. It is a miniature replica of the Glen Canyon that too many citizens never knew. The Escalante area is presently under the jurisdiction of the Bureau of Land Management.

I have visited parts of the area, and it is truly magnificent scenically, as well as recreationally. Its colorful narrow canyons provide excellent opportunities for hikers, backpackers and nature lovers to enjoy their favorite outdoor pastime. Its paramount value appears to be for wilderness purposes. It is little enough to set aside for this use. At the same time, it will assure an even greater variety of recreational opportunities in the Glen Canyon region for present and future Americans.

The Wilderness Society, therefore, supports the recommendation of the Sierra Club and other conservation groups in Utah that approximately 200,000 acres of the Escalante area, as shown on the map which I will submit with a copy of my written statement, be included in the Glen Canyon National Recreation Area, and that appropriate provision be made for a wilderness review of the Escalante area by the Park Service within two years from enactment of this legislation.

Thank you.

STATEMENT OF GEORGE ALDERSON, ACTING WASHINGTON REPRESENTATIVE, FRIENDS OF THE EARTH

Mr. Chairman, I am George Alderson, acting Washington representative of Friends of the Earth, a nationwide conservation organization committed to the preservation, restoration and rational use of the ecosphere. Our headquarters are in New York City at 30 East 42nd Street; our Washington office is at 917 Fifteenth Street, N.W. Friends of the Earth, through its League of Conservation Voters, has undertaken to intervene in Congressional elections in support of candidates who have been active in defending the environment. We are also publishing books. The first three, in collaboration with Ballantine Books, are the SST and Sonic Boom Handbook, by William A. Shurcliff, The Environmental Handbook, edited by Garrett De Bell, and Defoliation, by Thomas Whiteside.

Friends of the Earth support the concept of giving legislative authority to the Interior Department to conserve and protect the Glen Canyon region within the Glen Canyon National Recreation Area. The area has long been considered and excellent candidate for national park status, and was actually proposed as a national park under Harold Ickes' regime. The Ickes proposal got nowhere, and Glen Canyon dam later intervened, drowning many of the places that had distinguished the region, and making the area ineligible for protection under the long-standing national park criteria.

More recently, however, the national recreation area category has been developed. If properly established and enforced, a national recreation area can do an admirable, if incomplete, job of protecting the remnants of the primeval Glen Canyon. We therefore support legislation to establish Glen Canyon National Recreation Area by statute. If modified by strengthening amendments, and the boundary changes we shall suggest, S. 27 will go a long way toward insuring that the public values of the Glen Canyon area will always be available intact, for the nation's benefit.

The first of the additions we recommend is in the Escalante River watershed. The boundaries of S. 27 already include a major part of the Escalante canyon country; the rest should be taken in at this time and given the protection of the national recreation area. Friends of the Earth endorse the specific boundary proposals submitted by the Wasatch Mountain Club and the Sierra Club. The scenic and wilderness qualities of this region are described in my article, "Another Look at Glen Canyon," from American Forest magazine of March 1969. I ask that the article be included in the record at the conclusion of my statement.

The entire Escalante area thus placed within the national recreation area should be protected essentially as wilderness until the National Park Service can complete its wilderness studies and submit recommendations to Congress on those lands meriting incorporation into the National Wilderness Preservation System.

The road proposal currently under consideration by the Utah State Department of Highways, involving a route across the Escalante river in an area that is now wild, exemplifies the hasty planning that threatens to impair the basic, wildland values of the Glen Canyon region. The problem is simply this: that road planning has been proceeding apace, while little or no consideration is being devoted to the process of adding parts of the Escalante country to the National Wilderness Preservation System. S. 27 will make the area eligible for consideration in this context. The bill also should be amended to insure that wilderness studies will occur before a decision is reached on any road projects. Such an amendment can be patterned after the language in the North Cascades National Park Act, providing for a two-year review procedure and a report back to Congress.

The second area we recommend be added to the national recreation area is in the area of Beef Basin and Fable Valley. Much of this land was originally proposed as part of Canyonlands National Park, and it still is intended to serve as an access route into the park. Friends of the Earth believe that management and protection of this tract should be unified with management of the park proper by placing the land under National Park Service administration.

In summary, Friends of the Earth support S. 27 with the addition of much of the Escalante watershed and the Beef Basin area, and with an amendment to provide for a two-year wilderness review process for the entire national recreation area.

ANOTHER LOOK AT GLEN CANYON

(By George Alderson)

[From American Forests, March 1969]

The measure of Glen Canyon's importance is that in few places could so great a loss leave so great a remnant. Glen Canyon dam, built to generate electric power, spelled the loss of the living, powerful Colorado River that made the canyon, the end for the river's own wildlife and hospitable beaches and for the rock tapestries and the glens for which John Wesley Powell named the canyon. The epitaph of these natural elements is in the name of Glen Canyon National Recreation Area in southeastern Utah.

Instead of the intimate grandeur of the wild canyon and its moving river, there is now a broad highway of still water in Glen Canyon. Like a scenic highway on land, Lake Powell can give a certain kind of recreation to large numbers of people, who in motor vehicles can disperse themselves throughout a large area in a short period of time. This reservoir recreation, like a highway trip, emphasizes macro-scenery—the major, obvious landforms and color patterns—and depends on readily available supplies of gasoline and groceries.

Since the wild, undammed canyon became known to the public too late to be saved, it is clearly appropriate that the reservoir be used as a recreation area, rather than solely for the purpose it was built to serve. But Lake Powell, of which Virgil Fischer has written in detail (AMERICAN FORESTS, November 1968), is only one of many features in the Glen Canyon region that are little known but nationally significant.

The mountains and canyons surrounding Glen Canyon are among the wildest, most varied, and most beautiful in the country. Of course, this is so true of southeastern Utah as a whole that someone once half-jokingly said this half of the state should have been a national park. The region immediately bounding Lake Powell stands out even amid this wealth. In the 1930's Secretary of the Interior Harold Ickes did propose an Escalante National Monument of 1,280,000 acres, including Glen Canyon and a stretch of the Colorado River all the way from the mouth of the Green River south to the Arizona state line. World War II interrupted the progress of that idea, and then in the 50's authorization of the dam put an end to the possibility of any national park embracing the Glen Canyon heartland.

Some of the tributary drainages, however, still rest untrammelled, unknown, awaiting discovery by the people. How the land here survives the impact of that discovery will depend on what Congress, the natural resources agencies and the concerned public do in the next four years. We can come with bulldozers and pavement, blasting our way into these wild remnants, or we can approach them with the care and the love of a people that respects and values its last wilderness.

Perhaps the finest wildland tract is that centering on the Escalante River, one of the larger tributaries of Glen Canyon. A half-million-acre *de facto* wilderness, it is bordered to three sides by roads, on the fourth by Lake Powell. Within this almost forgotten land lies most of the Waterpocket Fold, a long monocline laced with canyons and potholes, and a prominent, majestic feature in scenic vistas tourists now enjoy throughout the region.

The Escalante River and its tributaries have some of the characteristics of the wild Glen Canyon—high, water-streaked redrock cliffs, the ageless architecture of rock cut by water and sand, the ever-present cottonwoods and willows, the beaver, deer, and mountain lions that find sanctuary in this rockbound solitude. In the Escalante country you walk sandy streamcourses such as Coyote Creek, worn deep in the Colorado Plateau. You admire the changing sky through an overhead window framed by rock walls. In this world apart you find ferns, violets, and mimulus flourishing, while as little as twenty feet above the stream only cactus and drought-hardy plants exist. Davis Gulch takes you through a narrow skylless passage where the two walls overlap between ground and sky, and thence into a vast amphitheater where you bask in the warm sun.

These are things no road—on water or on pavement—will ever show you. Like the beauty of clean, white sand, the wildness of Escalante can't be captured by brute force; trying, you lose it between your clenched fingers. Aldo Leopold wrote, "Man always kills the thing he loves, and so we the pioneers have killed our wilderness." Can we of the 1960's exercise a new sensitivity, new wisdom, and let the Escalante remain as it is, for man to visit but not shackle?

The *de facto* wilderness of the Escalante country is all on federal land, part administered by the Bureau of Land Management, part by the National Park Service in Glen Canyon National Recreation Area. How would you like your Escalante Canyon country? The question will have to be answered soon because the Utah State Department of Highways has proposed a new road across the Escalante wilderness, from Bullfrog Basin to the Hole-in-the-Rock road, to be built partially with federal funds from the Economic Development Administration. Road proponents say the road would "open up" the Escalante country to the public and stimulate the local economy with an injection of tourist dollars. Others say the road would merely hurry tourists through, enabling more and more people to see less and less. It is doubtful, they say, whether a significant recreational purpose would be served by building a shortcut connecting two reservoir access developments—the existing one at Bullfrog Basin and a projected one near Hole-in-the-Rock—when all of southeastern Utah, from Canyonlands to Zion, beckons to the tourist. Even from an economic standpoint there is questionable wisdom in luring traffic away from the only nearby towns of Escalante and Boulder, as the proposed road would seem to do.

Some residents, concerned that the Escalante country not be needlessly sacrificed and conscious that tourists want to visit the nationally known scenic points in the region, have proposed a new Canyon Country Parkway to give motorists access to a greater variety of scenery without requiring any new construction in the wild back-country. The proposal, made by the Wasatch Mountain Club, calls for designation (and improvement, in places) of existing highly scenic roads and highways, some of them largely unknown and unpublicized, as a parkway linking Lake Powell with two national forests, nine state parks, three national parks, five national monuments, and six or more Bureau of Land Management recreation sites—from Arches National Monument on the north to Zion National Park on the south. Instead of connecting access points on Lake Powell, each of which clearly will attract capacity crowds without any help, the Canyon Country Parkway would put people in touch with the land throughout an expensive and diverse region, without crowding them together at congested lakeshore developments.

The parkway proposal will certainly be considered by BLM Director Boyd L. Rasmussen during the next few months as he takes up the results of BLM resource studies currently under way in the Escalante Canyon-Waterpocket Fold area. If Rasmussen rejects the Utah state road proposal in favor of protecting the Escalante country, he could then establish a primitive area to give it permanent protection as wilderness under authority of the Classification and Multiple Use Act. The National Park Service has already announced its intention of studying the wilderness potential in the National Recreation Area. The result could well be a wilderness overlapping the formal boundary line between BLM and Park Service lands.

The hitch is that the road bug dies hard in Utah. Highway construction figures as a major industry, and new roads are viewed by small towns as the sure way to pull the tourist dollar in. Road-building sentiment is so strong that Utah's U.S. Senator Frank E. Moss has even urged five to sevenfold expansion of roads in the national parks, citing Shenandoah, Yosemite, and Yellowstone as particularly needy cases.

Faced with this attitude, the BLM and National Park Service clearly will have to count on a vigorous expression of support from around the country if wild places like the Escalante canyon country are to be kept wild. If the people will it, recreation can be provided in quantity on Lake Powell and on a Canyon Country Parkway, and at the same time wilderness and its pervasive values can always be provided within this great remnant of the wild Glen Canyon region.

RESOLUTION OF BOARD OF COMMISSIONERS, SAN JUAN COUNTY

Resolution adopted by the Board of Commissioners, of San Juan County, a body corporate and politic of the State of Utah on this 27th day of April, 1970.

Whereas, the Counties of San Juan, Garfield, and Kane, are within the State of Utah, are classified and known as economically depressed areas; and

Whereas, practically all of Lake Powell and the Glen Canyon National Recreation area are located in the State of Utah and contiguous to the above named Counties, but said Counties and the State of Utah have not benefited economically

to the extent reasonable and possible because of the lack of good roads providing access to and by Lake Powell and the Glen Canyon National Recreation Area ; and

Whereas, over ninety per cent (90) of the area of the above named Counties are public lands and less than ten per cent (10) of the land and land resources in said Counties are owned privately; and

Whereas, the closest communities and private land in said counties are many miles from Lake Powell and Glen Canyon National Recreational area ; and

Whereas, the people of said San Juan, Garfield and Kane Counties believe that in order to provide for the reasonable and full benefits and for the enjoyment of all visitors to Lake Powell and Glen Canyon National Recreational area and to secure necessary and reasonable economic benefits for the State of Utah and the above named Counties and the people residing therein, that highway right-of-way corridors as proposed by the Utah State Department of Highways be established and that suitable areas of adequate size be reserved in each of the said San Juan, Garfield and Kane Counties and made available for sale to private interests for development as resort, commercial, industrial, and residential communities : Now therefore be it

Resolved, That the Board of Commissioners of San Juan County, State of Utah hereby favor and request that highway right-of-way corridors as proposed by the Utah State Department of Highways be established, and that suitable areas of adequate size be reserved in each of the said San Juan, Garfield, and Kane Counties and made available for sale to private ownership for development as resort, residential, commercial and industrial communities.

MARION H. HAZLETON, *Chairman*,
CALVIN BLACK, *Member*,
HAROLD C. YOUNG, *Member*,
Board of Commissioners.

RESOLUTION OF BOARD OF COMMISSIONERS, GRAND COUNTY

Whereas, the Board of Commissioners of Grand County favor an overall coordinated plan for the development of Highways in the State of Utah, and

Whereas, scenic and recreational roads must be a part of this plan if we are to reap the highest benefits from tax dollars spent on roads : Now, therefore, be it

Resolved, That the Board of Commissioners of Grand County, State of Utah, endorse efforts being made by the State Road Commission of Utah to evolve a statewide scenic highway and recreational road program and endorse efforts to gain corridors for the State of Utah through federal recreational reservations.

Commissioner Ralph J. Miller, Sr. moved the passage of the Resolution. It was seconded by Commissioner Fred Beyeler, and adopted by the following vote :

Commissioner Ralph J. Miller, Sr. (yes).

Commissioner Mars Pope (yes).

Commissioner Fred R. Beyeler (yes).

Dated this 1st day of May, A.D. 1970.

RALPH J. MILLER, SR., *Chairman, Grand County Commissioners, State of Utah.*

Attest :

BARBARA DOMENICK, *Clerk.*

RESOLUTION OF BOARD OF COMMISSIONERS, WAYNE COUNTY

Whereas, the Board of Commisisoners of Wayne County favor an overall coordinated plan for the development of highways in the State of Utah, and

Whereas, scenic and recreational roads must be a part of this plan if we are to reap the highest benefits from tax dollars spent on roads : Now, therefore, be it

Resolved, That the Board of Commissioners of Wayne County endorse efforts being made by the State Road Commission of Utah to evolve a statewide scenic highway and recreational road program and endorse efforts to gain corridors for the State of Utah through federal recreational reservations.

DON W. PACE, *Chairman, Wayne Commissioners.*
REED BRIAN, *Wayne Commissioners.*

RESOLUTION OF GOVERNOR'S ADVISORY COUNCIL ON LOCAL AFFAIRS, STATE OF UTAH

Submitted for consideration and testimony at the Senate Hearings to be held May 5 and 6, 1970, on the establishment of the Glen Canyon National Recreation Area, we, the undersigned members appointed to the Governor's Advisory Council on Local Affairs in the State of Utah, assembled in session on the 29th day of April, 1970, adopted the following Resolution Statement:

Whereas, we, as elected officials in the State of Utah, have a shared responsibility to the public to act responsibly on their behalf and make decisions in concert with the dictates of our best judgment concerning statewide interests and issues; and

Whereas, decisions are pending regarding the creation of the Glen Canyon National Recreation Area which will have a profound affect on the people of the State of Utah and in particular the Counties of San Juan, Garfield, and Kane which are classified as economically depressed areas; and

Whereas, practically all of Lake Powell and the Glen Canyon National Recreation Area are located in the State of Utah and contiguous to the foregoing named counties, but said counties and the State of Utah have not benefited economically to the extent reasonable and possible from these unique natural attributes, due to the lack of adequate access routes; and

Whereas, the scenic and recreational attractions are not in close proximity to any existing communities or privately owned development facilities: Now, therefore, be it

Resolved, That the Governor's Advisory Council on Local Affairs requests that reasonable and adequate highway right-of-way corridors, as proposed by the Utah State Department of Highways, be allowed within the area, and that in order to maximize the possible multiple use benefits for the State of Utah associated with this area that suitable sites of adequate size be reserved, under control of the State and local authority, to carry out proper and orderly development by private organizations for resort, commercial, industrial, and residential purposes: be it further

Resolved, That Commissioner Calvin Black, member of the Honorable Board of County Commissioners of San Juan County, is hereby delegated to present this resolution on our behalf to be entered on record at said Senate Hearings to be held on May 5 and 6, 1970, in Washington, D.C.

Stanley Roberts, Utah County; Oscar Hanson, Jr., Salt Lake County; Albert Bott, Weber County; Stanley Smoot, Davis County; William Burton, Box Elder County; Alton Gadd, Juab County; Ivan Matheson, Iron County; Marion Hazelton, San Juan County; Victor Wilkins, Uintah County; Edward Yack, Roosevelt City; William Dunn, Murray City; Richard Chambers, Logan City; George Catmull, Salt Lake City; Marion Bowler, St. George City; Leslie Anderson, Manti City; Walter Maynard, Price City; Verl Dixon, Provo City; Calvin Packard, Springville City; Karl MacFarlane, Ogden City.

COOPERATIVE AGREEMENT BETWEEN THE STATE OF UTAH AND THE UNITED STATES

This cooperative agreement, made this 16th day of May 1961, by and between the State of Utah, acting through the State Road Commission and the United States of America, acting through a duly authorized officer of the Department of the Interior, hereinafter called the "Secretary", under and pursuant to the act of Congress of August 25, 1916 (39 Stat. 535), and under and pursuant to the authority conferred by statute upon the State Road Commission of the State of Utah.

Witnesseth that:

Whereas, the Federal Government has undertaken the development and protection of the Capitol Reef National Monument in Utah, established by proclamation of the President on August 2, 1937 (50 Stat. 1856), and

Whereas, the Department of the Interior through a cooperative arrangement with the Bureau of Public Roads has funds available for the construction of a highway approximately 5.76 miles in length extending from the East boundary of Capitol Reef Monument at a point approximately 1/8 of a mile north of what would be, if surveyed, the southeast corner of section 17, T. 29 S., R. 7 E., SLM, thence adjacent to and along the meander of the Fremont River through

sections 20-19, and 18 of the same township and range. Thence, still following the general route of said river, it goes through sections 24, 13 and 14 of T. 29 S., R. 6 E., SLM, through the small settlement of Fruita, Utah, going generally north of Sulphur Creek ending in the NW $\frac{1}{4}$ of Section 15, T. 29 S., R. 6 E., SLM, said highway to be a realignment and improvement of part of Utah State Route No. 24, and

Whereas, the construction and maintenance of said highway is essential for the proper development of Capitol Reef National Monument and is necessary for the accommodation of public travel between U.S. Highway 50 in the vicinity of Green River, Utah, and U.S. Highway 89 in the vicinity of Richfield, Utah;

Now, therefore, in consideration of the premises and of the several promises to be faithfully performed by each as hereinafter set forth, the State of Utah and the Secretary do hereby mutually agree as follows:

ROAD EMBRACED IN PROJECT

Article I. This cooperative agreement covers the construction and maintenance of that portion of Utah State Route 24 which is within the boundaries of Capitol Reef National Monument, Utah, extending from Engineer's Station 1398 + 80 at the East boundary line of Capitol Reef National Monument in a westerly direction approximately 5.76 miles to Engineer's Station 1703 + 00 approximately 1.1 miles above the confluence of Sulphur Creek and the Fremont River and is identified on the Route map appended hereto and more specifically described in the plans, specifications and estimate, which plans, specifications and estimates are on file in Superintendent's Office, Capitol Reef National Monument.

CONSTRUCTION

Article II. The Secretary will construct or cause to be constructed to final completion said project in strict compliance with the plans, specifications and estimate made a part hereof and in accordance with Federal act or acts amendatory thereof or supplemental thereto, and the regulations promulgated by the Secretary and subject to the following conditions:

(a) The construction work on this project will be performed by contract.

(b) Any minor changes in grade alignment or drainage structures made necessary due to unforeseen conditions or made desirable by conditions developing during the progress of the work may be made by the Secretary or his authorized representative.

(c) The work covered by this agreement will be undertaken as promptly as may, in the opinion of the Secretary, be in the interest of the State and the Federal governments and will be carried to completion with all reasonable speed.

FUNDS

Article III. Funds for the construction of the highway to be undertaken are completed under this agreement have been provided as follows:

By the Secretary, approximately \$900,000.00.

MAINTENANCE

Article IV. The State of Utah through its Road Commission will assume the responsibility of all repair and maintenance of the road, roadbed and shoulders within the right-of-way from the date of the acceptance by the Bureau of Public Roads of the surfacing contract. The State of Utah through its Road Commission will assume the responsibility of all repair and maintenance of the road, roadbed and shoulders including all highway and drainage structures within the road prism together with the turnouts and parking areas constructed as a part of the initial project, as a part of the State highway system. The Secretary reserves the right to construct and maintain markers and other interpretive devices typical of National Park areas, and to connect with the completed road such park roads and trails as may be considered by him desirable to construct across the Monument lands.

RIGHT-OF-WAY

Article V. The right-of-way over private land upon which to construct the highway will be procured by and at the expense of the Secretary. The remainder of the right-of-way will be over lands of the United States reserved for the

purposes of Capitol Reef National Monument. It is the understanding of the parties to this agreement that the right-of-way will vest in the United States, subject to the perpetual use of same as a public highway so long as needed for said purpose as determined by the State Road Commission.

ABANDONMENT OF PRESENT ROUTE

Article VI. It is further understood that when the new road is completed as provided in Article I and Article II of this agreement, the State of Utah will vacate and abandon the existing portions of State Route No. 24 which is replaced by the new route within the boundaries of Capitol Reef National Monument that is, from the west terminus of the new route southeasterly to the east boundary of the Monument in Capitol Gorge; and that the existing road will be closed at the point where it crosses the east boundary of the monument. The new route will be permanently kept open for general public travel and no fees or tolls shall be collected for such use.

CONTROL OF HIGHWAY USE

Article VII. The State Road Commission shall have full authority to regulate traffic and enforce the Utah laws relating to highway use on the newly constructed route.

In witness whereof, the parties hereto have affixed their signatures and official seals, the State of Utah on the day and year first above written and the Secretary on the 16th day of May, 1961.

Utah State Road Commission :

C. T. BURTON,
Director of Highways.
CLARENCE J. ALLRED, *Secretary.*

Attest :

U.S. Department of the Interior :

THOMAS J. ALLEN,
Regional Director, Region 3, National Park Service.

UTAH MINING ASSOCIATION,
Salt Lake City, Utah, May 5, 1970.

Hon. FRANK E. MOSS,
Chairman, Parks and Recreation Subcommittee, Senate Committee on Interior and Insular Affairs, New Senate Office Building, Washington, D.C.

DEAR SENATOR MOSS: The Utah Mining Association takes this opportunity to comment on Senate Bills 26, 27, 531 and 532, on which we understand your Subcommittee will conduct hearings in Washington during May, 1970. We respectfully request that these comments be made a part of the record of the hearings.

These four bills deal variously with the establishment, extension and boundary adjustment of the Canyonlands National Park, the Glen Canyon National Recreation Area and the Capitol Reef and Arches National Monuments, based primarily upon maps and studies prepared by the National Park Service.

Considering that the total area involves about 2,533,913 acres, mostly in the State of Utah and in the Four Corners region which is known as an economically depressed area, we believe that action on this matter by Congress should be deferred. We strongly recommend that before the boundaries of these single-use areas are established, in-depth studies be undertaken by the U.S. Geological Survey and the Bureau of Land Management, in conjunction with appropriate state agencies, to arrive at a complete inventory of resources in these lands. From such studies of resources can be determined the best balance of esthetic and economic values to guide land classification and the establishment of parks and recreation areas to best serve all of the needs of the nation and its people.

Thank you for allowing us to comment on this matter.

Respectfully yours,

PAUL S. RATTLE, *Manager.*

RESOLUTIONS OF FIVE COUNTY ORGANIZATION

RESOLUTION NO. 1

Resolution adopted by the Five County Organization, of Garfield, Kane, Beaver, Iron, and Washington Counties, a body corporate and politic of the State of Utah on this 1st day of May 1970.

Whereas, the Counties of Garfield, Kane, Beaver, Iron, and Washington, are within the State of Utah, are classified and known as economically depressed areas; and

Whereas, practically all of Lake Powell and the Glen Canyon National Recreation area is located in the State of Utah and contiguous to the above named counties, but said counties and the State of Utah have not benefited economically to the extent reasonable and possible because of the lack of good roads providing access to and by Lake Powell and the Glen Canyon National Recreation area; and

Whereas, over ninety percent (90%) of the area of the above named counties are public lands and less than ten percent (10%) of the land and land resources in said counties are owned privately; and

Whereas, the closest communities and private land in said counties are many miles from Lake Powell and Glen Canyon National Recreational area; and

Whereas, the people of said Garfield, Kane, and San Juan Counties believe that in order to provide for the reasonable and full benefits and for the enjoyment of all visitors to Lake Powell and Glen Canyon National Recreation area and to secure necessary and reasonable economic benefits for the State of Utah and the above named counties and the people residing therein, that highway right-of-way corridors as proposed by the Utah State Department of Highways be established and that suitable areas of adequate size be reserved in each of the said Garfield, Kane, Beaver, Iron, and Washington Counties and made available for sale to private interests for development as resort, commercial, industrial, and residential communities; Now therefore be it

Resolved, That the Five County Organization, hereby favor and request that highway right-of-way corridors as proposed by the Utah State Department of Highways be established, and that suitable areas of adequate size be reserved in each of the said Garfield, Kane, and San Juan Counties and made available for sale to private ownership for development as resort, residential, commercial and industrial communities.

Five County Organization.

MELVIN T. BOWLER,
Chairman.

RESOLUTION NO. 2

Resolution adopted by the Five County Organization in regular meeting May 1, 1970 at Beaver, Utah.

Whereas, the Five County Organization favors an overall coordinated plan for the development of highways in the State of Utah, and

Whereas, scenic and recreational roads must be a part of this plan if we are to reap the highest benefits from tax dollars spent on roads,

Now, therefore, be it resolved that the Five County Organization endorse efforts being made by the State Road Commission of Utah to evolve a statewide scenic highway and recreational road program and endorse efforts to gain corridors for the State of Utah through federal recreational reservations.

Five county organization.

MELVIN T. BOWLER,
Chairman.

Re the Escalante Wilderness Area.

Hon. CALVIN RAMPTON,
*Governor, State Capitol,
Salt Lake City, Utah.*

GOVERNOR RAMPTON: I'd like to add this letter to a growing pile that you'll probably never receive. Letters from people like myself who have a gnawing pessimism that no matter what I think, feel or which way I cast my vote, the government will roll onward and "progress" at the expense, exploitation and possible extermination of a heritage many of us grew up with. Such an inheritance is now to be prostituted to the demands and appetites of "civilization" knowing full well about the scarring and disfigurement the land will suffer from

a portion of the viewing public whose access will come too easily, purchased as usual with money, and never a portion of their own perspiration and self invested.

I'm a physician in Salt Lake now, but as a youth I herded cattle up and down the Escalante River. It took days of hard work—tears when I was younger and curses when older—to accomplish daily tasks of just getting from one place to another or to satisfy rest and hunger needs. Intermittently I no doubt hated the rocks and sand because of their demands upon me. Paradoxically, this must be a part of the basis of my love for that wilderness now.

A far away defeated type ache occurs now as I cruised Lake Powell and Traversed in two hours what it took two days to ten years before. But not so much an ache as to now see human debris littering areas, where once the glint of just one old rusty can was a welcome sight to exclaim "sometime another person passed here in this lonely place." Now those river bars for cattle grazing and "ledged up" horse pastures are 200 feet below the waterline. But water and its power were needed and this must be; anyway, there was still the Waterpool Fold. No one but persons with desire strong enough to expend some sweat and sore muscles, whose aches I somehow *know* will temper their treatment of and cultivate their love and care for this land would venture there. Not so . . . a road will soon betray that wilderness to anyone's slightest whim and turn of the steering wheel. Tall cliffs and deep canyons, once major obstacles to a man on foot or horseback will be blasted apart and bridged. And with this ease of entrance and attainment, as a human corollary will come a similar ease of attitude towards the land's virginity. It cannot be, to "win" the land so easily and still retain the same high respect for it.

And for my boys—they may never learn to look forward to that wilderness trip. There may be no wilderness—no natural type heritage. That method of training a man to let him grow under the stresses of an exercise himself against the sinews of unharnessed nature, that basic learning situation of man and elements (though I know not the complete reason, but an area of learning that we might find importantly lacking in the lives of our restless younger generation) may disappear. And it would take so little to preserve a small part such as the Escalante Wilderness. Just not building a road.

For myself now, life is set in a city and cannot be otherwise. It is unreal to continue to think nostalgically of those days or to have a life set in such a nature type environment now. But . . . to know that it was still there for a visit, refreshingly sustained one most surely. If we are not mindful, another wilderness area will become a park with dividing lines and guardrails.

I can not, nor do not expect to be able with words to truly impart my feelings of love, fear and concern for the wilderness in jeopardy. I realize only a portion of persons reading this will empathize with my feelings. But, if I stimulate someone, anyone so similarly oriented and inclined to join in the cause—if any person has that same gnawing pessimism and I can bring him to also voice himself in defence of a life he loves—try I must.

Respectfully,

LYNN L. BATEMAN, M.D.

MOAB CHAMBER OF COMMERCE,
Moab, Utah, May 1, 1970.

MR. CLEM H. CHURCH,
Chairman, State Road Commission of Utah, Panquitch, Utah.

DEAR MR. CHURCH: The Moab Chamber of Commerce favors an allover coordinate plan for development of highways in the State of Utah. Scenic and recreational roads must be a part of this plan if we are to reap the highest benefits from tax dollars spent on roads.

We urge you and your fellow members of the Road Commission to continue your efforts to evolve a statewide scenic highway and recreational road program and endorse your efforts to gain corridors for the State of Utah through federal recreational reservations.

Very truly yours,

(Mrs.) JACQUALINE S. GELO,
President.

HEART OF THE CANYONLANDS,
Moab, Utah, May 1, 1970.

Mr. CLEM H. CHURCH,
Chairman, State Dept. of Highways, Salt Lake City, Utah.

DEAR MR. CHURCH: The City of Moab is very much interested in an overall coordinated plan for the development of highways in the State of Utah. Scenic and recreational roads must be a part of this plan if we are to reap the highest benefits from our tax dollars spent on roads.

We urge you and your fellow members of the Road Commission to continue your efforts to evolve a statewide effort to gain corridors for the State of Utah through federal recreational reservations.

WINFORD BUNCE,
Mayor.

GRAND COUNTY,
Moab, Utah, May 1, 1970.

Mr. CLEM H. CHURCH,
*Chairman, Utah State Department of Highways,
Salt Lake City, Utah*

DEAR MR. CHURCH: The Committee for Economic Development for Grand County is very much interested in an overall coordinated plan for the development of highways in the State of Utah. Scenic and recreational roads must be a part of this plan if we are to reap the highest benefits from tax dollars spent on roads.

We urge you and your fellow members of the Road Commission to continue your efforts to evolve a statewide scenic highway and recreational road program and endorse your efforts to gain corridors for the State of Utah through federal recreational reservations.

Very truly yours,

DONALD J. HOFFMAN,
Director, Economic Development.

GRAND FORKS, N. DAK., May 1, 1970.

HON. QUENTIN BURDICK,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR BURDICK: The following is a copy of a letter we have sent to Senator Alan Bible; we wanted you to know our feelings on this issue when it comes up for a vote in the Senate.

We feel that Senate bill S. 27 should be amended so that all of the proposed Escalante Wilderness be included in the Glen Canyon National Recreation Area, with the provision that wilderness studies be made on this area within two years. Selected areas should be managed as wilderness until that study is complete. We have backpacked and hiked in this area, and it is near and dear to our hearts. Roads would destroy its unique solitude and beauty. Please include this statement in the hearing record on S. 27.

Very truly yours,

JEAN SNYDER POLLOCK,
ROBERT POLLOCK.

JACKSON, WYO.

Senator GALE MCGEE,
*Senate Office Building,
Washington, D.C.:*

Respectfully urge that you amend S. 27 to include the proposed Escalante Wilderness within Glen Canyon National Recreation Area and provide for wilderness studies of same. Urge present de facto wilderness be managed as wilderness until studies complete. Request this statement be included in hearing record on S. 27.

KEITH V. BECKER.

SALT LAKE CITY, UTAH,
May 13, 1970.

HON. FRANK E. MOSS,
Senate Office Building,
Washington, D.C.:

I request that SWWU be amended to include all of the proposed Escalante Wilderness within Glen Canyon National Recreation Area with a provision that wilderness studies be done in the recreation area within 2 years and that selected areas be managed as wilderness. Until the study is completed it would be very sad if we fail to preserve the canyons of the Escalante River which so resemble the ones drowned under Lake Powell. Mass recreation in this area certainly will not be slighted when the boating on Lake Powell is considered. Please leave some of this wild beautiful country just as it is. No roads or further developments are needed on the Escalante River. Its greatest importance to the country is its wilderness value. Please do all you can to preserve these qualities. I request that this statement be included in the hearings on S. 27.

MARIE STRICKLAND.

SALT LAKE CITY, UTAH,
May 4, 1970.

Senator WALLACE F. BENNETT,
Senate Office Building,
Washington, D.C.:

UCA advocates boundaries of parks and recreation areas be determined by area topography rather than legal lines and should be based on land use studies of BLM which identify potential best land uses rather than arbitrarily set aside for single use.

SHERMAN D. HARMER,
Secretary Manager, Utah Cattlemen's Association.

GRAND JUNCTION, COLO.,
May 15, 1970.

Senator WAYNE ASPINALL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ASPINALL: I would urgently request that S. 27 be amended to include all of the proposed Escalante Wilderness within Glen Canyon National Recreation Area, and further that a provision be included for wilderness studies in the Recreation Area within two years, and that selected areas be managed as wilderness until the study is completed.

I would also like to request that this statement be included in the hearing record on S. 27 if that is still possible.

I have spent considerable time in the Escalante area and it is surely one of the most fantastic and beautiful areas remaining in this country. It would be a tragedy if it is not protected immediately. I would urge you to do everything possible to insure its future protection and its inclusion within the Glen Canyon National Recreation Area.

Many thanks.

Very truly yours,

ALGERNON B. REESE,
Attorney At Law.

ATLANTIC RICHFIELD CO.,
Washington, D.C., May 4, 1970.

Re Glen Canyon National Recreation Area.

HON. ALAN BIBLE,
Chairman, Parks and Recreation Subcommittee, Committee on Interior and Insular Affairs, U.S. Senate, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I have been informed that the bill (S. 27), introduced by Senator Frank Moss, to establish the Glen Canyon National Recreation Area in the states of Utah and Arizona will be considered at a hearing before your Subcommittee on 5 and 6 May 1970.

Attached is a letter addressed to you from our Synthetic Fuels Division which requests that the word "powersite" used in the bill be amended to read "indus-

trial plant site". Not only would such an amendment allow maximum effective use of the excluded tracts ("Sitdown Bench" and "Warm Creek"), but could allow closed process coal processing plants to locate near and furnish much more efficient non-polluting synthetic fuels to power plant operation.

We respectfully request that these letters be made a part of your hearing record and be considered during your deliberations on S. 27.

Very truly yours,

PHIL D. HELMIG.

ATLANTIC RICHFIELD Co.,
Washington, D.C., May 1, 1970.

Re S. 27.

Hon. ALAN BIBLE,
Chairman, Parks and Recreation Subcommittee, Committee on Interior and Insular Affairs, U.S. Senate, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to subject bill which would establish the Glen Canyon National Recreation Area in the states of Utah and Arizona. The bill contains provisions for the exclusion from the recreation area of two tracts of land located at "Sitdown Bench" and "Warm Creek" as "powersite development" tracts.

The excluded tracts are particularly suited as power sites because of the convenient availability of a potential source of fuel. Atlantic Richfield Company owns coal properties near such excluded tracts and has been working on plans to process such coal to produce synthetic fuels for use in the generation of electric power in the area. Maximum effective use of the excluded tracts with minimum external disturbance might well suggest the practicability of locating both the processing plant and power generating facilities on either or both of the tracts in question. Extensive studies to date indicate that such a project could be undertaken without injury to the environment. In its present form, however, the bill appears to be unnecessarily restrictive as to the use of the excluded tracts. In order to promote desirable flexibility, it is our recommendation that the language of the bill characterizing such sites as "power site development" tracts be changed to read "industrial development" tracts.

We believe that such change would be compatible with the purposes of the bill and that existing federal and state laws and regulations would provide adequate safeguards to the environment and the public enjoyment for which the recreation area is proposed to be created.

Respectfully submitted,

H. E. BOND,
Manager, Synthetic Crude and Minerals Operations.

AMERICAN MINING CONGRESS,
Washington, D.C., May 8, 1970.

Hon. ALAN BIBLE,
Chairman, Subcommittee on Parks and Recreation, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The American Mining Congress wishes to bring to your attention its views regarding S. 26, a bill to revise the boundaries of the Canyonlands National Park, and S. 27, a bill to establish the Glen Canyon National Recreation Area. We would appreciate it if this letter were made part of the hearing record.

The American Mining Congress supports the recommendation made by the Utah Mining Association to your Subcommittee that the lands comprising the proposed Glen Canyon National Recreation Area and the lands proposed for addition to the Canyonlands National Park be studied for minerals by the U.S. Geological Survey and U.S. Bureau of Mines in conjunction with appropriate State agencies prior to any further action on the pending legislation.

Large areas of public domain should not be removed from multiple use until it can be shown that this is in the best interests of all the people. A complete resource inventory is necessary before such a determination can be made. Any legislation designating areas for recreational use should contain assurances that economic development can take place within such areas.

During the Subcommittee's recent hearings it was brought out that a movement has developed to study certain areas within the proposed Glen Canyon

Recreation Area for suitability or unsuitability as wilderness. Should any wilderness study provision be included in these bills, it should be made clear that such a study must include a comprehensive mineral survey to be conducted by the Department of the Interior in conjunction with appropriate State agencies.

A copy of this letter is being sent to each member of the Subcommittee on Parks and Recreation. We appreciate the opportunity to express our views.

Sincerely,

W. HOWARD GRAY,
Chairman, AMC Public Lands Committee.

SAGADAHOC OIL AND GAS CORP.,
Lakeville, Conn., May 6, 1970.

Re bills S. 26 and S. 27, before the Parks and Recreation Subcommittee of the Senate Interior and Insular Affairs Committee; Senator Alan Bible, Chairman.

The Hon. FRANK MOSS,
U.S. Senate, New Senate Office Building,
Washington, D.C.

DEAR SENATOR MOSS: With reference to our brief discussion at the close of yesterday's hearing concerning Bills S. 26 and S. 27, I will very much appreciate the following to be admitted as testimony before the subject committee meeting chaired by the Honorable Alan Bible:

Since our company has devoted over two and one-half years' effort toward unlocking the major potential hydrocarbon source underlying Southeastern Wayne County and Northeastern Garfield County, Utah, and holds Federal oil and gas leases in this area in excess of 12,000 acres, both bills S. 26 and S. 27 are of extreme importance to our company. We are particularly concerned regarding the proposed extension of the Glen Canyon National Recreation area wherein the East $\frac{1}{2}$ of Township 30 S., R. 16 E., Wayne County, is to be included in this extension. It is in this particular township, E. $\frac{1}{2}$, where our company has devoted most of its efforts to date, including the drilling of two important test wells during 1969. We have two additional test wells planned for this immediate area, the first of which should be commenced momentarily.

Results of our studies and recent studies and reports prepared by the Utah Geological and Mineralogical Survey of May 1, 1970, and the Bureau of Mines, U.S. Department of the Interior, Bartlesville Petroleum Research Center, indicate that our company's general area of interest, sometimes referred to as the "Tar Sand Triangle", is the largest remaining unexploited hydrocarbon energy source within the United States.

Since the United States government owns a $\frac{1}{8}$ royalty underlying the great majority of the "Tar Sand Triangle", we feel that the potential value of this royalty should be strongly stressed. The aforementioned sources, concerning the quantity of oil reserves underlying the subject area would indicate that the United States government would receive royalty from production from this one area amounting to perhaps \$2 billion. Since this government royalty situation was not, I believe, brought up at the hearing yesterday, we strongly feel that this potential income to the United States should be given due consideration by the Parks and Recreation Subcommittee of the Senate Interior and Insular Affairs Committee prior to reaching a final decision as to the proposed boundary extension of the Glen Canyon National Recreation area.

Senator Moss, our company whole-heartedly concurs with your stressing the necessity of Multiple Use regarding the proposed Glen Canyon National Recreation Area extension. This would surely seem to be a primary consideration to all parties involved in this proposed recreation area extension, not the least of which would be the United States Treasury. However, from a practical sense, at a local level in the field, it is our understanding from reliable sources that the Park Service, in effect, rarely gives much, if any, consideration to the Multiple Use provision. Based on previous situations similar to this proposed recreation area extension, it is our understanding of the situation that the Park Service has historically taken the position that a recreation area should be administered as a recreation area only, regardless of the Multiple Use provision and regardless of the interests of other parties such as stockmen and companies interested in mineral extraction. This, therefore, represents our only serious objections to the inclusion of a substantial portion of the "Tar Sand Triangle" within the proposed extension of the Glen Canyon National Recreation area; and we would thus urge that the Multiple Use provision be spelled out in great detail, so that

under no circumstances could any lower echelon members of the Park Service misconstrue the intent of Congress in this regard. We would, of course, much prefer to see all of the "Tar Sand Triangle" (as designated on that certain plat attached to the May 1, 1970 letter from William P. Hewitt, Director, Utah Geological Survey, to the Honorable Alan Bible, Chairman, Parks and Recreation Subcommittee) entirely excluded from the proposed recreation area extension; since this, of course, would eliminate any future cause for friction. The commercial extraction of the major hydrocarbon energy source underlying this area of interest will involve heavy risk and capital expenditure; and in order for a production program of this magnitude to be successful, it will be mandatory that a spirit of cooperation exist between the companies involved and the various Federal and State agencies; with particular reference to the Park Service should this proposed extension of the Glen Canyon National Recreation area be passed into law.

Our company has, in good faith, executed a number of ten-year oil and gas lease contracts with the Bureau of Land Management, Department of the Interior. The regulatory agency with which we have fully cooperated is presently the Bureau of Land Management. Therefore, we are a little concerned as to Section 7(a), Page 5, on Bill S. 27 dated January 15 (Legislative Day, January 10th), 1969. This section indicates that the regulatory agency for violations, arrests, etc. will be the National Park Service. We would, therefore, appreciate learning as to how this change may affect our company's operations, since our contract is with the Bureau of Land Management, Department of the Interior. It does not seem reasonable to us that an oil exploration and production operation should in any way be regulated by the National Park Service, which service of course is not intended to embody mineral development and exploitation. Also, since we cannot, of course, "serve two masters" it would seem much more logical to us that the regulatory agency involved in this instance should continue to be the Bureau of Land Management, not the National Park Service.

With reference to certain statements by the representative of the Sierra Club before the Senate Interior Subcommittee meeting yesterday regarding Bills S. 26 and S. 27, and also with reference to the "Tar Sand Triangle" which we consider to be a misnomer, we would appreciate the following being made of record: The Sierra Club representative stated, in effect, that the "Tar Sand" deposit in Wayne and Garfield Counties, Utah is the same as another deposit in Canada and that the Canadian deposit is still not commercially productive after one company has spent \$250 million on same. The Sierra Club representative maintained, therefore, that it is highly unlikely that the "Tar Sand Triangle" potential will ever be commercially exploited. To the contrary, however, our work, drilling, and analysis to date within the "Tar Sand Triangle" in the East $\frac{1}{2}$ of T. 30 S., R. 16 E., Wayne County, strongly indicates that the hydrocarbon source is not even a "Tar Sand". A.P.I. gravity ° of the hydrocarbon runs between a low of 12 gravity and a high of 20 gravity. Permeability and porosity factors are good to excellent, and the viscosity of the crude is estimated to be slightly under 1,000 centipoises. As a matter of fact, the upper 60-foot saturated section cored in our number 2 well, drilled in Section 22 T. 30 S., R. 16 E. indicated a substantial gas accumulation. A large quantity of free oil came out of the hole during the drilling and coring operation and stayed on the pits for some time. It should be noted that hydrocarbon deposits of substantially lower gravity (heavier) and also much more viscous have been, and are now presently being, commercially produced both in the United States and Canada. Further, our company's studies indicate the likelihood of the existence of a substantial "live" oil reservoir primarily within the East half of T. 30 S., R. 16 E., Wayne County, where the oil may be produced by conventional methods without stimulation. Our forthcoming drilling program is designed to test out this prognosis. In any event, with the exception of the active oil seeps around the perimeter of the "Tar Sand Triangle", it is our firm belief that the hydrocarbon source underlying the subject area is a conventional crude oil which surely will be exploited in the near future. Gross oil reserves in place underlying the subject area are reliably reported to be somewhere between a minimum of 3.5 billion barrels and a maximum of 18 billion barrels; and we respectfully suggest that every step be taken by the Federal government to encourage the orderly commercial extraction of this gigantic known source of hydrocarbon energy.

Respectfully submitted,

WILLIAM H. HART, JR.,
President, Sagadahoc Oil & Gas Corp.

