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CANYONLANDS, GLEN CANYON, CAPITOL REEF, AND ARCHES NATIONAL PARK

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HEARING

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

S. 26

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

S. 27

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

S. 29

A BILL TO ESTABLISH THE CAPITOL REEF NATIONAL PARK IN THE STATE OF UTAH

S. 30

A BILL TO ESTABLISH THE ARCHES NATIONAL PARK IN THE STATE OF UTAH

JUNE 3, 1971

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

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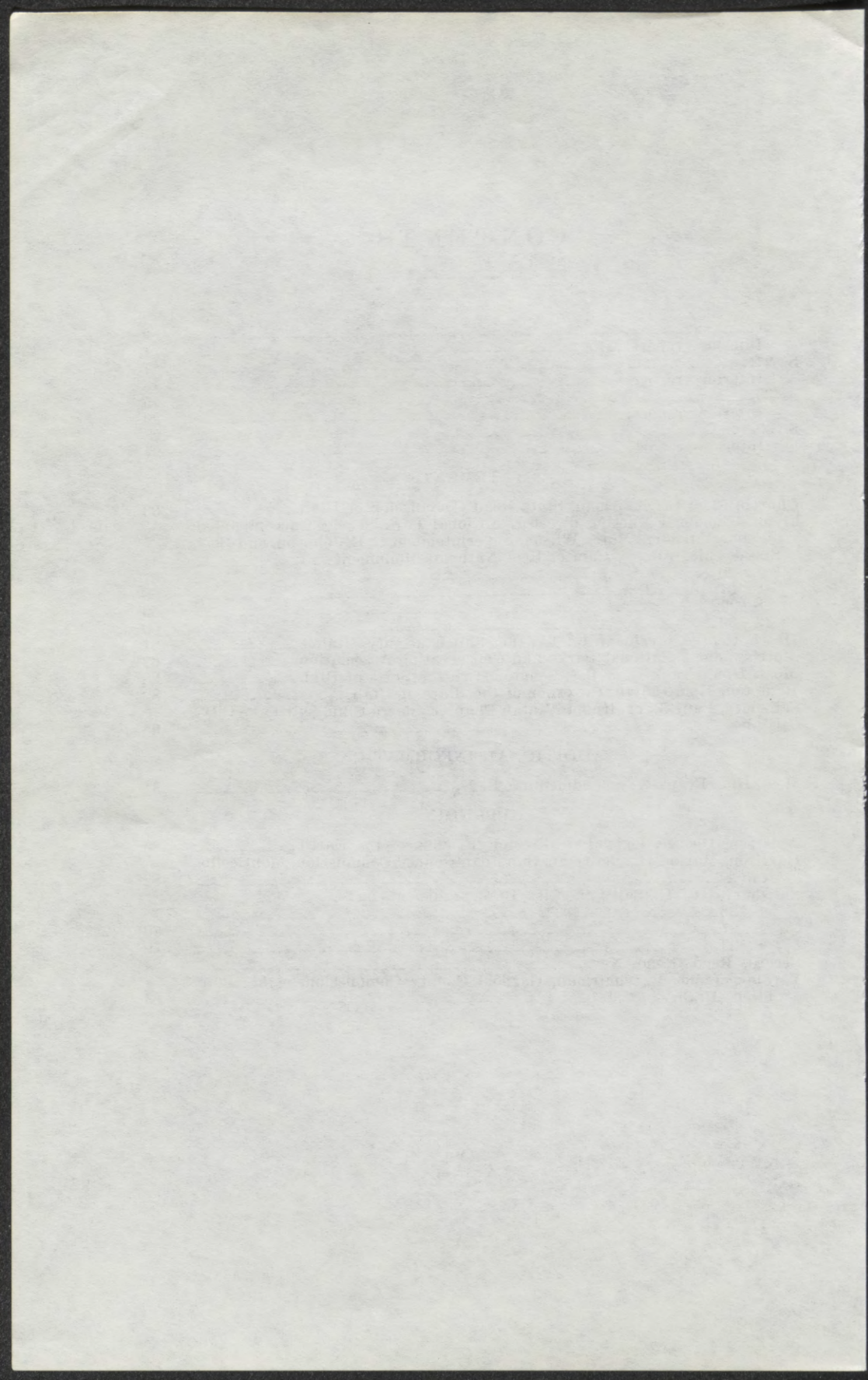
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CANYONLANDS, GLEN CANYON, CAPITOL REEF, AND ARCHES NATIONAL PARK

THURSDAY, JUNE 3, 1971

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

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

Present: Senators Bible, Fannin, Anderson, and Moss.

Also present: Jerry T. Verkler, staff director; Bernard C. Hartung, professional staff member, and Thomas Nelson, assistant minority counsel.

Senator BIBLE. The hearing will come to order.

The hearing this morning is on four Utah bills introduced by the very distinguished Senator from Utah, Senator Moss, areas in which he has done a great deal of work over the past, actually, retreads of earlier bills which have had our consideration both in the field and here in Washington, D.C. They were personally passed by this committee, and passed by the Senate, and they were sent to the House of Representatives in the past.

I would think our hearing could go very quickly, because unless there are some vital or real important changes in the bills, then we are very familiar with them, and there are no changes in the membership of this committee since the time we heard these bills before. Since we know most of the problems, we should move quickly on them.

(1) S. 26, Canyonlands National Park; (2) S. 27, Glen Canyon National Recreation Area; (3) S. 29, Capitol Reef National Park, and (4) S. 30, Arches National Park. The bills and the accompanying reports from the administration will be made part of the record at this point.

(The documents referred to follow:)

(1)

92^D CONGRESS
1ST SESSION

S. 26

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1971

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
10 generally depicted on the drawing entitled 'Boundary Map,
11 Canyonlands National Park, Utah', numbered 164-91004

1 and dated June 1970, which shows the boundaries of the
2 park having a total of approximately three hundred and
3 thirty-seven thousand two hundred and fifty-eight 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 Act of September 12, 1964 (78
8 Stat. 934) is amended as 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; and

14 (3) insert the words "or any amendment thereto"
15 after the word "Act" in the fifth sentence.

16 SEC. 3. Section 3 of the 1964 Act is amended as fol-
17 lows: insert the words "or any amendment thereto" after
18 the word "Act".

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 2, 1971.

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 that 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 79,618 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.

We believe, however, that certain additional lands, totalling 16,092 acres, should also be added to the park. Accordingly, we recommend that the bill be amended to refer to a new boundary, encompassing approximately 95,710 acres for addition to the park, as follows: On page 1, line 11, and page 2, line 1, delete "Park, Utah," numbered 164-91004 and dated June 1970," and substitute "Park," numbered LNP SW-1001A-CAN, and dated August 1967."

The four tracts which would be added to the park under S. 26 with the boundary we recommend, 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 protections, lunch area, access road, and foot trails. The boundary we recommended would not differ from S. 26 in this unit.

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 Waterhood 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. The boundary we recommend contains 1,920 acres more than S. 26 in this unit.

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, 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, which, if included within the boundary would become part of the park at such time as the State wished to donate it, 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. The boundary we recommend contains 14,172 acres more than S. 26 in this unit.

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. The boundary we recommended would not differ from S. 26 in this unit.

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 and 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.

Based on April 1970 estimates, development costs attributable to the proposed additions to the national park will be approximately \$5,102,900; the land acquisition cost is estimated at approximately \$9,200; and during the fifth year operating costs will be approximately \$114,172.

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

There are 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. 354, 356; 16 U.S.C. 4601-22(b)), provides the Secretary with general exchange authority which would apply to the park. For the sake of clarity, we recommend that lines 7 through 15, 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'."

This amendment deletes the specific exchange authority in the 1964 Act, thus making paragraphs (1) and (2) of section 2 of S. 26 unnecessary. The new sub-

section (b) is identical in substance to paragraph (3) of section 2 of S. 26. In deleting the specific exchange authority, the amendment also deletes the requirement in the 1964 Act that administrative action to complete a transfer of any lands proposed by the State be accomplished within 120 days of the enactment of the Act. Such a requirement is not a part of the general exchange law of 1968, and we see no need to retain it as a part of any future exchanges at Canyonlands.

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

Sincerely yours,

NATHANIEL P. REED,
Assistant Secretary of the Interior.

92^D CONGRESS
1ST SESSION

S. 27

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1971

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 Arizona-Utah-GLC 91001, and
11 dated May 1970, which is on file and available for public

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

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

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

1 which he classifies as suitable for exchange or other disposal
2 and which is located in the same State as the non-Federal
3 property to be acquired. The values of the properties so ex-
4 changed either shall be approximately equal, or if they are
5 not approximately equal the values shall be equalized by the
6 payment of cash to the grantor or to the Secretary as the
7 circumstances require.

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

14 SEC. 3. (a) The lands within the national recreation
15 area, subject to valid existing rights, are withdrawn from
16 location, entry, and patent under the United States mining
17 laws. Under such regulations as he deems appropriate, the
18 Secretary of the Interior shall permit the removal of the non-
19 leasable minerals from lands or interests in lands within the
20 national recreation area in the manner prescribed by section
21 10 of the Act of August 4, 1939, as amended (53 Stat.
22 1196; 43 U.S.C. 387 et seq.), and he shall permit the re-
23 moval of leasable minerals from lands or interests in lands
24 within the recreation area in accordance with the Mineral
25 Leasing Act of February 25, 1920, as amended (30 U.S.C

1 181 et seq.), or the Acquired Lands Mineral Leasing Act of
2 August 7, 1947 (30 U.S.C. 351 et seq.), if he finds that
3 such disposition would not have significant adverse effects on
4 the Glen Canyon project or on the administration of the
5 national recreation area pursuant to this Act.

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

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

1 with the purposes of the Colorado River Storage Project
2 Act for river regulation, irrigation, flood control, and gen-
3 eration of hydroelectric power.

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

16 SEC. 6. The Secretary of the Interior shall grant ease-
17 ments and rights-of-way on a nondiscriminatory basis upon,
18 over, under, across, or along any component of the Glen
19 Canyon National Recreation Area, if he finds that such
20 easements and rights-of-way would not have significant
21 adverse effects on the administration of the national recrea-
22 tion area pursuant to this Act.

23 SEC. 7. (a) The Secretaries of the Interior and Trans-
24 portation, in consultation with other Federal departments
25 involved, and with the States of Arizona and Utah, shall

1 conduct a study of proposed road alinements within and ad-
2 jacent to the Glen Canyon National Recreation Area. Such
3 study shall consider what roads are appropriate and neces-
4 sary for full utilization of the area for the purposes of this
5 Act as well as to connect with roads of ingress and egress
6 to the area.

7 (b) A report of the findings and conclusions of the Sec-
8 retaries of the Interior and Transportation shall be submitted
9 to the Congress within two years of the date of enactment
10 of this Act, including recommendations for such further legis-
11 lation as may be necessary to implement the findings and
12 conclusions developed from the study.

13 SEC. 8. There are authorized to be appropriated such
14 sums as may be necessary to carry out the purposes of this
15 Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 2, 1971.

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 in section 1. 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, as we recommend it be amended, will include approximately 1,149,198 acres of land and water.

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 tourish attraction within a few years. With about one-fourth of the development program complete, the area is already receiving about 900,000 visitors annually.

We recommend the following amendments to S. 27:

1. On page 1, lines 10 and 11, delete "numbered Arizona-Utah-GLC 91001, and dated May 1970" and substitute in lieu thereof "numbered LNPSW-1000B-GLC, and dated April 1969"; and on page 2, revise lines 13 and 14 to read "one hundred and sixty-two thousand acres."

This amendment substitutes a new boundary map for the recreation area, the net effect of which is to reduce the acreage within the boundary referred to in S. 27 from 1,154,638 acres to 1,149,198 acres, a reduction of 5,440 acres. Of these 5,440 acres, 1,920 are within the proposed additions to Canyonlands National Park and we recommend that they be made a part of the park rather than the recreation area. The remaining 3,520 acres are within the proposed Capitol Reef National Park, and we believe they should be part of that park rather than the Glen Canyon National Recreation Area.

2. On page 2, line 15, delete "(a)", and delete lines 21 through 25 on page 2 and lines 1 through 7 on page 3.

This amendment deletes subsection 2(b) which authorizes acquisition by exchange specifically for Glen Canyon National Recreation Area. Section 5(b) of the Act of July 15, 1968 (82 Stat. 354, 356; 16 U.S.C. 4601-22(b)), authorizes acquisition by exchange applicable to any unit of the National Park System. The specific language for Glen Canyon National Recreation Area is therefore unnecessary.

3. On page 5, line 7, substitute a comma for the colon and revise the remainder of the sentence, ending with the period in line 12, to read:

except that the Secretary may designate zones where and establish periods when no hunting, fishing, or trapping may be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate state fish and game commission.

This amendment conforms the language regarding hunting, fishing, and trapping to similar language approved by the Congress in other recreation area legis-

lation, including the provision for emergency situations that may arise where advance consultation would be impractical.

4. On page 5, lines 16 through 22, delete section 6, and renumber the succeeding sections accordingly.

Section 6 would require the Secretary to grant easements and rights-of-way upon, over, under, across, or along any component of the recreation area, if he finds that they would not have significant adverse effects on the administration of the area pursuant to this Act.

Under existing law the Secretary has ample authority to permit the use of recreation area lands for electrical plants, powerlines, pipelines, and related facilities. Section 6 of S. 27 is silent as to the purposes of any easement or right-of-way; moreover, it is mandatory. We believe that section 6 does not provide the Secretary with the authority to apply adequate safeguards as to the location design, and effect on natural values of any facility proposed to be constructed on such easements and rights-of-way.

We note that, under section 7 of this bill (redesignated section 6 under our amendment no. 4) the Secretaries of the Interior and Transportation are directed to study proposed road alignments within and adjacent to the recreation area, and submit a report thereon to the Congress within 2 years of the date of enactment of this Act. We have no objection to this provision. We believe that a thorough study could be conducted and recommendations formulated within the 2-year limit prescribed in the bill.

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

Sincerely yours,

NATHANIEL P. REED,
Assistant Secretary of the Interior.

92^d CONGRESS
1ST SESSION

S. 29

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1971

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 Capitol Reef 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 (a) subject to valid existing rights, the lands, waters,
4 and interests therein within the boundary generally depicted
5 on the map entitled "Boundary Map, Proposed Capitol Reef
6 National Park, Utah," numbered 158-91, 002, and dated
7 January 1971, are hereby established as the Capitol Reef
8 National Park (hereinafter referred to as the "park"). Such
9 map shall be on file and available for public inspection in the
10 offices of the National Park Service, Department of the
11 Interior.

1 (b) The Capitol Reef National Monument is hereby
2 abolished, and any funds available for purposes of the monu-
3 ment shall be available for purposes of the park. Federal
4 lands, waters, and interests therein excluded from the monu-
5 ment by this Act shall be administered by the Secretary of
6 the Interior (hereinafter referred to as the "Secretary") in
7 accordance with the laws applicable to the public lands of
8 the United States.

9 SEC. 2. (a) The Secretary is authorized to acquire by
10 donation, purchase with donated or appropriated funds,
11 transfer from any Federal agency, exchange or otherwise,
12 the lands and interests in lands described in the first section
13 of this Act, except that lands or interests therein owned by
14 the State of Utah, or any political subdivision thereof, may
15 be acquired only with the approval of such State or political
16 subdivision.

17 (b) In exercising his authority to acquire such lands or
18 interests therein by exchange, the Secretary may accept title
19 to any non-Federal lands located within any such areas
20 described under the first section of this Act and convey to
21 the grantor of such lands or interests any federally owned
22 lands under the jurisdiction of the Secretary within the State
23 of Utah. The lands so exchanged shall be approximately
24 equal in fair market value, but the Secretary may accept

1 cash from, or pay cash to, the grantor in such an exchange
2 in order to equalize the value of the land exchanged.

3 SEC. 3. Where any Federal lands included within the
4 park are legally occupied or utilized on the date of approval
5 of this Act for grazing purposes, pursuant to a lease, permit,
6 or license issued or authorized by any department, establish-
7 ment, or agency of the United States, the Secretary shall
8 permit the persons holding such grazing privileges on the
9 date of approval of this Act, their heirs, successors, or assigns,
10 to renew the privileges from time to time subject to such
11 terms and conditions as the Secretary may prescribe: *Pro-*
12 *vided, however,* That no such privilege shall be extended
13 beyond the period ending twenty-five years from the date
14 of approval of this Act except as specifically provided for
15 in this section. The Secretary shall permit a holder of the
16 grazing privilege to renew such privilege from time to time
17 during the holder's lifetime beyond the twenty-five year
18 period, subject to such terms and conditions as the Secretary
19 may prescribe, if (1) the holder is the person who held
20 such privilege on the date of approval of this Act, or (2)
21 the holder is the heir, successor, or assign of such person
22 and was a member of that person's immediate family, as
23 determined by the Secretary of the Interior, on the date of
24 approval of this Act. Nothing contained in this section shall
25 be construed as creating any vested right, title, interest, or

1 estate in or to any of the Federal lands. The Secretary, by
2 regulation, may limit the privileges enjoyed under this sec-
3 tion to the extent that they are appurtenant to the private
4 lands owned by the persons who held such privileges on the
5 date of approval of this Act, and may adjust such privileges
6 to preserve the park land and resources from destruction or
7 unnecessary injury. Grazing privileges appurtenant to pri-
8 vately owned lands located within the park established by
9 this Act shall not be withdrawn until title to lands to which
10 such privileges are appurtenant shall have vested in the
11 United States, except for failure to comply with the regula-
12 tions applicable thereto and after reasonable notice of any
13 default.

14 SEC. 4. Nothing in this Act shall be construed as af-
15 fecting in any way rights of owners and operators of cattle
16 and sheep herds, existing on the date immediately prior to
17 the enactment of this Act, to trail their herds on traditional
18 courses used by them prior to such date of enactment, and
19 to water their stock, notwithstanding the fact that the lands
20 involving such trails and watering are situated within the
21 park.

22 SEC. 5. (a) The National Park Service, under the direc-
23 tion of the Secretary, shall administer, protect, and develop
24 the park, subject to the provisions of the Act entitled "An

5

1 Act to establish a National Park Service, and for other pur-
2 poses", approved August 25, 1916 (39 Stat. 535).

3 (b) In order to provide for the proper development and
4 maintenance of the park, the Secretary shall construct and
5 maintain therein such roads, trails, markers, buildings, and
6 other improvements, and such facilities for the care and ac-
7 commodation of visitors, as he may deem necessary.

8 (c) The Secretary shall grant easements and rights-of-
9 way on a nondiscriminatory basis upon, over, under, across,
10 or along any component of the park area, if he finds that
11 such easements and rights-of-way would not have significant
12 adverse effects on the administration of the park pursuant to
13 this Act.

14 SEC. 6. There are authorized to be appropriated such
15 sums as may be necessary to carry out the provisions of this
16 Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 2, 1971.

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

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 29, a bill "To establish the Capitol Reef National Park in the State of Utah."

We recommend the enactment of the bill, if amended as set forth herein.

Proclamation No. 3888 of January 20, 1969, added some 215,056 acres of land to the then-existing 39,185-acre Capitol Reef National Monument, to create a new monument of approximately 254,241 acres. S. 29 would revise the boundary of the monument and redesignate it as a national park.

Capitol Reef National Monument in southeastern Utah was established by Proclamation No. 2246 of August 2, 1937, and enlarged to 39,185 acres by Proclamation No. 3249 of July 2, 1958. The addition of 215,056 acres by the January 1969 proclamation brought within the monument the entire spectacular geologic structure known as Waterpocket Fold. The monument now enables the National Park Service to present a complete geologic story of the exposed and eroded rock layers, which were laid down over more than 125 million years, and which are now standing on edge in the form of a gigantic, 100-mile long monocline. We believe that the area fully merits national park status.

We recommend the following amendments to S. 29.

1. On page 1, revise lines 6 and 7 to read: "National Park, Utah, numbered RPSSC-158-20, 001-D, and dated August 1969, are hereby established as the Capitol Reef".

This amendment substitutes a reference to a map depicting a new boundary for the proposed park. The net effect of S. 29 would be to delete from the existing monument boundary approximately 12,570 acres. The net effect of the boundary we recommend would be to add approximately 127 acres. The total is summarized as follows, in relation to the existing monument:

S.29 (acres)		Interior amendment (acres)
Additions -----	20, 670	22, 870
Deletions -----	33, 240	22, 743
Net change-----	¹ 12, 570	² 127
New park -----	241, 671	254, 368

¹ Deleted.

² Added.

The boundary we recommend is the result of a thorough study conducted over a 12-month period. We believe it represents the optimum in terms of assuring continued preservation of the unique formations within the area.

2. On page 2, line 9, delete "(a)," and delete lines 17 through 24 on page 2 and lines 1 and 2 on page 3.

This amendment deletes subsection 2(b) which authorizes acquisition by exchange specifically for Capitol Reef National Park. Section 5(b) of the Act of July 15, 1968 (82 Stat. 354, 356, 16 U.S.C. 4601-22(b)), authorizes acquisition by exchange applicable to any unit of the National Park System. The specific language for Capitol Reef National Park is therefore unnecessary.

3. On page 3, delete line 13 and all that follows through line 13 on page 4, and substitute in lieu thereof the following: "beyond the period ending 10 years from the date of approval of this Act."

Section 3 of the bill gives holders of existing grazing privileges a statutory right of renewal up to a period ending 25 years from the date of the Act, and it gives existing permittees or members of their immediate families the right to renewal for an indefinite period. Our amendment would require that all existing grazing permits be phased out within 10 years. We believe that continued grazing use is not compatible with optimum protection and interpretation of the park. There are approximately 60 permittees grazing several thousand animal-unit-months of cattle and sheep within the area. A major consideration in arriving at our recommended boundary was the elimination of grazing lands wherever feasible. The remaining lands are necessary for the protection and interpretation of the park, and we believe a 10-year phaseout of grazing would be appropriate.

4. On page 4, line 21, change the period to a colon and insert the following proviso: "*Provided*, That the Secretary may regulate such use and designate driveways therefor."

Section 4 of the bill provides that nothing in this Act shall be construed as affecting any rights of owners and operators of cattle and sheep herds, existing on the date immediately prior to the enactment of the Act, to trail their herds on traditional courses and to water their stock on lands within the park. The January 20, 1969, proclamation expressly recognized the privilege of owners and operators to move livestock across monument lands, but "under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specifically designated by said Secretary." The amendment adds a proviso which would make it clear that the existing authority of the Secretary to regulate use of Federal lands for trailing and watering stock and to designate driveways therefor will apply as well to the park.

5. On page 5, lines 8 through 13, delete subsection 5(c).

Subsection 5(c) would require the Secretary to grant easements and rights-of-way upon, over, under, across, or along any component of the park, if he finds that they would not have significant adverse effects on the administration of the park pursuant to the Act.

Under existing law the Secretary has ample authority to permit the use of park lands for electrical plants, powerlines, pipelines, and related facilities. Subsection 5(c) is silent as to the purposes of any easement or right-of-way; moreover, it is mandatory. We believe that subsection 5(c) does not provide the Secretary with the authority to apply adequate safeguards as to the location, design, and effect on natural values of any facility proposed to be constructed on such easements and rights-of-way.

6. On page 5, after line 13, insert the following new subsection in lieu of the subsection deleted by our amendment numbered 5:

"(c) Wilderness areas heretofore or hereafter designated within the former Capitol Reef National Monument pursuant to section 3(c) of the Wilderness Act shall, notwithstanding, the abolishment of the monument and establishment of the park, be administered in accordance with such wilderness designation."

In accordance with section 3(c) of the Wilderness Act, a review of roadless areas in the Capitol Reef National Monument, as it was constituted on the effective date of the Wilderness Act, has been completed by the Secretary of the Interior, and recommendations have been submitted to the Congress for designation of certain areas as wilderness. The purpose of this amendment is to clarify the fact that reclassification of the national monument as a national park will in no way alter the effect of an Act of Congress designating portions of the former monument as wilderness. The areas recommended for wilderness designation are depicted on the map entitled "Recommended Wilderness, Capitol Reef National Monument, Utah," numbered NM-CR-7403, and dated April, 1969.

Enactment of S. 29 would not require any additional expenditures beyond those required for the existing national monument.

The Office of Management and Budget has advised that there is no objection to the submission of this report from the standpoint of the Administration's program.

Sincerely yours,

NATHANIEL P. REED,
Assistant Secretary of the Interior.

92^D CONGRESS
1ST SESSION

S. 30

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1971

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 Arches 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 (a) subject to valid existing rights, the lands, waters,
4 and interests therein within the boundary generally depicted
5 on the map entitled "Boundary Map, Proposed Arches Na-
6 tional Park, Utah," numbered 138-91,002, and dated Jan-
7 uary 1971, are hereby established as the Arches National
8 Park (hereinafter referred to as the "park"). Such map
9 shall be on file and available for public inspection in the
10 offices of the National Park Service, Department of the
11 Interior.

II

1 (b) The Arches National Monument is hereby abol-
2 ished, and any funds available for purposes of the monument
3 shall be available for purposes of the park. Federal lands,
4 waters, and interests therein excluded from the monument by
5 this Act shall be administered by the Secretary of the Interior
6 (hereinafter referred to as the "Secretary") in accordance
7 with the laws applicable to the public lands of the United
8 States.

9 SEC. 2. (a) The Secretary is authorized to acquire by
10 donation, purchase with donated or appropriated funds,
11 transfer from any Federal agency, exchange or otherwise,
12 the lands and interests in lands described in the first section
13 of this Act, except that lands or interests therein owned by
14 the State of Utah, or any political subdivision thereof, may
15 be acquired only with the approval of such State or political
16 subdivision.

17 (b) In exercising his authority to acquire such lands or
18 interests therein by exchange, the Secretary of the Interior
19 may accept title to any non-Federal lands located within any
20 such areas described under the first section of this Act and
21 convey to the grantor of such lands or interests any federally
22 owned lands under the jurisdiction of the Secretary within
23 the State of Utah. The lands so exchanged shall be approxi-
24 mately equal in fair market value, but the Secretary may

1 accept cash from, or pay cash to, the grantor in such an ex-
2 change in order to equalize the value of the land exchanged.

3 SEC. 3. Where any Federal lands included within the
4 Arches National Park are legally occupied or utilized on the
5 date of approval of this Act for grazing purposes, pursuant to
6 a lease, permit, or license issued or authorized by any depart-
7 ment, establishment, or agency of the United States, the
8 Secretary shall permit the persons holding such grazing
9 privileges on the date of approval of this Act, their heirs,
10 successors, or assigns, to renew the privileges from time
11 to time subject to such terms and conditions as the Sec-
12 retary may prescribe: *Provided, however,* That no such
13 privilege shall be extended beyond the period ending
14 twenty-five years from the date of approval of this Act
15 except as specifically provided for in this section. The
16 Secretary shall permit a holder of the grazing privilege to
17 renew such privilege from time to time during the holder's
18 lifetime beyond the twenty-five-year period, subject to such
19 terms and conditions as the Secretary may prescribe, if (1)
20 the holder is the person who held such privilege on the date
21 of approval of this Act, or (2) the holder is the heir, suc-
22 cessor, or assign of such person and was a member of that
23 person's immediate family, as determined by the Secretary
24 of the Interior, on the date of approval of this Act. Nothing

1 contained in this section shall be construed as creating any
2 vested right, title, interest, or estate in or to any of the Fed-
3 eral lands. The Secretary, by regulation, may limit the privi-
4 leges enjoyed under this section to the extent that they are
5 appurtenant to the private lands owned by the persons who
6 held such privileges on the date of approval of this Act, and
7 may adjust such privileges to preserve the park land and re-
8 sources from destruction or unnecessary injury. Grazing
9 privileges appurtenant to privately owned lands located
10 within the Arches National Park established by this Act shall
11 not be withdrawn until title to lands to which such privileges
12 are appurtenant shall have vested in the United States, ex-
13 cept for failure to comply with the regulations applicable
14 thereto and after reasonable notice of any default.

15 SEC. 4. Nothing in this Act shall be construed as affect-
16 ing in any way any rights of owners and operators of cattle
17 and sheep herds, existing on the date immediately prior to
18 the enactment of this Act, to trail their herds on traditional
19 courses used by them prior to such date of enactment, and
20 to water their stock, notwithstanding the fact that the lands
21 involving such trails and watering are situated within the
22 park.

23 SEC. 5. (a) The National Park Service, under the direc-
24 tion of the Secretary, shall administer, protect, and develop
25 the park, subject to the provisions of the Act entitled "An

1 Act to establish a National Park Service, and for other pur-
2 poses", approved August 25, 1916 (39 Stat. 535).

3 (b) In order to provide for the proper development and
4 maintenance of the park, the Secretary shall construct and
5 maintain therein such roads, trails, markers, buildings, and
6 other improvements, and such facilities for the care and
7 accommodation of visitors, as he may deem necessary.

8 SEC. 6. There are authorized to be appropriated such
9 sums as may be necessary to carry out the provisions of this
10 Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 2, 1971.

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

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 30, a bill "To establish the Arches National Park in the State of Utah."

We recommend the enactment of S. 30, if amended as set forth herein.

Prior to January 20, 1969, Arches National Monument consisted of 34,009.94 acres. Proclamation No. 3887 of January 20, 1969, added approximately 48,943 acres to the monument, for a total acreage at present of approximately 82,953 acres. The net effect of S. 30 would be to delete some 9,559 acres from the monument and redesignate it as a national park.

We have carefully reviewed the boundaries of the existing national monument, and we believe that substantial deletions could properly be made without compromising the natural features of the area. Also, a minor addition is desirable to include certain striking formations, part of which are within the existing boundary.

We recommend the following amendments to S. 30:

1. On page 1, revise lines 6 and 7 to read as follows: "tional park, Utah, numbered RPSSC-138-20,001E, and dated September 1969, are hereby established as the Arches National."

This amendment substitutes a revised boundary map for the one referred to in the bill. The boundary we recommend would encompass approximately 73,234 acres, whereas the boundary map referred to in S. 30 would encompass 73,394 acres.

2. On page 2, line 9, delete "(a)", and delete lines 17 through 24 on page 2, and lines 1 and 2 on page 3.

This amendment deletes subsection 2(b), which authorizes acquisition by exchange specifically for Arches National Park. Section 5(b) of the Act of July 15, 1968 (82 Stat. 354, 356, 16 U.S.C. 460L-22(b)), authorizes acquisition by exchange applicable to any unit of the National Park System. The specific language for Arches National Park is therefore unnecessary.

3. On page 3, delete lines 14 through 24, and lines 1 through 14 on page 4, and substitute in lieu thereof "ten years from the date of approval of this Act."

Section 3 of the bill gives holders of existing grazing privileges a statutory right of renewal up to a period ending 25 years from the date of the Act, and it gives existing permittees or members of their immediate families the right to renewal for an indefinite period. Our amendment would require that all existing grazing permits be phased out within 10 years. We believe that continued grazing use for any longer period is not compatible with optimum protection and interpretation of a national park. With the boundary we recommend, there are 9 permittees grazing a total of 1,834 animal-unit-months within the area.

4. On page 4, line 22, change the period to a colon and insert the following proviso:

Provided, That the Secretary may regulate such use and designate drive-ways therefor.

Section 4 of the bill provides that nothing in this Act shall be construed as affecting any rights of owners and operators of cattle and sheep herds, existing on the date immediately prior to the enactment of the Act, to trail their herds on traditional courses and to water their stock on lands within the park. The amendment adds a proviso which would make it clear that the existing authority of the Secretary to regulate the use of Federal lands for these purposes would continue to apply to the park.

5. On page 5, after line 10, insert the following new subsection to section 5:

"(c) Wilderness areas heretofore or hereafter designated within the former Arches National Monument pursuant to section 3(c) of the Wilderness Act shall, notwithstanding, the abolishment of the monument and establishment of the park, be administered in accordance with such wilderness designation."

In accordance with section 3(c) of the Wilderness Act, a review of roadless areas in the Arches National Monument, as it was constituted on the effective date of the Wilderness Act, has been completed by the Secretary of the Interior, and recommendations have been submitted to the Congress for designation of

certain areas as wilderness. The purpose of this amendment is to clarify the fact that reclassification of the national monument as a national park will in no way alter the effect of an Act of Congress designating portions of the former monument as wilderness. The areas recommended for wilderness designation are depicted on a map entitled "Recommended Wilderness, Arches National Monument, Utah" numbered NM-ARC; 7403, and dated April 1969.

The enactment of this bill will not result in any increased expenditures above those which would normally be incurred for the existing national monument.

The Office of Management and Budget has advised that there is no objection to the submission of this report from the standpoint of the Administration's program.

Sincerely yours,

NATHANIEL P. REED,
Assistant Secretary of the Interior.

Senator BIBLE. Let the record show that your chairman, together with the Senator from Utah, Senator Moss, has toured all of this land on several occasions and I think we are very familiar with it both from observations as well as from the air.

With that opening statement, I am very happy to recognize for whatever comment he might care to make, my very distinguished colleague from Utah, Senator Moss.

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

Senator Moss. Thank you, Mr. Chairman.

I am very grateful that you have set the hearings and that we can move ahead today on these four bills. I realize it is a little unusual to set down a hearing for four bills, but as the chairman has pointed out very clearly, this committee took testimony on bills which are almost identical with these bills last year.

After the hearings, the committee unanimously reported the bills and the Senate passed them, so they have all been through the mill, and we have a record. There is no reason to have extended hearings today. Therefore, I hope it will be possible for us to move through this hearing rapidly this morning.

The chairman gave the numbers and the titles of the various bills that we will hear.

I have a prepared statement that I don't intend to read. It simply rehearses again details of each of these bills.

There is one modification I should mention, and I have prepared an amendment on it. In S. 27, as introduced, which will establish the Glen Canyon National Recreation Area, there is a provision which excludes two areas known as Sit Down Bench and Warm Creek, so they may be considered as possible sites for the Kaiparowits powerplant. The bill provides that the two areas come back into the recreation area if they are not used, or they are used, and then the plant is closed down.

Since that time, the group proposing to construct Kaiparowits powerplant, have decided on another location outside the recreation area, which is back from the lake and is superior in many regards because the plant would be completely out of sight from the lake. There would be no way to see the stacks or any of the work from the lake, which is a protection to the recreation area.

Since that decision was announced and discussed in our hearings that were held in Salt Lake City last week on powerplants, and is

now firm—I have prepared an amendment that eliminates all language about the two parcels of land which were to be held out of the recreation area, and returned when not needed.

My amendment would simply strike on page 2, line 2, all of the words in that section, and substitute the words:

The total acreage of the national recreation area shall not exceed one million one hundred sixty-seven thousand four hundred and twenty acres.

This eliminates the language which refers to Sit Down Bench and Warm Creek. Otherwise, I think the bill is identical to the one we had last year, which was passed by the Senate.

As a recapitulation, so that the record here will be complete, both Arches National Monument and Capitol Reef National Monument increased in acreage by Executive order in 1969, and at that time the President made a recommendation that they be considered for national park status. That is what we are doing here.

The boundaries that have been set in the bill creating the national parks are somewhat smaller than the expanded monuments, but they are drawn to refine the boundary to contain the scenic areas and to eliminate those that might possibly be valuable for other uses such as grazing and mineral exploration.

Therefore, I think there is rather general support in Utah for these bills now. There is still some opposition, however. It must be recognized that some of the people living in the area have some objections to losing some grazing rights by reason of the bills. However, it should be pointed out that since the areas are national monuments now, grazing is not permitted. These bills actually will give the people who have grazing permits a little extra time, because they provide a phaseout period. So, those who have grazing rights in the area will be better off with the national parks than they are at the present time, and they will have a period of phaseout.

I will not talk longer, because we have our very distinguished Governor here today, and I am certainly pleased and proud that he could come to the hearing to represent the State of Utah. The chairman of the State highway commission is also here, as are other distinguished citizens of Utah.

I believe all the superintendents of the parks and monuments that are involved here are with us today, so we have the people before us who can give us the information that we need at this time.

Thank you very much, Mr. Chairman.

I would like to submit my statement.

Senator BIBLE. Without objection, it will be incorporated in full in the record, and the amendment will be printed for the information of the committee.

(The documents referred to follow:)

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

Mr. Chairman, the four bills on which we are holding hearings this morning (S. 26, S. 27, S. 29, and S. 30) were all favorably reported by the Senate Interior Committee and passed unanimously by the Senate in the 91st Congress. No action was taken by the House Interior Committee, and all of the bills died with adjournment.

This session the House Parks and Recreation Subcommittee has already scheduled hearings on House counterparts of *three* of these bills—(H.R. 7136, H.R. 7137 and H.R. 8213)—on June 14th—and hearings on the other identical House bill

(H.R. 8214) it is hoped will be held sometime in July. So there is every reason to believe that final action can be taken on all four of them before the summer is out.

I am therefore grateful to the Chairman for scheduling these hearings on the four Senate bills, and I hope that they can be handled as expeditiously by both the Committee and the Senate as they were in the last Congress.

May I describe each bill very briefly.

CANYONLANDS NATIONAL PARK

S. 26 would expand the boundaries of Canyonlands National Park to add four additional tracts totalling approximately 79,610 acres. This would provide an expanded National Park of 337,258 acres. At the time Canyonlands National Park was established in 1964 I recognized that its boundaries did not encompass all of the unique and magnificent scenery in the area which was of national park caliber, and I explained to the committee that we were leaving out areas of great scientific and historic interest. Under the pressures that existed, we deferred taking more acreage until it was clear that such was needed to protect the scenic values of the Park. Under S. 26 we will bring into the park some of the most spectacular areas which border it so they can be protected by the National Park Service from vandalism or desecration and the country can enjoy them as a National Park.

GLEN CANYON RECREATION AREA

S. 27 would afford permanent, statutory protection to the scenic Glen Canyon National Recreation which is presently administered by the National Park Service in cooperation with the Bureau of Reclamation under an Executive Order. This will assure continued existence and development of this great water-based recreation facility.

As proposed in the bill, the Glen Canyon Recreation Area would embrace a territory of approximately 1,154,638 acres of land and water in Utah and Arizona surrounding the Colorado River and Lake Powell, which has been formed by the Glen Canyon Dam. This is less than the present acreage, although some new acreage would be added through extension of the boundaries northward in Utah to embrace some of the land immediately west of Canyonlands National Park.

Since the bill was introduced, developments have occurred which indicate that two tracts adjacent to the waters of Lake Powell which are excluded in S. 27 from the boundaries of the recreation area can now be left in. I am referring to Sit Down Bench and Warm Creek, 7,836 and 4,946 acres respectively, which have been under consideration as sites for the development of large coal-fired steam power generating stations and related facilities. Alternate sites have been chosen for Kaiparowits so I shall propose an amendment to S. 27 which will bring these two pieces back within the boundaries of the recreation area. I have asked that the National Park Service prepare new maps including these areas, and give us a new map number, and I understand that Park Service witnesses are prepared with this material this morning. The new recreation area acreage as proposed by the amended version of S. 27 will be 1,167,410.

The bill requires the Secretaries of Transportation and the Interior, in consultation with other Federal agencies, with the states of Utah and Arizona, to conduct a study of proposed road alignments, including ingress and egress to the area, and to report to the Congress within two years their findings and recommendations. This is to assure satisfactory road corridors within the recreation area, and connections with roads outside.

The bill does not propose a study of the Escalante drainage as proposed wilderness, but I will suggest that such a recommendation be included in the Committee report. If such language is deemed desirable in the bill itself, I would support its inclusion.

CAPITAL REEF NATIONAL PARK—ARCHES NATIONAL PARK

S. 29 and S. 30 would establish Capitol Reef National Park and Arches National Park in the South Central and Southeastern part of Utah.

Both of these areas are now National Monuments. Their boundaries were considerably expanded in January 1969 by a proclamation issued by President Johnson. The President suggested that these Monuments were worthy of National Park status at that time. But this, of course, will require an act of Congress.

In both instances, areas were included in the expanded monuments by the Johnson proclamation on which there may be recoverable minerals and areas on which grazing permits are not now valid.

S. 29 and S. 30 would establish National Parks at both Capitol Reef and Arches which make best use of the land involved. They would protect within the borders of a national park the remarkable scenic and geologic wonders of the area, and leave outside those boundaries the lands best suited for grazing or mineral exploration. These boundaries have been set after months of consultation with people who live in the area, and lengthy study of it.

Capitol Reef National Park, as established under S. 30, would consist of 242,472 acres, as opposed to the present national monument which encompasses 254,242 acres. It includes the most readily understandable monocline in the United States—the Waterpocket Fold.

The Arches National Park would be located in the heart of the famed red-rock country of southeastern Utah and it embraces a fantastic concentration of national stone arches, window spires and pinacles. To date, nearly 90 arches have been discovered. I understand that one boundary change will be suggested to include the river bank strip upstream for three or four miles along the northern bank of the Colorado River between the water line and the mesa top. I would support this addition to protect the river view from the road along the south bank.

There is one other matter I should mention here this morning. The Senate Interior Committee has pending before it a series of wilderness proposals recently transmitted to Congress by President Nixon. Two of the proposals embrace parts of the present Capitol Reef National Monument and the present Arches National Monument. I have proposed, Mr. Chairman, that these two proposals be laid aside until after the boundaries of the new Capitol Reef National Park and Arches National Park are established. We can then discuss them in terms of the overall acreage in the parks, and in their desirability in relation to the entire park. Most certainly we will want to preserve some parts of both of these magnificent areas in their pristine state so that people who come to see them years hence can find them in much the same state as they are today. But I think we can make a sounder decision after the national parks themselves are established.

In conclusion, let me say that I very much appreciate, Mr. Chairman, having these hearings called this morning, and I hope we can move quickly on all of these bills.

(The amendments referred to by Senator Moss follows:)

[S. 27, 92d Cong., first sess.]

AMENDMENTS Intended to be proposed by Mr. Moss to S. 27, a bill to establish the Glen Canyon National Recreation Area in the States of Arizona and Utah

Viz: On the first page, line 10, strike out "91,001" and insert in lieu thereof "91,003".

On the first page, line 11, strike out "1970" and insert in lieu thereof "1971".

On page 2, line 2, beginning with "When" immediately after the period, strike out through the period on line 14 and insert in lieu thereof the following: "The total acreage of the national recreation area shall not exceed one million, one hundred sixty-seven thousand four hundred and twenty acres."

Senator BIBLE. I am familiar with this area of concern, and I am happy that the Senator from Utah has prepared an amendment which takes care of the problem.

The first witness this morning is a very old and dear friend of mine, back to attorney general days, now the very distinguished Governor of Utah, Governor Calvin Rampton.

I am pleased to recognize you this morning, Governor.

**STATEMENT OF HON. CALVIN RAMPTON, GOVERNOR OF THE
STATE OF UTAH**

Governor RAMPTON. Mr. Chairman, as you said, and Senator Moss reiterated, the Senators had hearings on these bills in the past, and so we think extensive statements are not necessary.

The principal difference of opinion of the people in Utah as to the predecessors of these bills has concerned the matter of roads through the areas. As the chairman, coming from a State like Utah, which is mostly owned and controlled by the Federal Government, we have a problem of maintaining the tax base of our State, and while a large percentage of our land is federally owned, we get some benefit from that federally owned land in that they contribute to our economy, sources of grazing, sources of mineral exploration, and, of course, we get something back from the Federal Government in an old form of revenue sharing as a portion of the mineral and grazing fees.

So, it is always with some concern that we see a portion of the public land placed into a monument or a national park, because to the extent that it is placed in these national monuments or national parks, it no longer contributes to our economy so far as the support of the livestock industry or the mining industry is concerned.

Now, we know that it can contribute immensely more to our economy as a focal point for tourism than it ever can for mining and grazing if, in fact, the situation is such as to make it inviting for tourists. That means reasonable access for reasonable numbers of tourists without too great a difficulty.

In the past, the dispute has been whether or not the bill should leave open without provision for the establishment of a highway system as the National Park Service has sought, or whether there should be designated in the bills, not actual routing, but corridors through which roadways would go. I think that our bills in the past have sort of run aground over that basic dispute.

Senator Moss has worked very hard to resolve that problem and I believe has done so. The bills that are now before you contain a provision for a 2-year study, as I recall, of the need for roads in this area to be made by the Department of Transportation—Senator Fannin, it is good to see you, sir—a 2-year study to be made by the National Park Service, Department of Transportation, Utah State Department of Highways, and report back within 2 years to this committee, and this committee to retain oversight or overview jurisdiction of the thing make sure that it moves.

Have I stated it correctly?

Senator Moss. I think you have, Governor.

If I may interject here, the language provides that the study will be made by the departments you mentioned, including Arizona also.

Governor RAMPTON. Yes; where it involves the Grand Canyon—I mean the Glen Canyon Recreational Area.

Senator Moss. There is the sentence I wanted to read into the record :

Such study will consider what roads are appropriate and necessary for full utilization of the area for the purposes of this act, as well as to connect with roads if ingress and egress to the area.

The thing that I think is important is that the State, within its overall plan of roads, will be able to designate where they want ingress and

egress. This study is to determine how the State's needs can be satisfied. We hope it will structure the building of appropriate roads through these recreation areas and national parks.

Governor RAMPTON. I would like, Mr. Chairman, if I could at this time, to have Mr. Clem Church, the chairman of the Utah State Road Commission, read a statement which represents the official position of the State of Utah regarding this agreed provision in the bill.

After he concludes, I have a few more observations I would like to make.

Senator BIBLE. Without objection, we are happy to recognize you.

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

Mr. CHURCH. Governor Rampton, Senator Bible, Senator Moss, Senator Fannin, 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, construction, 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 overall values. Accordingly, we are dedicated to provide essential road transportation services 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 visitation to such attractions as Yosemite and Yellowstone National Parks, and many other examples of our great scenic heritage. Some campgrounds in Grand Canyon National Park are already on a reservation basis. A similar system is being contemplated for Yellowstone. 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 home or apartment.

It is our concern with this recreational overcrowding 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 we have left behind. But, we must include a system of roads to the recreational scenic attractions that provide a different environment than do our crowded urban areas.

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.

The news media remind us of crowded conditions in many recreational reservations. Park Service proposals call for a reservation system and an increase of fees to \$4 per person annually. As the pressure of human usage mounts, our scenic and recreational heritage becomes more and more important. It seems at least equally important to provide recreational opportunities so important for the mutual health of our citizens and the social health of our Nation. It seems logical to me that instead of making existing recreational centers more difficult of access by reservation systems and prohibitive fees, a more equitable arrangement might be provided if at least a modicum of additional recreational potential were to be made usable to the average citizen.

Adequate roads and development are necessary if we are to utilize this nondepletable resource. It seems fitting to consider this problem as we now consider revisions to Canyonlands National Park, and creation of Arches National Park, Capitol Reef National Park, and the Glen Canyon National Recreation Area. The Bureau of Outdoor Recreation indicates over 1 million people could be absorbed by the Glen Canyon National Recreation area alone.

Senate bill 27, now under consideration by this honorable body, contains in sections 7 and 8 a proposal for a road study. It is suggested that Senate bill 26, pertaining to Canyonlands National Park, and Senate bill 29, pertaining to Capitol Reef National Park, be amended to contain a similar proposal, except that the language of Senate bill 27, section 7(A), first sentence, be modified by deleting the words "States of Arizona and" and substituting the word "State" to read as follows:

The Secretaries of the Interior and Transportation, in consultation with other Federal departments involved, and with the State of Utah, shall conduct a study of proposed road alignments within and adjacent to Canyonlands/Capitol Reef National Park.

Such action may provide a method for resolving different viewpoints on the matter of road access pertaining to these Federal recreational reservations.

Basic road proposals in southern Utah requiring a study are:

One, Glen Canyon City to Cisco. This route would provide a connecting link between Colorado National Monument and Zion and Bryce National Parks. It would provide access to proposed National Park Service marinas at Padre Bay and Hole-in-the-Rock, and an existing marina at Bullfrog Basin. It would connect Canyonlands to other national parks and monuments and most important of all, provide what may be the most spectacular scenic and recreational drive in the United States.

You have my statement, so I won't read the rest of these.

Such a minimal road network would do much to provide the much needed additional recreational potential to the average American. Circulatory and loop traffic patterns would then be available to the

average visitor allowing him to go one way and return another. It is proposed that this road system be available without toll or fee.

Proposed industrial developments including the Kapairowits Powerplant make it even more essential to construct adequate road access in southern Utah.

The State Road Commission of Utah does not oppose the basic concept of Canyonlands, Arches, and Capitol Reef National Parks, and the Glen Canyon National Recreation Area. We support this. But we are concerned that these new recreational reservations are not allowed to lie fallow after their creation and revision.

The need for roads here are extreme. Any study made will point this out.

Thank you for your time and courtesy.

Senator BIBLE. That is a fine statement. I appreciate it. The "Bible" and "Church" always have considerable in common. [Laughter.]

Are you any relation to the distinguished Senator from Idaho?

Mr. CHURCH. No; I don't believe so.

Senator BIBLE. You better claim him. He is an outstanding man.

Mr. CHURCH. All right. I will.

Governor RAMPTON. They are both good Democrats.

Senator BIBLE. Put that in the record.

Very fine. I have just a few questions of you.

The road problem has been analyzed by this committee on a number of occasions. I am wondering why, because we have the distinguished former Governor of Arizona, the very distinguished member of this committee as a U.S. Senator, you delete the words "State of Arizona?"

Governor RAMPTON. Just on those two bills that don't concern Arizona, that are remote from Arizona.

Senator BIBLE. That is the only reason for that?

Mr. CHURCH. Yes, sir. Although in the Glen Canyon National Recreation Area there is such a small amount in Arizona that is not pretty well developed, and I understand there is only one road that is coming down the Parea into Lee's Ferry that is proposed by the State of Arizona, and we were just wondering if it would complicate the study to include Arizona, or wouldn't it.

Senator BIBLE. I am very familiar with the Glen Canyon National Recreation Area proposal. Arizona does have a definite interest in that; interest in the Canyonland and Arches and Capitol Reef would certainly be more remote, but I will let the Senator from Arizona speak to that point himself. He might want to examine on it. I don't know why it is excluded. Maybe it is all right with him.

Mr. CHURCH. We have no objection whatsoever with including Arizona in this study.

Governor RAMPTON. Wherever it would appear, Mr. Chairman, that Arizona has a concern with the construction of a road, either because it connects with an Arizona road or because it might effect the flow of traffic through Arizona, we would certainly favor the Road Commission of Arizona being included.

Senator BIBLE. I would think that would be your position. We believe in the good neighbor policy. We are all together out there in the Southwest, a little lonely now and then and I think it is well we work together on this project.

On that particular point, I would certainly suggest that the Senator from Arizona speak to it himself.

Senator MOSS. If the Senator would yield.

If you will notice Mr. Church's statement, it was only in the bills pertaining to Canyonlands and Capitol Reef that he asked that Arizona be taken out. It is still left in as far as the recreation area is concerned.

Senator BIBLE. I just wanted to be sure.

Senator FANNIN. Mr. Chairman, I would like to submit this to the Governor of our State with the comments that have been made in Mr. Church's statement. I don't anticipate any problem involved whatsoever, but I think it is only fair that they be advised, the Governor and the highway commission, as to what is involved.

Incidentally, Governor, we are privileged to have you with us this morning, and Mr. Church, we appreciate your statement. Sorry I arrived a little late, Governor, and didn't hear your full testimony, but I know that our Governor and the highway commission will want to cooperate in any way possible.

Governor RAMPTON. I think Governor Williams and I see eye to eye on this. Your department of highways and ours have worked closely together.

I might say I will be eternally grateful to your highway department and Governor Williams for putting the road through the Virgin Narrow Gap way up on their schedule of priorities when it doesn't mean a thing to them, and means a great deal to us. That is the kind of cooperation we have had between our two States.

Senator FANNIN. Thank you, Governor.

I am familiar with that, having made several trips up there, and I can remember the pressure was on to get something done, and I am pleased they have cooperated to that extent. Certainly, I know that Governor Williams has spoken about the cooperation he has received from you.

Senator BIBLE. The only question I would ask further of the Governor, I think primarily rather than the head of the road commission, would be: Is it possible for you to put any type of a dollar price tag or dollar value to the State of Utah that comes back to the States directly as the result of the many parks that you have in your State? They are obviously attractive, Bryce and Zion, and all the rest of them.

Governor RAMPTON. I think those figures are all in the record. I don't have them here, but I can give you a general figure, Mr. Chairman, and that is that tourism is probably next to the government payroll in the State of Utah the biggest single source of revenue, and accounts for about \$175 million in spending in the State of Utah each year. That is basic spending. Of course, as the money moves through the economy, it is tremendous.

That is our tourism throughout the State, but the focal points of tourism in the State of Utah other than Salt Lake City and the Mormon Temple are the national parks and recreational areas.

Senator BIBLE. I thought that was true. Of course, you have interlocking with that a very effective State park system as well; don't you?

Governor RAMPTON. We do. We have about 31 State parks at the present time. We have a budget for the State park system—I can't tell you the whole budget. We have about \$1 million this year for acquisition. I guess our maintenance budget would run more than that.

Mr. CHURCH. I think it would. We also spend half a million on roads.

Senator BIBLE. What was the figure in the budget?

Governor RAMPTON. We have a little over \$1 million for acquisition this year.

Senator BIBLE. What is O. & M. for your State parks?

Governor RAMPTON. A little more than that.

In addition to that, the State road commission earmarks a certain amount of the highway fund each year for road construction and maintenance in the State parks.

Senator BIBLE. I think they should. After all, the parks are one of the great attractions for the State of Utah. If they bring all these dollars into the cash register, the beneficiary really is the State of Utah; isn't that true?

Governor RAMPTON. No question about it. The road commission realizes that. We sometimes have to battle with the Highway Users Association on that problem, but they have always seen that the parks get the money.

Senator BIBLE. They should recognize its value. Nature blessed you richly with some great scenic attractions. We would like to move some of them over into Nevada.

The Senator from New Mexico?

Senator ANDERSON. No questions.

Governor RAMPTON. Could I make a concluding statement?

Senator BIBLE. I thought we would finish this road problem. Any problems on the roads?

Senator MOSS. No, I have no problems.

I was going to comment that the road from Cisco to Glen Canyon City is involved in the Canyonlands National Parkway bill which is also before the committee. We have had no action on it yet, but the purpose of a Canyonlands National Parkway is to connect these national monuments and national parks with a scenic drive.

So, I am sure that that would be high on the study agenda. In fact it should get the first and perhaps the most attention.

Senator BIBLE. The Senator from New Mexico?

Senator ANDERSON. What about this study?

Senator BIBLE. They have this very well worked out. It amounts to a study of several years. It really doesn't bind the Federal Government at this time.

Senator MOSS. That is true. The bill provides that a study shall be made by Interior, the Department of Transportation, and the two Highway Commissions of Arizona and Utah as to the need for roads in this recreation area. Studies would also be made of the park areas paying particular attention to the needs for ingress and egress into the areas. The report would be back to this committee within 2 years' time, and then the committee shall take such further action as it deems necessary.

Now, if legislation should be necessary, we at that time could draft and pass it. If the roads are planned as the committee thinks they

should be, and provide the access that we think is necessary, the Department could simply go ahead and make budget requests for money to build the roads, because the Park Service has authority to build roads in parks and recreation areas. All it needs is an appropriation in order to do so.

Senator BIBLE. Isn't this provision the same as we had in the bill passed before?

Senator MOSS. Yes.

Senator BIBLE. This is identical to the bills that passed before.

Senator ANDERSON. What about Colorado?

Senator MOSS. Colorado isn't involved here. This is in Utah and Arizona.

Senator FANNIN. Mr. Chairman, when you say they are the same as last year, I understand there have been some amendments made?

Senator BIBLE. On the road problem only.

Senator FANNIN. On the road problem only? I thought there were several items that were brought up by Senator Bennett that were amended.

Senator MOSS. I think everything that was suggested we took in by amendment last year, and is included in the bill introduced this year.

Senator FANNIN. Thank you.

Senator BIBLE. Any further questions on the road problem from the members of the committee?

Now, Governor Rampton, go ahead.

Governor RAMPTON. The opposition to building roads in these areas by various people is generally based upon two bases. The first is that the road itself tends to spoil the natural beauty and detract from the area. The second contention is that too many people are brought in, and they detract from the natural area.

In regard to the first, while I will have to concede that in the past there have been some shortsighted roadbuilding in some of our natural areas, this need not be, and the type of design that is currently being done by the Park Service and by the Highway Department of the State of Utah is such that it takes into consideration the natural environment and tends to preserve it.

The other day, a week ago yesterday, Mrs. Rampton and I were driving from the Canyonlands Airport into Moab, and I am sure you are acquainted with the entrance to Arches there. From the highway, I asked if she could identify the road which climbs up the face of the mountain into the Arches Monument, and she couldn't see it. I knew where it was, and even knowing that, it was difficult to see the road there. That is a beautiful job, and this is the sort of thing that can be done and the sort of thing that I am sure will be done with these roads in the area.

With regard to whether or not people spoil the area, I think these parks, if they are created, belong to all of the people and not just to those that are strong enough, young enough and vigorous enough to hike or pack many miles to get in there. I think they should be made available on a reasonable basis to everybody.

Certainly, if they are going to contribute to the economy of the States concerned in the way of tourism to compensate for the decline

in the economy resulting from the reduction of grazing acreage and mineral acreage, then you must have roads and you must have them reasonably accessible.

I would strongly urge that this committee does keep jurisdiction of this matter during the period that the study is made.

One of the principal objections raised by those who live in the area to these bills is that the Park Service has not been as diligent as they think it should be in constructing roads. For example, we are in the Canyonlands several years and little is done.

In deference to my friend, Bates Wilson, who will give me trouble as soon as we get out of here, I have to say it has not been because of their desire to build the roads, but it has been due to lack of budget.

Senator BIBLE. And you are very well aware that we have 50 States.

Governor RAMPTON. I am aware of that, but I would like this committee to continue to feel a responsibility, not only to see that the roads are built, but in view of the chairman's membership on the Appropriations Committee to help us out over there in getting some money to build them.

Senator BIBLE. I have heard that plea many, many times, although—I don't have the figures right at hand, the amount of money that the U.S. Government spends for the operation and maintenance of parks in the State of Utah is rather significant, and quite a large figure.

I am not faulting that, but if other States were to make a comparison, they would either ask that we reduce the share that Utah got or triple their own. So, Utah has fared extremely well from the Appropriations Committee, of which I happen to be the chairman—I have a neighborly feeling for you people in Utah. Nevada once a part, as you know, of the Utah Territory, so some of that has rubbed off on us from the sister State.

[Laughter.]

We have always treated you extremely well.

Governor RAMPTON. Thank you, Mr. Chairman.

Senator BIBLE. Any questions now of the Governor of Utah?

Senator MOSS. No, but it is nice to have our colonies feel so good about the mother country. [Laughter.]

Senator BIBLE. Actually, it did colonize Nevada.

Any questions?

Senator FANNIN. No questions.

Senator BIBLE. Very fine statement, Governor.

Senator Anderson?

Senator ANDERSON. No questions at this time.

Senator MOSS. I have no questions.

I just want to thank the Governor and Mr. Church. I think they presented the Utah case very well, explaining what our concerns are and how we hope to meet them in this recreation area and in these new park areas.

Senator BIBLE. Two very fine presentations, gentlemen. Thank you very much.

(The prepared statement of Mr. Church follows:)

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

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 overall values. Accordingly, we are dedicated to provide essential road transportation services 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. Some campgrounds in Grand Canyon National Park are already on a reservation basis. A similar system is being contemplated for Yellowstone: 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 recreational overcrowding that had lead us to investigate and begin planning an overall system of recreation 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 scenic attractions that provide a different environment than do our crowded urban areas. 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.

The news media remind us of crowded conditions in many recreational reservations. Park Service proposals call for a reservation system and an increase of fees to \$4 per person annually. As the pressure of human useage mounts, our scenic and recreational heritage becomes more and more important. It seems at least equally important to provide recreational opportunities so important for the mutual health of our citizens and the social health of our nation. *It seems logical to me that instead of making existing recreational centers more difficult of access by reservation systems and prohibitive fees a more equitable arrangement might be provided if at least a modicum of additional recreational potential were to be made useable to the average citizen.* Adequate roads and development are necessary if we are to utilize this non-depletable resource. It seems fitting to consider this problem as we now consider revisions to Canyonlands National Park, the recreation of Arches National Park, Capitol Reef National Park and the Glen Canyon National Recreation Area. The Bureau of Outdoor Recreation indicates over one million people could be absorbed by the Glen Canyon National Recreation area alone.

Senate Bill 27 now under consideration by this honorable body contains in Sections 7 and 8 a proposal for a road study. It is suggested that Senate Bill 26 pertaining to Canyonlands National Park and Senate Bill 29 pertaining to Capitol Reef National Park be amended to contain a similar proposal except that the language of Senate Bill 27 Section 7(A) first sentence be modified by deleting the words "States of Arizona and" and substituting the word "State" to read as follows: "The Secretaries of the Interior and Transportation, in consultation with other Federal departments involved, and with the State of Utah, shall conduct a study of proposed road alignments within and adjacent to Canyonlands/Capitol Reef National Park." Such action may provide a method

for resolving different viewpoints on the matter of road access pertaining to these Federal recreational reservations.

Basic road proposals in southern Utah requiring a study are :

1. Glen Canyon City to Cisco. This route would provide a connecting link between Colorado National Monument and Zion and Bryce National Parks. It would provide access to proposed national park service marinas at Padre Bay and Hole-in-the-Rock and an existing marina at Bullfrog Basin. It would connect Canyonlands to other national parks and monuments and most important of all provide what may be the most spectacular scenic and recreational drive in the United States.

2. Bullfrog Basin to the junction with Utah State Route 24 near Notom would connect Capitol Reef National Park to the Glen Canyon National Recreation Area and other Park Service administered areas. It would improve access within Capitol Reef National Park.

3. Boulder to the Notom Road via the Burr Trail would provide direct connection from Bryce Canyon National Park to Capitol Reef National Park and the Glen Canyon National Recreation Area.

4. Escalante to the Hole-in-the-Rock would connect Bryce Canyon National with recreational opportunities on the southern end of Lake Powell.

5. Torrey to Boulder—would provide a connection from Interstate 70 to Capitol Reef National Park.

6. Hanksville to Blanding—would provide a basic northwest to southeast connecting among these recreational reservations.

7. Temple Mountain Junction to near the west side of Canyonlands National Park would provide better access to these areas from the populous Wasatch Front.

Such a minimal road network would do much to provide the much needed additional recreational potential to the average American. Circulatory and loop traffic patterns would then be available to the average visitor allowing him to go one way and return another. It is proposed that this road system be available without toll or fee.

Proposed industrial developments including a power plant make it even more essential to construct adequate road access in southern Utah.

The State Road Commission of Utah does not oppose the basic concept of Canyonlands, Arches, and Capitol Reef National Parks, and the Glen Canyon National Recreation Area. We are concerned that these new recreational reservations are not allowed to lie fallow after their creation and revision.

The need for roads here are extreme. Any study made will point this out.

Thank you for your time and courtesy.

Senator BIBLE. Our next battery of witnesses will be Tom Flynn, Acting Director of the National Park Service, accompanied by Superintendent Bates Wilson and Superintendent Johnson.

STATEMENT OF THOMAS F. FLYNN, ACTING DIRECTOR, NATIONAL PARK SERVICE; ACCOMPANIED BY SUPERINTENDENT BATES WILSON, SUPERINTENDENT C. E. JOHNSON, AND BERT SPEED, CHIEF RANGER, CAPITOL REEF NATIONAL MONUMENT

Mr. FLYNN. Could I also have Bert Speed, the chief ranger at Capitol Reef join me at the table?

Senator BIBLE. Yes, anyone that you want to accompany you.

Put the microphone closer to you.

Mr. FLYNN. Which bill would you like to take up first?

Senator BIBLE. You can comment on them in the order that we presented them ; S. 26, Canyonlands is first.

Mr. FLYNN. Mr. Chairman and members of the committee, I am pleased to appear before you today to present 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 enactment

of this legislation, amended as set forth in the departmental report to your committee.

S. 26 is identical to a bill of the same number as passed by the Senate in the 91st Congress on July 15, 1970.

Canyonlands National Park was established by the act of September 12, 1964 (78 Stat. 934), to contain approximately 257,640 acres.

I would like to incorporate my statement in the record.

Senator BIBLE. Without objection, the full statement may be incorporated in the record.

You may, I think primarily on Canyonlands National Park, you might comment on the roads provision. Do you approve of this as it has been introduced? That is the the present bill before us?

Mr. FLYNN. On the road provision in Canyonlands?

Senator BIBLE. On the entire bill?

Mr. FLYNN. No. We have some amendments to it, sir.

Senator BIBLE. All right. Have you those amendments?

Mr. FLYNN. Yes, sir.

There are four key areas totaling 95,710 acres, which are under consideration for addition to the park. We are convinced that these areas are of such quality as to merit the status and protection as a national park.

First, maybe it would be advisable to have Bates Wilson go to the map to show you these different areas.

Senator BIBLE. Very well. Mr. Wilson is well known to the members of this committee.

Mr. FLYNN. 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 prehistoric pictographs, and is 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 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 Big Flat, Shafer Canyon, and White Rim. The latter three areas are needed primarily for administrative purposes, and to meet development needs, including a more suitable alinement of, and scenic protection for, the park entrance road from Long Cayon 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.

The proposed additions were recommended by the Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments 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.

Developments proposed for the additions are estimated to cost \$5,102,900, with increased annual operating costs of \$114,172 by the fifth year of operation.

As we recommend S. 26 be amended, the additions to the park would total 95,710 acres, or 16,092 acres more than are proposed in S. 26. The other amendments offered in the Department's report on S. 26 conform the bill to the 1964 Canyonlands Act, and to subsequent general exchange authority enacted by the Congress in 1968.

Mr. Chairman, at Canyonlands we have expended for development \$4,464,300. The development costs for the proposed additions on a 5-year basis is \$1,634,600. Our operating costs in fiscal 1971 were \$390,726. Our budget request for fiscal year 1972 is \$431,000. After the first 5 years, if these lands are added, operating costs will be \$615,821.

At present, our staffing consists of 24 permanent and 7.3 seasonal people. With the proposed additions to the park, at the end of 5 years we will have an additional 4.5 seasonal and six permanent people.

The visitation to Canyonlands in 1970 was 33,400, and our projection is that by 1975 it will be 44,300.

If you have any questions, I am sure we would be glad to try and answer them.

Senator BIBLE. Mr. Flynn, the park proposal adds—what is that figure—16,000 acres to the bill that is presently pending before us, is that correct?

Mr. FLYNN. Yes, sir; 16,092 acres more than S. 26.

Senator BIBLE. Of the 16,000 that you are adding, how much of that is in public domain, or in State ownership, and how much of it is in private ownership? Maybe Bates Wilson can answer that.

Mr. WILSON. All but 80 acres is in public domain or State.

Senator BIBLE. All but 80 acres is in Federal ownership?

Mr. WILSON. Federal and State.

Senator BIBLE. I see.

Now, as to the State park, Dead Horse Point State Park—now, that is to be donated by the State of Utah? That is a question I should have asked the Governor.

Mr. FLYNN. Yes, sir.

Senator BIBLE. That is to be donated.

Senator Moss. I would like to respond to that if I may.

In the bill that was presented last year the boundaries were similar to those now recommended by the department with the provision that the State donate Dead Horse Point State Park. That turned out to be the principal bone of controversy over the park boundary, and the State was not willing at that point to make the contribution.

For that reason, the bill that is before us now does not include Dead Horse Point State Park, simply because it can't be taken in unless the State does donate it, and the State isn't willing to donate it.

Senator BIBLE. Is that still their attitude today?

Senator Moss. Yes.

I firmly believe the day will come when they will see the light and decide that it is in the best interest of the State to donate the park, because then the Park Service would operate it and maintain it and it would be just as accessible to our visitors. But this is a matter of local pride. The local editor of the newspaper down there keeps writing editorials saying Utah must maintain Dead Horse.

There is another factor. Two oil wells were drilled just off of Dead Horse Point. A person peering closely can see them down at the bottom. Some people in the State thought there might be further oil exploration there which would be forever cut off if the area went into the national park.

Senator BIBLE. If they got in the national park it would be cut off forever?

Senator Moss. Yes. For that reason, the bill I introduced before us now does not include Dead Horse. The overlay, the green boundaries show the bill that is before us, my proposal.

Senator BIBLE. I understand.

Senator Moss. The Park Service proposes that pink boundary higher up on the right side upper corner, northeast.

Senator BIBLE. Do you propose that we add Dead Horse Point State Park or exclude it?

Senator Moss. To be honest with you, I have thought all along it would be a good idea for Dead Horse to be part of the national park. I have tried to put it in. But with the local sentiment being what it is, I think it might be taken out. If this committee wants to amend the bill and put it in, I surely will not vote against it.

Senator BIBLE. You have worked on this committee for many years and have great familiarity with our park philosophies. Of course, where possible. I always found that it worked out to the advantage of the State to include a State park and make it one administrative whole, because the States have as many budgetary problems as we do if not more, and you hear the plea of the Governor for additional money from the Federal Government to take care of the national parks in Utah. So, this may be one area where it would be of benefit to them administratively and financially to put this State park into the overall national park, but I would defer almost entirely to the Senator from Utah on that. After all, he is the representative of the State and is extremely able. I would hope maybe this could be resolved. I am sorry I didn't think of that when the Governor was here, but I will see him later and ask him informally and have him formalize it so I will get his opinion on the record. I would like to have his views on that. I neglected to do it. It is my own fault because I did know of the past views of the State of Utah.

Very well.

Senator Moss. There is one other little variation, Mr. Chairman. In the lower left hand corner, the southwest corner, there are three sections the department recommends go in that I have left off. Now, I left them off deliberately because they have tar-sands deposits and the State geological and mineralogical survey was quite concerned that these sections be available for exploration, and I have included them, therefore, in the National Recreation Area, where mineral exploration and production is permissible, and taken them out of the national park.

Now, they have some scenic value, I agree, but because of the deposits on them, I think they should be left out of the national park.

Senator BIBLE. That is a question we can resolve. I know one of the great problems in creating national park is their boundaries—I think George Hartzog's original proposal was to put the entire State of Utah into a national park, but he finally shrunk it a little under pressure. [Laughter.]

And I hope he doesn't expand too much. He may get those ideas from Bates Wilson; I don't know. [Laughter.]

They certainly come from somewhere.

We will study this as we go along on it.

I have no further questions on the Canyonlands.

The Senator from New Mexico?

Senator ANDERSON. Does the State of Arizona agree with this?

Senator BIBLE. I don't think the State of Arizona has any problem on this. This is considerably north of the Arizona boundary line. Senator Fannin can speak for himself.

Senator FANNIN. I cannot conceive of any problems because this does not involve the territory——

Senator ANDERSON. Years ago we had the highway——

Senator FANNIN. That was involved in our earlier discussions, and we did work out the problem there and the funds were appropriated and the Governor was kind enough to thank Arizona for the excellent cooperation he was given. But that was a very serious problem, because the cost per mile of highway through that area was very high.

Senator ANDERSON. Certain people would like to see certain roads left on.

Senator FANNIN. I don't believe that that is involved in what we are discussing here now. I don't know whether this was part of the controversy that was involved last year when the changes were made, and I would just ask——

Senator BIBLE. My memory is that this was not involved in the Canyonlands problem, and I think the record will bear that out. If I am speaking in error, I will certainly correct it before we present it to the executive session.

I thank the Senator, and I certainly appreciate his suggestion.

Senator FANNIN. I would express my thanks to the Senator from New Mexico, and I will, in my message to the Governor of the State, bring all these matters to his attention, but I don't anticipate there will be any problem involved.

Senator BIBLE. The Senator from Utah?

Senator MOSS. Thank you, Mr. Chairman.

By interjecting before, I think I clarified any question that I may have. I understand the recommendations of the department and certainly we will give them most serious consideration. Other than those boundary differences that we talked about, I think I am in full agreement with the report of the department.

Mr. FLYNN. Thank you, sir.

Senator BIBLE. Thank you very much, Bates.

That is all the questioning I have on Canyonlands.

We are due to vote at 11 o'clock, and I am going to declare a 15-minute recess.

We will resume at 11:15, and then the next bill that we will examine will be the Glen Canyon National Recreation Area, so you can put up your maps and exhibits.

(Recess.)

Senator BIBLE. The hearing will resume.

We will now proceed to the testimony on the second bill S. 27.

Mr. Flynn?

Mr. FLYNN. Mr. Chairman and members of the committee, we are pleased to appear before you today to present the Department's views on S. 27. This bill is identical to a bill of the same number which passed the Senate in the 91st Congress on July 15, 1970, except that the current bill contains an additional section providing for a 2-year study of proposed roads within and adjacent to the area.

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.

I would like to have my statement incorporated in the record as if read in full.

Senator BIBLE. Without objection, the full statement will be incorporated in the record.

Mr. FLYNN. Approximately 907,000 persons visited the area in 1970, and we project a visitation of nearly 1,500,000 by 1975.

Mr. Chairman, for Glen Canyon, our development funding request in the fiscal 1972 budget required is \$242,000. During the next 5-year period, we estimate that \$5,966,400 will be required for development. Our operating costs were \$971,400 in fiscal 1970, and are expected to reach \$1,265,000 by 1975.

Our staffing in fiscal 1971 consisted of 54 permanent and 12.6 seasonal people, for a total of 66.6. At the end of the 5th year of operation, we expect to have 78 permanent and 24.9 seasonal, for a total of 102.9 personnel.

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

S. 27 would establish an area of about 1,154,638 acres. The department's report recommends an amendment to establish an area of about 1,149,198 acres, a reduction of 5,440 acres from the boundary in S. 27. Our recommended boundaries for the Capitol Reef National Park and for the additions to Canyonlands National Park would include portions of these 5,440 acres in the two parks, rather than within the recreation area.

In addition, the department's report recommends amendments conforming the bill to the general exchange authority enacted by the Congress in 1968, and deleting the mandatory requirement that the Secretary grant easements and rights-of-way across the area.

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

Senator BIBLE. I wish you would explain the difference in the acreage between the two bills.

Mr. FLYNN. Superintendent Johnson can do that.

Senator BIBLE. Explain the differences in the acreage in the two bills. It is a reduction of 5,440 acres from the bill introduced by Senator Moss.

Mr. JOHNSON. We are speaking of the two tracts of land outlined in fluorescent orange here. The portion down here is on the east side of the water pocket fold. It is a block of roughly 3,500 acres. The other tract is the portion that was referred to earlier in the Canyonlands testimony regarding the oil sands—three sections up there.

Senator BIBLE. Those are excluded in the Park Service bill. Now, give me the reason for the first exclusion, the first one you pointed to. That one. Why is that excluded in the Park Service bill? I understand your reason—

Mr. JOHNSON. It is an overlap between that and the Capitol Reef bill.

Senator BIBLE. Is it contained within the Capitol Reef bill?

Mr. JOHNSON. Yes.

Senator BIBLE. The orange that you point to is excluded from the Glen Canyon National Recreation Area, but is included in the Capitol Reef bill?

Mr. JOHNSON. That is my understanding.

Senator BIBLE. Do you have any questions?

Senator Moss. No. I think that is perfectly proper. If that water pocket fold is to be a unit, it properly belongs in Capitol Reef National Park rather than in the recreation area. I agree with that recommendation, though obviously I disagree with the one on the tar-sand section.

Senator BIBLE. Now, in addition, you say the Department's report recommends amendments conforming the bill to general exchange authority enacted by the Congress in 1968.

Any objection to that?

Senator Moss. I don't have any objection to that. I think we now have a general law on land exchanges and it should be followed.

Senator BIBLE. In addition, the Department's report recommends deleting the mandatory requirement that the Secretary grant easements and rights-of-way across the area.

Senator Moss. If I may speak to that, Mr. Chairman—

Senator BIBLE. I would like to set up colloquy between the two of you so we get the two viewpoints.

Senator Moss. As I understand it, the Park Service says that since they have the power now to grant easements and rights of way, and that we should not put any mandatory provisions into the bill. But having the right to grant easements and rights of way, and doing it, are two separate things. Whether they will do it is the point of concern here.

As the chairman well knows, because we have held field hearings, the Kaparowits generating plant is proposed for construction just above the border, about where the pointer is. If the Kaparowits plant is built, it will be necessary to have transmission lines and possibly some other utility crossings. The people concerned with planning were fearful that this big long sweep—as you can see the recreation area not only goes to the south, but off to the east and ties into Canyonlands Na-

tional Park—would prevent an eastward crossing. They want to be sure they are going to be able to cross the recreation area.

Now, the language of my bill doesn't say that utility crossings have to be granted in a given spot. It just says they must be granted, meaning they have to be worked out.

I put this language in at the request of the people who are investing in this huge powerplant because they were fearful they would be held up if they didn't have some assurance that they were entitled to have a place to cross.

I think the Park Service could live with this provision. What the Park Service will have to work out and negotiate is where the crossings will do the least scenic damage or impairment to the recreation area. That is all it amounts to.

Senator BIBLE. Does the Park Service have a rejoinder?

Mr. FLYNN. We will have to stay with the report, Mr. Chairman.

Senator BIBLE. All right.

Now, tell me about those two red marks there, that one and the one above it.

Mr. WILSON. This is the Warm Creek powersite that was deleted from the boundary at the time it was proposed.

Senator BIBLE. What is the other one?

Mr. JOHNSON. The Sit-Down Bench powersite.

Senator BIBLE. Has ground been broken on either one of those two powersites?

Mr. JOHNSON. No, sir.

Senator BIBLE. But is the title to the land, has that been negotiated so that it is in the name of the utility that is in that area? What utility is in that area, Southern Cal-Edison?

Mr. JOHNSON. Resources, Inc.

Senator BIBLE. That is a joint venture, isn't it?

Mr. JOHNSON. Yes.

Senator MOSS. That is what the amendment I offered this morning takes out. Those two red areas do not have to be excluded from the recreation area. They are not going to be used for powersites.

Senator BIBLE. In other words, the joint venture power utility has arranged to place the powersite beyond the boundary lines of either Glen Canyon National Recreation Area, or the Arches or Capitol Reefs?

Senator MOSS. That is correct. They have chosen so to do. They already agreed to that.

Senator BIBLE. All right. Very well.

Mr. JOHNSON. To the best of my understanding, there are no leases or any other commitment regarding that land.

Senator BIBLE. What type of adverse holdings are there within the proposed Glen Canyon area; that is held in private ownership?

Mr. JOHNSON. We have one tract at Lee's Ferry, 160 acres, in holding which we are in the process of attempting to acquire.

Senator BIBLE. Is that the only adverse in-holding you have there?

Mr. JOHNSON. Yes, sir.

Senator BIBLE. You are very fortunate. Compared to Lake Mead National Recreation Area, which has all kinds of in-holdings that go back to old claims, and even some open claims, derivations of title

from other sources, and those become very troublesome as the years go by, and as the use builds up. But you only have one adverse in-holding in the entire area, and that is at Lee's Ferry.

Mr. JOHNSON. We do have innumerable mining claims that have been filed throughout the area.

Senator BIBLE. I understand. Do you have any patented mining claims there?

Mr. JOHNSON. No.

Senator BIBLE. Again, you are very fortunate.

I have no further questions.

Is this bill, with the exceptions noted, identical with the bill that passed the Senate last year or the year before last?

Senator MOSS. Yes, it is, with the exceptions noted.

Senator BIBLE. And your amendment.

Senator MOSS. Yes.

I would like, if I might ask one question.

The area that is white in the northern part is the Escalante drainage. Is that right?

Mr. JOHNSON. That is the Orange Cliff area.

Senator MOSS. No; that is the Escalante.

Mr. JOHNSON. I beg your pardon.

Senator MOSS. Isn't that the part suggested for study as a possible wilderness area?

Mr. JOHNSON. Portions of it, yes, sir. There have been suggestions by various conservation groups.

Senator MOSS. Then the other white area at the top of your map goes up the west side of Canyonlands National Park, is that correct?

Mr. JOHNSON. Yes, sir. That is the Orange Cliffs.

Senator MOSS. By way of explanation, the reason for including that section in the recreation area in the northern part is to give the Park Service jurisdiction in building overlooks over the park and camp sites. It also provides as a buffer and protection for the park and yet still permits grazing in that area where there is some grazing.

Senator BIBLE. Might I ask why one is depicted in gray and the other in white? Does that denote something different?

Senator MOSS. The gray is already withdrawn at the present time.

Senator BIBLE. How about the white? Is that still public domain?

Senator MOSS. Yes.

Senator BIBLE. The gray is the withdrawn area, and the white is the additional area of public domain, is that correct?

Senator MOSS. That is correct.

Senator BIBLE. Fine.

The Senator from New Mexico?

Senator ANDERSON. How many acres are there involved in this entire proposal?

Mr. JOHNSON. 1,149,000—I don't have the exact figure.

Mr. FLYNN. 1,149,198 acres.

Senator ANDERSON. That is a lot of land, isn't it?

Mr. JOHNSON. It is a magnificent area.

Senator ANDERSON. Those two points down below, the two red marks, what is the problem there?

Senator BIBLE. They were originally carved out as powersites, and since then the joint venture power companies have indicated that they are going to locate their powersites, if they are able to locate at all, beyond the boundaries of the Glen Canyon National Recreation Area. That is the significance of the markings. They are excluded by an amendment Senator Moss testified to this morning. They are not in the recreation area at all.

Senator ANDERSON. Are there any problems about crossing the area?

Senator BIBLE. What are the problems of crossing the area? Road crossings, I assume.

Senator ANDERSON. Road, powerline, pipeline.

Mr. JOHNSON. First, insofar as the transmission lines are concerned, I would have to defer comment on specific routes pending the completion of task force studies and the final resolution of the line routing which I am not familiar with.

I can say that there is one line which is being proposed from the Navajo plant crossing directly below Glen Canyon, and we have met with the representatives of the Arizona Public Service and worked out an amicable agreement for the crossing of the lines. That is the only route I know about.

Senator ANDERSON. I think there have been some problems here that haven't been able to get confirmed.

Senator BIBLE. You have reference to those power hearings in the Four Corners area, and the Utah hearings and Nevada hearings and Colorado hearings.

Senator ANDERSON. One time we had a terrible time running the pipeline through the Navajo reservation. Is that all cleared up now?

Senator BIBLE. I don't know that the pipeline through the Navajo reservation is involved in this particular area at all; is it?

Mr. WILSON. No, sir.

Senator BIBLE. It is not involved.

The Senator from Arizona?

Senator FANNIN. Thank you, Mr. Chairman.

In the comments made, how does this add up with what Senator Moss is trying to do to foresee what is needed and get something in the legislation that would take care of the problem? What is your objection to that?

Mr. FLYNN. The problem of roads?

Senator FANNIN. Roads and the right-of-way.

Mr. FLYNN. We have no objection to the Senator's proposal for the 2-year study.

Senator FANNIN. But you said you would stand with the report.

Mr. FLYNN. The report states, for example—I could read it to you.

Senator FANNIN. That is all right. If it is in compliance with what Senator Moss offered in the legislation—

Mr. FLYNN. Yes. We agree with Senator Moss on that.

Senator FANNIN. Fine. That was what I wanted to clarify.

Now, as far as the Indian tribes are concerned, I understand there are some areas under controversy. Are those all downstream from this proposal?

Mr. JOHNSON. I believe you are speaking of the Hualapai.

Senator FANNIN. Both the Navajo and the Hualapai. I know the Hualapai, I know where they are, but the Navajo problem, too—now, the Hualapai, where you would—

Mr. JOHNSON. Clear on downriver.

Senator FANNIN. Now, the Navajo would be—

Mr. JOHNSON. Right here.

Senator FANNIN. Has this been cleared, or is this still a controversy with the Navajos?

Mr. JOHNSON. We have no problems that I know of. We have negotiated an agreement with the Navajo tribe for the joint administration of what we call parcel B land, which is a very narrow band around the edge of the lake.

Senator FANNIN. And the new chairman is satisfied—I notice there is controversy back and forth—between what the former chairman agreed to and what the new chairman thinks should be done. That is why I was asking the question.

Mr. JOHNSON. As far as I know, Chairman McDonald has taken no exception.

Senator FANNIN. Very good.

What is the lower boundary there? At what point does that stop right there?

Mr. JOHNSON. At Navajo Bridge.

Senator FANNIN. In other words, we really haven't any stream flow problem, even in proposed projects for the past or currently being considered by, for instance, by any of the Indian tribes or anybody else?

Mr. JOHNSON. No, sir; not that I am aware of.

Senator FANNIN. I don't know of any, but every time we get to these areas we find something is proposed or under consideration and there is a conflict. I wanted to be sure this has been cleared.

Thank you.

Senator ANDERSON. The hearing we had a week ago, wasn't this involved?

Senator BIBLE. I don't think it was involved.

Senator MOSS. There is no impingement on the recreation area by any of these hearings with the possible exception of whether there is going to be air pollution floating over the recreation area. People were concerned about that and I have been handed a copy of a complaint filed by the wildlife people to enjoin the plants but that is quite apart and separate from the question of establishing this as a recreation area.

Senator FANNIN. May I say at the hearings we had a number of witnesses, some informed and some not as well informed, that were making statements and complaints about some of the planning at Kapairowits, which would be involved from the standpoint of rights-of-way, but I don't know of any serious problem that was involved in those hearings that would in any way conflict other than from the standpoint, as Senator Moss brought out, the possible pollution that could be involved if the plant weren't constructed as is stipulated now in the legislation.

Senator BIBLE. Are there any further questions on the Glen Canyon National Recreation Area?

We will next proceed to S. 29, Capitol Reef National Park. Tell us about that one.

Mr. FLYNN. Mr. Chairman, S. 29 is identical to S. 531, 91st Congress, which passed the Senate on July 1, 1970, except that the park boundary in the current bill includes 10,834 acres more than in the earlier bill. S. 29 would include 241,671 acres. The amendment we recommend would include an area of 254,368 acres within the Capitol Reef National Park, an increase of 12,697 acres over the boundary in S. 29. The differences between the boundaries set forth in S. 29 and that shown on the boundary map we propose are largely the result of our desires that the boundary encompass to the greatest extent possible the geological features of the area.

In addition, the department's report recommends amendments conforming the bill to the general exchange authority enacted by the Congress in 1968, providing for a 10-year phaseout of grazing within the park, deleting mandatory requirements for the granting of easements and rights-of-way, and preserving the effect of any wilderness designation of lands within the former national monument.

There are no private lands to be added under our proposed boundary, and the enactment of this bill will not result in any increased expenditures above those which would normally be incurred for the existing national monument.

At the present time, through fiscal year 1971, we have an investment development of \$1,784,000. Our proposed 5-year development plan is for another \$1,052,700.

Our operating costs in fiscal year 1971 were \$136,000. Our budget request for fiscal year 1972 is \$146,600.

Our present staffing consists of eight permanent and 8.2 seasonal personnel, and by 1975 we estimate that it will increase to 28 permanent and 22 seasonal personnel.

The visitation in the park in 1970 was 225,900. We project by 1975 the visitation will be 907,400.

That concludes my statement.

Senator BIBLE. I would like to have whoever is the authority on the Capitol Reef point out the differences between the bill introduced by Senator Moss, which I understand is identical with the bill we passed in the Senate on July 1, 1970, and the Park Service proposal.

Mr. FLYNN. This is Bert Speed, our chief ranger at Capitol Reef National Monument.

Mr. SPEED. This is the boundary of the monument as it now exists, as it was expanded by Presidential proclamation.

Senator BIBLE. That is the orange boundary, is that correct? That is the present Capitol Reef National Monument entitlement, and it was created by Presidential order which raised a lot of furor; that is, taking the power away from the Congress; but that is water under the dam.

Now, we must have a bill to make it legal—I guess the other was legal. It had a questionable birth. This is an attempt to remedy that now. That is the present boundary line?

How about the proposed Park Service boundary lines? I have flown over the entire area. I know it reasonably well.

Mr. SPEED. The black is the proposed Park Service boundary.

Senator BIBLE. And the black is the proposed Park Service—that appears to shrink rather than to enlarge. Does it actually end up shrinking?

Mr. FLYNN. It is 127 acres more than the present monument.

Senator BIBLE. Maybe the additions toward the top are more than the deletions.

Why the differences in the acreage?

Mr. SPEED. All right, sir. This addition here includes the large cathedrals known as the Temple of the Sun, and the Temple of the Moon. This small addition here includes part of a cathedral formation that was formerly split by the boundary. This addition here includes the head of Cathedral Valley. This addition here includes the portion of the Water Pocket Fold where it joins Thousand Lake Mountain, and also some very important pictographs.

Senator BIBLE. Now, you shrink it up in two places?

Mr. SPEED. Yes. This area here was mostly grazing land.

Senator BIBLE. You shrink it up because of that reason?

Mr. SPEED. Yes. And this area here.

Senator BIBLE. The same answer? You shrink that because it does have some slight grazing?

Mr. SPEED. Yes, sir.

Senator BIBLE. All right.

Mr. SPEED. We have a small addition here of about a quarter of a section. The existing boundary follows the north side of the highway, which makes an awkward entrance into the park. You should enter a park, not go along the side of it. Here we exclude small tracts of grazing land. Here is more grazing land excluded. Some land is excluded here in the Escalanti drainage, which would be over the divide from the monument.

We include these other tracts because they are on top of the cliffs at the head of Circle Cliffs. To preserve the scenery of these cliffs here, we include a section of land that contains part of the best exposed cross-section of the monoclinical fold, and then we have added a highly scenic area in the Hall's Divide section.

Senator BIBLE. But the end result with the shrinkages and the additions is to add these additional acres. You are adding more than you are taking away.

Mr. SPEED. A little over 100 acres.

Senator BIBLE. Very well. I am satisfied. The Senator from New Mexico?

Senator ANDERSON. No questions.

Senator BIBLE. The Senator from Arizona?

Senator FANNIN. No questions.

Senator BIBLE. The Senator from Utah?

Senator MOSS. Does the other overlay compare by boundary with the park's? Would you put that down, please?

Now, there isn't a great deal of difference except along that escarpment on the east side where the boundary described in the bill just follows the top of the ridge. You now have gone back to section lines.

Why do you do that?

Mr. SPEED. We followed the section lines. We felt it would be easier to administer. However, the rim boundary is about the same.

Senator Moss. Really, my reason for going to the rim boundary is that I thought that would be easier to administer. Anybody that is up on the rim would be out of the park, and if he comes down into the valley, he would be in the park. There would be no question about it. The only reason for supporting the rim boundary is that it would readily be interpreted by a person as being a park boundary. Obviously, I don't have a strong feeling about it. I simply tried to make it easier for the Park Service to administer.

Mr. SPEED. We could live with either one easily. The one thing I would like to point out on this rim boundary is that in places one person would interpret it as being a cliff and another would interpret it as being the slope at the top of the cliff, which may be as much as 100 yards in places; but to get a specific, well-defined boundary, I think it should be defined as the watershed divide at the top of the rim.

Senator Moss. All right. I just wanted the explanation in there.

Now, you have taken out a little of the top of the Circle Cliffs, haven't you?

Mr. SPEED. Here?

Senator Moss. Yes.

Mr. SPEED. No. Our boundary coincides here with that in S. 29.

Senator Moss. There really isn't much difference in our two boundaries then, is there?

Mr. SPEED. We have one area here where we differ.

Senator Moss. Is that the Sun and the Moon—this is Bentonite Hills. And right below there you step out a little more.

Mr. SPEED. We come in here.

Senator Moss. Well, thank you. I won't take up the time. I will study the Park Service boundaries in detail. But there isn't much difference.

Senator BIBLE. I can't see much difference in it. That country, generally, is of the same general nature, I think, either a respectable cow or sheep would have a tough time carving out a living on it. That isn't very good grazing country. I have some sympathy for the stock man. I can't believe they can make very much money in that area.

But in any event, changes, I will leave the boundary changes to you, and to the Park Service, and to the author of the bill. I shouldn't think that would take over 30 seconds to resolve, so that we don't get in a boundary dispute. It is always difficult to draw boundaries. Somebody says go this way or that way. I am not going to try to be an expert on it and I will leave that to the author of the bill and the Park Service.

Will you resolve that?

Senator Moss. I will.

Senator BIBLE. Let's go on to the next bill.

Did you have any questions?

Senator FANNIN. No questions.

Mr. FLYNN. Mr. Chairman, S. 30 is identical to S. 532, 91st Congress, which passed the Senate on July 1, 1970, except that the park boundary in the current bill includes 240 acres more than in the earlier bill.

The amendments we recommend in the department's report provide for a change which would result in an area of approximately 73,234

acres, a net reduction of 160 acres of public domain from the boundary proposed in S. 30. No private lands would be added to the area by this proposal.

In addition, the report recommends amendments to conform the bill to general exchange authority, providing for a 10-year phaseout of grazing, and preserving the effect of wilderness designation of land within the former national monument.

There will be no additional costs attributable to the legislation. Our current development in the monument has cost \$4,464,300. The development cost estimate for the next 5 years is \$1,031,800.

We have presently five permanent and 3.7 seasonal personnel. There will be no increase in personnel as a result of S. 30. The operating cost in 1971 was \$155,050. Our budget request pending before Congress is \$164,000. Annual operating cost will increase to \$248,700 at the end of the fifth year.

The visitation in 1970 was 178,500. The projected visitation for 1975 is 245,100.

Senator BIBLE. No questions.

Senator ANDERSON. No questions.

Senator FANNIN. No questions.

Senator MOSS. The orange and the white constitute the present monument as it was created by proclamation, is that right? Now, would you put down the overlay and see—

Mr. WILSON. All right.

Senator MOSS. The orange is the bill. What has been left out is the dry mesa on the east side there which does have some winter grazing on it, and that is carved out of the present monument, but some additions are made on the northwest corner to take additional scenic areas at the Arches that are up there. Also, we cut out a section below there some place

Mr. WILSON. Right here. Two small quarters here and a half section here.

Senator MOSS. So, there are the changes. Now, I just wanted to ask one question. I understood—perhaps there will be testimony on it yet—that a suggestion would be made that the boundary be altered to take the bank of the river below the dry mesa, going up along there, just to protect the scenic view. The boundary would be drawn on the edge of the cliff.

What would be the Park Service reaction to that? If you know.

Mr. WILSON. We originally drew the boundary at the river's edge for protection for any development that might occur on the west side of the river. There are a few places along the river where development could be done. If the boundary were pulled back to the high cliff we would have no protection of the land between the Wingate Cliff and the river.

The original purpose was to eliminate any adverse development.

Senator MOSS. You see, there is a very scenic road on the southeast side of that river, and the point was raised that the other bank of the river should be protected from any kind of building or incursion on it, and that perhaps that little sliver between the water and the base of the cliff would be an addition to the park.

Now, I just wondered what the reaction to that would be.

Mr. FLYNN. Can you administer the area on that basis, Bates?

Mr. WILSON. Yes, we could; but we would have no control along that bank of the river.

Senator Moss. When you come down to the river below there any way—

Mr. WILSON. Yes.

Senator Moss. You are already charged with control of the river down there. This amendment would simply take you up a little farther on the river. That is all.

Mr. WILSON. Yes.

Senator Moss. I know you haven't had a chance to study this recommendation, but I thought I might get a reaction to it in case the committee decided it might want to amend the bill and take in that other bank.

Mr. WILSON. Senator, I might point out that right in here, the high Wingate wall is almost directly over the river. There is probably no more than 500 feet between the river's edge and Wingate Cliff.

As you go up, you will notice the contours here. It does draw back quite a ways. Almost half a mile here. All the way up. Wingate Cliffs circle back around.

Senator Moss. But it is a high cliff. The sheep that were grazing on top wouldn't come down off there, would they?

Mr. WILSON. No, sir. They can't get off. They can get through in the pass over here.

Senator Moss. Thank you.

No further questions.

Senator ANDERSON. You made comments about including 260,000 acres. Is this adding acreage substantially?

Senator Moss. He is asking about adding acreage. Actually the boundaries here subtract acreage.

Mr. WILSON. Yes, they do.

Senator BIBLE. What is the end result? I think that is what Senator Anderson is asking. He wants to know: Do you take away from the Moss bill in total acreage?

Mr. FLYNN. The total acreage in Senator Moss' bill is 73,394. Our recommendation is 73,234, a net reduction of 160 acres.

Senator BIBLE. You reduce it a total of 160 acres. The net result of the Park Service bill is reduce it a net of 160 acres over the bill introduced by Senator Moss.

Senator ANDERSON. What is the total figure?

Mr. FLYNN. The total figure in our proposal is 73,234 acres. Senator Moss' bill provides for 73,394, which is 160 acres more than the National Park Service proposal.

Senator ANDERSON. Is there a total of how many acres are involved?

Senator BIBLE. The total acreage in Canyonlands, in Arches, and Capitol Reef could be obtained by totaling the three figures. It is a vast acreage. No doubt about it. But it is a vast country and almost all of it is in the public domain. It has spectacular views and spectacular beauty. It is true southwestern country, similar to some of the country you have in New Mexico, and some of it in Arizona and some of it in Nevada. It is spectacular country. It is large. No doubt in the world about it.

So, the total acreage, and I don't have that figure, could be readily and quickly obtained just by totaling those four bills. There are four different bills. But this one alone is only 73,234 acres and I might say it is spectacularly beautiful. This is as beautiful as anything I have ever seen.

Senator ANDERSON. What about the total cost for the parks we now have?

Senator BIBLE. There is practically no acquisition cost in this.

Mr. FLYNN. No additional acquisition cost as a result of the bill.

Senator BIBLE. And actually, there is no additional operations or maintenance cost here, because they will operate this just as they are now. This is operated for all practical purposes, as a national monument, and this simply gives it a national park status, which I think gives it probably a higher value in the overall park system. It costs absolutely no more to maintain this proposed Arches National Park than it did the Arches National Monument, is that correct?

Mr. WILSON. That is correct.

Senator BIBLE. The cost of maintenance is the same.

Those are pertinent questions. I am happy you brought them out.

Further questions?

Thank you very much, gentlemen.

(The prepared statements of the Department on S. 26, S. 27, S. 29 and S. 30 follows:)

STATEMENT OF THOMAS F. FLYNN, ACTING DIRECTOR, NATIONAL PARK SERVICE,
ET AL., ON S. 26

Mr. Chairman and Members of the Committee, I am pleased to appear before you today to present 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 enactment of this legislation, amended as set forth in the Departmental report to your Committee.

S. 26 is identical to a bill of the same number as passed by the Senate in the 91st Congress on July 15, 1970.

Canyonlands National Park was established by the Act of September 12, 1964 (78 Stat. 934), to contain approximately 257,640 acres. There is a magnificence to the wild canyons and stone spires of this area, as well as a wealth of archeological and historical resources. This entire area was once covered by an inland sea, and the weight of the water pressed the sandy soil into soft red sandstone. Then the rivers cut great canyons, and wind erosion—aided by extreme temperatures—cut the stone into fantastic shapes.

Today we recommend that four key areas, totalling 95,710 acres, and containing natural and historical features of national significance for addition to the park. We are convinced that these areas 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 prehistoric pictographs, and is 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 Big Flat, Shafer Canyon and 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 park entrance road from Long Canyon to the Island in the Sky, by way of Dead Horse Point.

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

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.

The proposed additions were recommended by the Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments 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.

Some principal developments for the proposed additions include an access road and foot trails, overlooks, a visitor contact shelter, interpretive exhibits and pictograph protection at Horseshoe Canyon; at the Maze, a campground, ranger station, employee residence, utility system, 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 markers for Lavender Canyon. Developments proposed for the additions are estimated to cost \$5,102,900 (based on April 1970 prices), with increased annual operating costs of \$114,172 by the fifth year of operation.

As we recommend S. 26 be amended, the addition's to the park would total 95,710 acres, or 16,092 acres more than are proposed in S. 26. The other amendments offered in the Department's report on S. 26 conform the bill to the 1964 Canyonlands Act and to subsequent general exchange authority enacted by the Congress in 1968.

This concludes my prepared testimony Mr. Chairman.

Thank you very much.

STATEMENT OF THOMAS F. FLYNN, ACTING DIRECTOR, NATIONAL PARK SERVICE,
ET AL., ON S. 27

Mr. Chairman and Members of the Committee, we are pleased to appear before you today to present the Department's views on S. 27. This bill is identical to a bill of the same number which passed the Senate in the 91st Congress on July 15, 1970. Except that the current bill contains an additional section providing for a 2-year study of proposed roads within and adjacent to the area.

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.

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 907,500 persons visited the area in 1970, and we project a visitation of nearly 1,500,000 by 1975.

Mr. Chairman, since the National Park Service began recreational administration of the area, developments have been undertaken at a cost of approximately \$8,606,700. Operating costs were \$971,400 in Fiscal Year 1970, and are expected to reach \$1,265,000 by 1975.

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

S. 27 would establish an area of about 1,154,638 acres. The Department's report recommends an amendment to establish an area of about 1,149,198 acres, a reduction of 5,440 acres from the boundary in S. 27. Our recommended boundaries for the Capitol Reef National Park and for the additions to Canyonlands National Park would include portions of these 5,440 acres in the two parks, rather than within the recreation area.

In addition, the Department's report recommends amendments conforming the bill to the general exchange authority enacted by the Congress in 1968, and deleting the mandatory requirement that the Secretary grant easements and rights-of-way across the area.

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

Thank you.

STATEMENT OF THOMAS F. FLYNN, ACTING DIRECTOR, NATIONAL PARK SERVICE,
ET.AL., ON S. 29

Mr. Chairman, we are pleased to appear before you today to testify on S. 29, a bill "To establish the Capitol Reef National Park in the State of Utah."

S. 29 is identical to S. 531, 91st Congress, which passed the Senate on July 1, 1970, except that the park boundary in the current bill includes 10,834 acres more than in the earlier bill.

Capitol Reef was established as a national monument in 1937 and enlarged by Presidential Proclamation in 1958 and again in 1969, bringing its present acreage to 254,241. It is a spectacular area containing numerous cliffs, pinnacles, spires and brilliantly colored rock layers. Its primary geological feature is a section of the Waterpocket Fold, a great doubling up of the Earth's crust.

The area is equally rich in historical significance, for here prehistoric Indians lived approximately 1,200 years ago and left many petroglyphs carved into the smooth cliff walls. Many Indian artifacts and relics from this period are on display at the visitor center. More recent history is also recorded on the cliff walls at Capitol Reef by the pioneers who traversed this part of Utah between 1850 and 1875 and carved their names and dates of passage en route.

Present day developments at Capitol Reef include a visitor center, modern campground, and several miles of self-guiding trails. The visitor may spend many hours discovering for himself the marvels of the highly colored, eroded cliffs; the Hickman Natural Bridge whose 133-foot span is 72 feet high; Cohab Canyon; Capitol Gorge, with 1,000-foot walls 16 feet apart; and many other geological wonders.

S. 29 would include 241,671 acres. The amendments we recommend would include an area of 254,368 acres within a Capitol Reef National Park, an increase of 12,697 acres over the boundary in S. 29. As it exists today, the monument enables the National Park Service to present a complete geologic story of exposed and eroded rock layers, which were laid down over more than 125 million years. We believe, accordingly, that with several modifications, the boundaries of this proposed park should continue to encompass the geological features within the present monument. The differences between the boundary set forth in S. 29 and that shown on the boundary map we propose are largely the result of our desire that the boundary encompass, to the greatest extent possible, the geological features of the area.

In addition, the Department's report recommends amendments conforming the bill to the general exchange authority enacted by the Congress in 1968, providing for a 10-year phaseout of grazing within the park, deleting mandatory requirements for the granting of easements and rights-of-way, and preserving the effect of any wilderness designation of lands within the former national monument.

There are no private lands to be added under our proposed boundary and the enactment of this bill will not result in any increased expenditures above those which would normally be incurred for the existing national monument.

Mr. Chairman, I shall be happy to answer any questions you may have at this time.

Thank you.

STATEMENT OF THOMAS F. FLYNN, ACTING DIRECTOR, NATIONAL PARK SERVICE;
ET AL., ON S. 30

Mr. Chairman, we are pleased to appear before you today to testify in favor of S. 30, a bill "To establish the Arches National Park in the State of Utah," amended as set forth in the Departmental report to this Committee.

S. 30 is identical to S. 532, 91st Congress, which passed the Senate on July 1, 1970, except that the park boundary in the current bill includes 240 acres more than in the earlier bill.

Arches National Monument was created by Presidential Proclamation on April 12, 1929, with subsequent boundary changes by proclamation in 1938, 1960 and 1969.

Arches National Monument lies in the heart of the famed red-rock country of southeastern Utah. There, sandstone towers, sweeping coves, balanced rocks, spires, pinnacles, and other spectacular forms resulting from the combined action of running water, wind, rain, frost, and sun form a setting in which the arches are a majestic culmination.

The rock in which the arches have formed was deposited as sand about 150 million years ago. This 300-foot layer, called the Entrada Sandstone, is believed to have been laid down mainly by wind. In time it was buried by new layers and hardened into rock.

The rock was then uplifted, twisted, and severely cracked several times. Later, after erosion had stripped away the overlying layers, the Entrada Sandstone was exposed to weathering, and the formation of arches began. Water entering cracks in the sandstone dissolved some of the cementing material, and running water and wind removed the loose sand. Cracks were widened into narrow canyons separated by fins. More rapid weathering of softer areas in some of these vertical walls resulted in undercutting. The quarrying by water and frost persisted, perforating the fins, enlarging the perforations, and smoothing their contours until large, graceful arches were formed. Some arches have been left isolated by erosion of surrounding fins. The visitor can see all states in their development and decay in the monument, where nearly 90 arches have been discovered to date.

Present developments at Arches include a visitor center and modern campground for tents and trailers in Devil's Garden. In the summer, campfire talks are given nightly at the campground amphitheater and guided trips are scheduled regularly. For the more independent visitor, there are hiking trails to some of the more spectacular spots in the monument. There is an abundance of wildlife and desert plants, as well, to delight the visitor to the 82,953-acre national monument.

Mr. Chairman, the amendments recommended in the Department's report would provide for boundary changes which would result in an area of approximately 73,234 acres, a net reduction of 160 acres from the boundary proposed in S. 30. No private lands would be added to the area by this proposal. In addition, the report recommends amendments conforming the bill to the general exchange authority enacted by the Congress in 1968, providing for a 10-year phaseout of grazing within the park, and preserving the effect of any wilderness designation of lands within the former national monument.

There will be no additional costs attributable to this legislation.

Mr. Chairman, I shall be happy to answer any questions you may have at this time.

Thank you.

Senator BIBLE. This will complete the presentation of the Park Service people. Our next witness is Mr. George Hatch, president of KUTV, Inc., Salt Lake City, Utah.

Senator Moss. Mr. Chairman, may I say while Mr. Hatch is coming to the table that he and his wife and family have taken the deepest interest in this park country, and I don't know anyone who visited it more frequently or more thoroughly than he and his wife. They made some beautiful pictures and have done a lot of exploring in this area. I am surely glad he is here today. Tonight we will see some of his pictures when we have our dinner at the National Geographic.

Senator BIBLE. We are happy to see you again, Mr. Hatch.

He is an old friend of mine. I know of his intense interest in this area.

You may proceed.

STATEMENT OF GEORGE HATCH, PRESIDENT, KUTV, INC., SALT LAKE CITY, UTAH

Mr. HATCH. Just a brief comment. At the time the committee met in Salt Lake on the last hearing, we had an opportunity to present the documentary that KUTV prepared on the Indian petroglyphs in the area and the problems protecting them. I did want to report to the committee that there has been various newspaper articles of vandalism that have occurred at these historic sites. I think it is important that the committee realize that the most valuable and important of these petroglyphs are not within the present boundaries of the Capitol Reef National Monument, Arches National Monument, Canyonlands National Park. It is the amended boundaries that Senator Moss and the Park Service have proposed that include these priceless antiquities.

Senator BIBLE. This was something that always troubled me about the Canyonlands. I remember the problem very well. It was somewhat removed from the actual boundary lines of Canyonlands. I am talking about Canyonlands. The petroglyphs in this particular area, I forget what designation they have—they have a title—

Mr. HATCH. Both the Barrier panel and the Maze panel are not in the present parks.

Senator BIBLE. I understand, but they will be if the bill is passed. This is what I was going to ask of you. Since you have told us about the desecration of the petroglyphs, particularly in the Canyonlands area, that little area north and west of the Canyonlands, has that worsened?

Mr. HATCH. Yes. There is evidence of some blasting in Barrier where sections of the panes have been removed. What we were fearful of is, for example, in the July issue of National Geographic there are going to be some spectacular panels shown of these paintings. If we don't move expeditiously to include these areas in the park, everybody will be out there trying to find them.

The only thing that preserved them in the past was that people didn't know how to get there. But as they are receiving more national attention, and publicity and there have been learned articles about them, more and more people are going to the area and the danger of their destruction is increasing.

We particularly hope that in this session of Congress these areas may be added to the present national monument areas and protected.

Senator BIBLE. Yes, and I am in full sympathy and accord with what you are saying.

You may proceed.

Mr. HATCH. In my prior testimony, I covered at some length the reasons we felt they should be parks. I have nothing to add today. I did want to call the committee's attention to the vandalism.

Senator BIBLE. I am glad to have you call the attention of the committee to the vandalism, and I hope that in some way it can be stamped out. Utah is not the only State where you have that kind of vandalism and desecration. I can't understand why people go out into

these beautiful park areas and carve their initials and destroy petroglyphs and destroy property. They destroy park benches, they destroy all kinds of things. I hope we can find some way to meet that problem.

I have no questions of you, Mr. Hatch. It is good to see you. I will be there tonight to see those motion pictures. I always like to look at pictures.

Any question?

We will include the articles you mentioned.

(The documents referred to were not received in time for inclusion in the record.)

Senator Moss. I have no questions. I want to thank Mr. Hatch for being here. He can respond if there are any questions. He knows the country.

Senator BIBLE. Very well.

Our next witness is Jonas Morris, National Parks and Conservation Association.

Mr. Morris?

STATEMENT OF JONAS MORRIS, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. MORRIS. Mr. Chairman, my name is Jonas Morris and I appreciate the opportunity of appearing before you today on these several bills. The Parks and Conservation Association appreciates your invitation to testify on these matters.

I have a prepared statement and I would like to have that included in the record, if I may.

Senator BIBLE. Without objection, that will be the order.

Mr. MORRIS. We are in support of these bills with a few minor recommendations which are noted, changes which are noted in my statement. Our position is essentially in support of the Park Service. We would like to see, as the Park Service suggested, a reduction in the phaseout of grazing in several of the areas and with respect to Arches and the deletion of the 10,000 acres approximately up in the northeast corner, while we would be willing to go along with the recommendation to delete that portion, we would much prefer to see the revised boundary which was discussed earlier which would take in most of that area.

These are the only comments I have, Mr. Chairman.

Senator BIBLE. I understand that, what you are saying, as far as Arches is concerned, you would prefer to have the grazing area which has been excluded in the Moss bill added back so that it would conform with the Park Service proposal?

Mr. MORRIS. That is right. In my statement I indicate that we would be willing to go along with the deletion, but we would prefer to see that area back in.

Senator BIBLE. I understand. Again on that one, because it is a boundary problem, I am going to place that burden on the main sponsor of the bill to work it out with the Park Service people, Bates Wilson and whoever.

Mr. MORRIS. We think it is a very difficult course to take to delete substantial amounts of areas from the park units. We urge that it be done with a great deal of caution.

Senator BIBLE. Thank you very much. I understand your position. The Senator from New Mexico?

Senator ANDERSON. No questions.

Senator BIBLE. The Senator from Arizona?

Senator FANNIN. Thank you, Mr. Chairman.

Mr. Morris, you say that continued grazing is not compatible with optimum protection and use of the park. Could you elaborate briefly on that position?

Mr. MORRIS. We think that the grazing practices should be phased out at a more rapid rate, a 10-year rate suggested by the Park Service, as I understand it, and that grazing generally shouldn't be in the parks, are really not part of the park experience. We recommend that the practice be phased out.

Senator FANNIN. This area would not be in the park under the present plan, is that right?

Mr. MORRIS. You are talking about Arches?

Senator FANNIN. That is right.

Mr. MORRIS. That is right. It would not relate if that area stayed out of the park. I am talking about those several instances in the bills where grazing now goes on, the phaseout period.

Senator FANNIN. Thank you very much.

Senator BIBLE. Senator from Utah?

Senator MOSS. Thank you, Mr. Morris, for your statement.

I understand that you think the phaseout period should be more rapid than is provided in the bill. I will see that this is considered carefully in the committee, and we will try to arrive at what is optimum. People that graze down there, of course, want the phaseout period longer, and you concerned with the parks and scenic areas think it should be shorter. We will have to try to be Solomon and find out where the proper cutoff is.

Thank you.

Senator BIBLE. Thank you very much. I appreciate your appearing here this morning.

(The prepared statement of Mr. Morris follows:)

STATEMENT OF JONAS MORRIS, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. Chairman, my name is Jonas V. Morris and my offices are located at 2233 Wisconsin Avenue, N.W. I am appearing today on behalf of the National Parks and Conservation Association, which appreciates your invitation to testify on several measures dealing with the National Park System.

NPCA is a private, nonprofit, organization, educational and scientific in character. It publishes the monthly *National Parks and Conservation Magazine*, the *Environmental Journal*, which goes to each of the more than 50,000 members of the Association.

We have the following comments to make on each of the measures being considered by the Committee today. Essentially, we are supporting the position of the National Park Service. We would also like to have included in the record as part of our recommendations the attached NPCA position paper on Park Wilderness and Recreational Regional Planning. While these bills, of course, are not wilderness proposals, the concepts embodied in the position paper speak to all aspects of park management and development. The thrust, as you will note, is to provide for development of visitor facilities on private lands outside the park, wherever possible, and to keep visitor facilities within the parks at a minimum. Visitor access to the parks should be by public transport—buses which run the areas along designated routes and fixed schedules so tourists can get off, enjoy an area of the park, get back onto a bus and go to another area. In this way, private automobiles which cause pollution and congestion can be kept from the parks.

S. 26—TO REVISE THE BOUNDARIES OF THE CANYONLANDS NATIONAL PARK

We support enactment of S. 26 recommending an increase in the size of Canyonlands National Park. We recommend, however, that approximately 13,000 additional acres be added to the Park on the North Side. We accept the Park Service's view that this additional land is needed for access, but we caution the Park Service on excessive roads and developments. Visitor facilities should be placed outside the Park, on private land, not within the Park itself.

We also believe provisions should be made in this bill for inclusion of Dead Horse Point State Park within the National Park at such time as the state might want to donate it to the National Park.

S. 27—TO ESTABLISH THE GLEN CANYON NATIONAL RECREATION AREA

We support the establishment of the Glen Canyon National Recreation Area. The area is unusually fine for recreation purposes, and thus the practice which has been followed for more than a decade of maintaining the area as a recreation unit should be formalized.

We do, however, recommend several changes. Section 5 relates to hunting, fishing and trapping within the Recreation Area. We recommend that the language be changed, as previously proposed by the Park Service, to eliminate the requirement that the Secretary consult with the respective state fish and game commissions prior to restricting hunting, fishing and trapping in emergency situations.

S. 29—TO ESTABLISH THE CAPITOL REEF NATIONAL PARK

We support the enactment of S. 29, to create a National Park out of the existing Capitol Reef National Monument, but recommend several minor changes. We note that the bill before the Committee this year is closer to the proposal recommended by the Park Service last year. We believe that the Park boundaries should be the same as those of the Monument.

We also recommend a change in the provision (Section 3) relating to grazing privileges. We propose, as the Park Service did last year when it testified on a similar bill, that all existing grazing permits should be phased out within 10 years. Continued grazing is not compatible with optimum protection and use of the Park.

S. 30—TO ESTABLISH THE ARCHES NATIONAL PARK

We support enactment of S. 30, to create a National Park out of what is now Arches National Monument, but recommend several small changes. S. 30 would include in the new Park approximately 160 acres on the northwestern tip, land which is not now part of the National Monument. We recommend that that land not be included in the Park at this time, but that provision be made for incorporating it in the Park at a later date if the Park Service so desires.

We agree with the proposal in the bill and the recommendations of the National Park Service that the Park not contain some 8,700 acres now in the Monument. These lands are either used largely for grazing or known to contain potash deposits with commercial value.

Section 3 of the bill relates to grazing privileges. We recommend that all existing grazing permits should be phased out within 10 years, as has been proposed by the Park Service.

Thank you, Mr. Chairman, for the opportunity to present this testimony.

Senator BIBLE. Our next witness is Paul Salisbury, chairman of the Utah chapter, Sierra Club, Salt Lake City, Utah.

Senator Moss. Mr. Salisbury and I had a good visit out in Salt Lake City about a week or so ago. He is one of our most knowledgeable citizens about this area, and he represents a very active and prestigious organization, the Sierra Club, and also speaks, I think, for the Wasatch Mountain Club and the Utah Heritage Foundation. So, I think he will be able to contribute a great deal to our understanding of this problem.

I am glad you are here today.

Senator BIBLE. First, in the interest of time, Mr. Salisbury, while you are getting your map unwound, the full statements which are very voluminous will be incorporated in full in the record.

I would hope in your testimony, you sat through this and heard it all, that you would simply go through the four bills in the order in which we hear them. We combined each of these bills for hearing purposes.

Why don't you tell us what the differences are? You don't need to describe the beauty and tell us how great these are, because I think the committee is well satisfied on that or we wouldn't have passed it unanimously last year. The Senate felt the same way because they passed it. If you would, just point out those differences.

STATEMENT OF PAUL G. SALISBURY, CHAIRMAN, VINTAH CHAPTER, SIERRA CLUB, SALT LAKE CITY, UTAH

Mr. SALISBURY. Thank you, Mr. Chairman.

My name is Paul Salisbury, and I represent the Sierra Club, 130,000 members nationally; the Wasatch Mountain Club with 700 members in Utah; the Heritage Foundation, with in excess of 2,000 members in the State of Utah.

I will submit these for the written record.

Senator BIBLE. Without objection, they have been incorporated in full.

They appear to be extremely well done. I have scanned them. I haven't read them in detail, but it is obvious that you spent a tremendous amount of time in telling your story, and I am sure it has been extremely well told. There is no need in going over old ground, and they will be incorporated in full in the record.

Mr. SALISBURY. This will take a little while. We have a number of points on which we have additional recommendations or disagreements with the proposed bills.

Senator BIBLE. Let's go right to the Canyonlands.

Mr. SALISBURY. Beginning with Canyonlands, on the north, we generally agree with the boundaries proposed by the bill, and particularly appreciate the attempt to follow rim lines rather than arbitrary section lines. On the southeast—

Senator BIBLE. Let's get the Canyonlands superintendent, to follow you.

Mr. SALISBURY. On the southeast, the addition of the head on Salt Creek is important, but we would like to recommend a boundary revision in this area. Rather than the arbitrary east-west section line, the one that goes east and west, we would prefer and feel that it makes more sense to follow a rim line that would include all of the Butler Wash area and include all of the Salt Creek area. This is the natural separation between the Salt Creek drainage and the beef basin upper plateau area.

Senator BIBLE. Now, is the red boundary line, is that the Sierra Club proposal?

Mr. SALISBURY. That is our proposal.

Senator BIBLE. The black coming down south of where Bates Wilson has his pointer, what line is that?

Mr. SALISBURY. That is an area which we recommend being included in the Glen Canyon Recreation Area.

Senator BIBLE. You will put that into Glen Canyon?

Mr. SALISBURY. That is right. This is an area which currently is administered by BLM. It is an orphan caught between the national park and the national forest areas. It is the secondary access point to Canyonlands National Park. The road that now goes through Bobbie's Hole comes through this area.

This area contains Indian ruins, overlooks into the central part of the park, and we feel it should be administered by the National Park Service. It is currently used for grazing and extensive hunting and the continuation of both of those activities in this area is important, but we feel that administration under the National Park Service would give better continuity to the overall administrations of the area.

Senator BIBLE. Now, on Canyonlands, how much acreage do you add to the Moss bill, or to the—

Mr. SALISBURY. I don't know the number of acres. We could calculate that and get it submitted before the record closes.

Senator BIBLE. You could do that. I don't want a precise figure.

(The information was not supplied in time for inclusion in the record.)

Mr. SALISBURY. This is a recent addition on our part and was done in conjunction with the suggestion made by Robert Read, who is the rancher operating the Dugout Ranch adjacent to Canyonlands, and whose cattle graze in this upper area.

Senator BIBLE. You are adding a thousand acres, or 10,000, or 20,000? Just a rough figure?

Mr. SALISBURY. Can you give me an estimate, Bates?

Senator BIBLE. It doesn't have to be precise. But as far as Canyonlands is concerned, with your boundary adjustments and suggestions, you are going to add acreage to the bill of Senator Moss.

Mr. SALISBURY. That is correct.

Senator BIBLE. Just roughly, how much?

Mr. WILSON. Approximately 22 sections in this portion.

Senator BIBLE. Are we in agreement on that?

Mr. SALISBURY. About right.

Senator BIBLE. How many acres in the 22 sections?

Mr. WILSON. 640 acres—

Senator BIBLE. Times 22?

Mr. WILSON. Times 22.

Senator BIBLE. I will leave that to Senator Moss. He will resolve the boundary problems.

Is that all you have to say about Canyonlands?

Mr. SALISBURY. No.

On the west, we feel the inclusion of the Maze is important, but still not sufficient. Canyonlands represents an important geographical unit, and we feel that the boundary needs to be moved further west to include the Orange Cliffs, the Spur, Miller Canyon, and Gordon Flats.

Senator BIBLE. And then answer the same question and maybe during the noon recess you can calculate that, because I am just about to take a noon recess. It is 25 after 12, and I will be in recess until 1:30.

Answer that for each of them whether you are subtracting total acreage or—are you making substantial additions to the other areas as well?

Mr. SALISBURY. Yes.

Senator BIBLE. You are to the four proposals?

Mr. SALISBURY. No. Principally just Canyonlands.

Senator BIBLE. Well, you can calculate it roughly, because it can be easily understood then.

Mr. SALISBURY. Fine.

We are recommending additions to Glen Canyon Recreation Area. Let me calculate that also during the recess.

Senator BIBLE. Why don't you calculate that because that would be generally the line of my questioning.

In general, does your testimony go to adding more acreage to the Moss proposal?

Mr. SALISBURY. Not in the cases of Arches or Capitol Reef.

Senator BIBLE. Do you have other differences as to Arches and Capitol Reef?

Mr. SALISBURY. Principally recommendations for inclusion in the bill of a request for wilderness study within 2 years.

Senator BIBLE. I see.

Well you can testify to that as long as you want.

Let's recess until 1:30 so we can have a bite to eat. We will be in recess until then.

(Whereupon, at 12:30, the hearing was recessed, to reconvene at 1:30 p.m. this same day.)

AFTERNOON SESSION

Senator BIBLE. The hearing will resume.

Yes, Mr. Salisbury, you might continue.

Mr. SALISBURY. OK.

You were asking the question of the acreage.

Senator BIBLE. That is right.

Mr. SALISBURY. The section we propose adding in the south portion of Canyonlands, that would add approximately 22,500 acres.

Senator BIBLE. Your estimate was very good.

Mr. SALISBURY. If we added all of the figures we are requesting, it would be about 160,000 acres additional all together.

Senator BIBLE. That swings way over to the west?

Mr. SALISBURY. Yes.

Senator BIBLE. All right.

Mr. SALISBURY. Now, as long as we are discussing these parks, or these bills as a package—

Senator BIBLE. We are packaging them up because we passed them once, and it is easier to handle that way. You might move on to the next one.

That would be Glen Canyon.

Mr. SALISBURY. Right.

This ties in to our proposal to include the beef basin area as part of the Glen Canyon National Recreation. This would—

Senator BIBLE. What kind of uses are there down in that area now where the pointer is?

Mr. SALISBURY. Hunting and grazing.

Senator BIBLE. How much grazing in that area?

Mr. SALISBURY. Essentially one rancher. I don't know how many head he runs in that area. Within the national recreation area, grazing would be permitted, as would be hunting. Isn't that correct?

Senator MOSS. That is correct.

Senator BIBLE. Very well.

Mr. SALISBURY. One the request, the addition we would propose would simply round out the Senator's addition to the national recreation area to include all of the Gordon Flat area so that it becomes more of a natural boundary than an arbitrary boundary again.

Senator BIBLE. You are still talking about Canyonland?

Mr. SALISBURY. Of course, the Senator is proposing this area to be in the Glen Canyon National Recreation Area.

Senator BIBLE. Not the area he is pointing to now, is it? Isn't that Canyonlands?

Mr. WILSON. These are the Orange Cliffs and that would be proposed to be included in the Glen Canyon.

Senator BIBLE. All right.

Mr. SALISBURY. We would like to see that as part of the park. Short of that, we would like to see its addition to the national recreation area expended slightly to follow more natural boundaries.

Senator BIBLE. I understand you.

Mr. SALISBURY. The other addition we propose to the national recreation area can be indicated on the other map. This is principally in the Escalante drainage. We would like the testimony of June Viavant at the previous hearing to be included with the testimony of this hearing.

Senator BIBLE. We can take that by reference.

Mr. SALISBURY. Fine. Then I won't have to go into details.

Senator BIBLE. No, I don't think there is any necessity to go into detail on it. We have those earlier hearings available to us. By reference, we can simply—what was the witness' name?

Mr. SALISBURY. June Viavant.

Senator BIBLE. I remember now.

Mr. SALISBURY. Let me point out that since that time, BLM classified this area as an outstanding natural area. This gives it protection, but not sufficient protection.

Senator BIBLE. I understand your point.

Mr. SALISBURY. There was a party down in this area that did considerable damage. We have revised our proposed addition to reduce the additional acreage considerably. We would now request the addition of approximately 100,000 acres as indicated on the map, which I would like to have added to the hearing record.

Senator BIBLE. Very fine. That gets into Glen Canyon National Recreation.

Mr. SALISBURY. That is right.

Our previous proposal was larger and took in a number of areas that are principally grazing lands. We trimmed that down to include almost the natural drainage itself.

Senator BIBLE. What is the figure, the Sierra Club proposal enlarges the Glen Canyon area by? What was that figure?

Mr. SALISBURY. The combined additions, the beef basin addition and the Escalant addition together would add, I would estimate, about 150,000.

Senator BIBLE. About 150,000. Very fine.

Mr. SALISBURY. Let me remind you that the activities that are currently conducted in this area are grazing and hunting. They would continue to be permitted under the national recreational area.

Senator BIBLE. I understand the point.

Mr. SALISBURY. On Capitol Reef—

Senator BIBLE. Does that complete the suggestions that you want to make on Canyonlands No. 1?

Mr. SALISBURY. Yes.

Senator BIBLE. And on Glen Canyon National Recreation Area, No. 2?

Mr. SALISBURY. Yes.

Senator BIBLE. That is the suggestions of the Sierra Club speaking through you. All right.

Why don't you next move on to Capitol Reef.

Mr. SALISBURY. OK.

Senator BIBLE. That completes those two.

Mr. SALISBURY. Yes.

Senator BIBLE. Now Capitol Reef.

Mr. SALISBURY. On Capitol Reef, we endorse the Senator's bill and would add simply the request for inclusion in the bill for a wilderness study to be completed within 2 years of the passage of the bill.

Senator BIBLE. That is a study provision that would be added to that particular legislation.

Mr. SALISBURY. So, the Department of the Interior will be required to report to Congress within 2 years on wilderness potential within this park.

We feel there is an important balance to the request, on the other hand, for increased road corridors in the area.

Senator BIBLE. But other than that, you are in full support of Senator Moss' bill?

Mr. SALISBURY. That is right.

Senator BIBLE. This is an add-on.

Mr. SALISBURY. That is right.

Senator BIBLE. All right.

Mr. SALISBURY. We would also like to add in that conjunction that the area south of the point referred to as the Post in Capitol Reef remain roadless.

Senator BIBLE. Very well.

Mr. SALISBURY. There are sufficient access points and overlooks for that area without continuing the improved or paved road beyond that point.

Senator BIBLE. That is the only suggested changes you make on Capitol Reef National Park?

Mr. SALISBURY. We would like to suggest a modification, both with the natural boundary in Capitol Reef and with the proposed natural boundaries in Canyonlands, where these natural boundaries are suggested as being a rim or an elevation point. We would like to suggest, as we have discussed with the Senator, a buffer zone so that while the boundary now is described as rim of such and such a canyon or ele-

vation of such and such, we would like to extend the boundary 500 feet beyond that given point. The purpose of this is to give a scenic easement at any overview point so that the visitor in the park, when looking at the overviews, would not see any manmade structure. This would hold back any oil rigs, hotdog stands, billboards, et cetera, from the view from the rim.

It would, however, allow grazing or any normal activity that is currently taking place in the area.

In conjunction with the Capitol Reef bill, we would like two revisions.

Section 5, paragraph C, should be revised to state that easements for power lines and other utility corridors should follow basically the corridor of the existing paved route in U-24, or the primitive road in Oak Creek. No other corridors should be allowed.

Section 5-D should be added—

Senator BIBLE. The purpose of that is to preserve the integrity of the area.

Mr. SALISBURY. That is right. We recognize the need for the utility corridors, but request they be restricted to areas already developed.

Section 5-D should be added, stating that the Secretary of the Interior shall undertake a study of the wilderness within the boundaries of the park, and shall report to the Congress within 2 years on proposals for wilderness within the park.

We also believe that a more realistic phaseout period for grazing should be considered. I believe it is currently stated that 25 years—

Senator BIBLE. You would like to shorten that?

Mr. SALISBURY. Yes.

Senator BIBLE. What period do you suggest?

Mr. SALISBURY. The ranchers should be given time to amortize their investment, but we feel the current wording is too vague.

Senator BIBLE. Very well.

Mr. SALISBURY. Let me summarize then on Capitol Reef with these points. We urge special attention be paid to the following:

A. Provide adequate road access in the northern addition and along the eastern edge of the park.

B. Provide an additional paved road crossing the fold either at the bird trail or north of there.

C. Present to Congress with recommendations on wilderness in the park within 2 years of enactment of the bill.

D. Consider all of the areas south of the bird trail and southwest of existing road, and of the corral previously mentioned as prime wilderness potential.

E. To provide a definite and complete phaseout period of cattle grazing at the end of 15, 20, or 25 years, as the Department determines is fair.

Senator BIBLE. Is there any phaseout period in Senator Moss' bill?

Senator Moss. Yes; there is, Mr. Chairman, but it does provide that a person who presently holds a grazing permit or an immediate member of his family who would acquire it, could hold it during lifetime.

Senator BIBLE. During the life of the first heir?

Senator Moss. Yes; that might extend it for quite a length of time.

Mr. SALISBURY. That could be the total of two lifetimes.

Senator BIBLE. If the holder of the permit is a real young man, it would be. I understand.

Mr. SALISBURY. That completes my testimony on Capitol Reef.

I have comments on Arches.

Senator BIBLE. I have your Arches statement right before me. You might develop the same pattern for Arches. Just tell me—as I understood you, on both Arches and Capitol Reef, you are not asking for any extensive extensions in acreage. You are simply making some suggestions as to phasing out of the grazers on Capitol Reef.

Now, how about Arches? Just go through the same points of differences in that one. That one is real short. Maybe you can read that one. You support with reluctance the change in boundaries.

Mr. SALISBURY. That might be faster.

Senator BIBLE. Do that.

Mr. SALISBURY. We support with some reluctance the bill to change the boundaries of Arches National Monument and change the designation to a national park. The bill, it seems, will decrease the size of the monument while increasing its status and thereby its public appeal. The net effect, we fear, will be a smaller park with a greater visitor impact. For this reason, we urge the following recommendations be included in the bill.

We recommend the boundaries be adjusted according to Senator Moss' map with the exception of Dry Mesa. we request either the retention of the Dry Mesa area down to the Colorado River or, that failing, the inclusion of the edge of Dry Mesa to the Colorado River.

I have discussed this with the Senator and officials from the park. The Senator referred to it earlier.

Senator Moss. I said just to protect the bank between the cliff and the edge of the water. That is their alternate proposal.

Senator BIBLE. Very well.

Mr. SALISBURY. This river bank and cliff face is most important to the not yet fully developed scenic highway which borders the Colorado north of Moab, and which constitutes one of the few segments of the Golden Circle Highway supported by both the Utah conservation groups and the Utah Highway Department.

We request that the bill include a provision requiring the Secretary of the Interior to restudy the wilderness values of the enlarged park and provide their recommendations for wilderness designation by July 1, 1973. The wilderness area currently requested by the President does not reflect the area expanded by Presidential proclamation and is therefore obsolete. All areas of the park may be reached by auto, so wilderness designation for many areas will create no hardships on viewers and is essential for proper protection.

We urge that the present road entrance to the park be maintained as the sole entry to maintain maximum control, and that any real or potential entries from the west be effectively closed. We further urge that future campsites and overnight facilities be developed as they are needed outside the park proper, either by private enterprise or on land administered by the BLM.

Senator BIBLE. I appreciate that additional view of the Arches as well as your additional views on each of the other three proposals that are before us.

Mr. SALISBURY. Let me make one closing comment.

Senator BIBLE. All right.

Mr. SALISBURY. We are concerned at the operating budget, and its apparent deficiency in almost all of these parks.

Senator BIBLE. So is every other park officer. We have a lot of them.

Mr. SALISBURY. Supervision is becoming a serious problem. To increase the number and size of our parks, but continue to allow the destruction going on is very shortsighted on the part of Congress.

Senator BIBLE. Well, I have to come to the defense of the Congress. Congress has treated the parks and the park system remarkably well. We carved out many hundreds of millions of dollars out of the land and conservation fund and they are receiving far more money now—I don't have the exact figure at my fingertips—but costs of operation and maintaining the parks is going up of course, as the population increases, and I think our present allotment from the land and water conservation fund is \$300 million, which is a sizeable amount. Everybody wants to spend the money, but they don't tell us where we get it. That is always a bit difficult.

I think we have done a remarkable job there, and I think the Director of the Park Service has done an unusual job. He would almost join with others, probably some segments of the Sierra Club, in enlarging all the parks and recreation areas we have in the United States, but sometimes we run out of dollars. We have other needs, education, health, welfare, national security. We have a lot of them. We have a great job to try to adjust these priorities.

I think we have given a tremendously high priority to national parks. We just had a very interesting hearing on the Gateway National Recreation Area which will cost \$100 million to develop, but it will serve 20 million people. Right at the gateway into New York City. I hope we can move that forward. That is putting the parks where the people are. They are the ones that should have the benefit of them. People in the ghettos can't get out to a park unless there is one right there. I hope that bill goes through. I will support it. We will visit that area sometime this month, the third or fourth week of June.

I appreciate your views.

Mr. SALISBURY. We appreciate the efforts that you do make on behalf of the national park and wilderness system, and we are especially appreciative of the interest of Senator Moss in the scenic values of the State of Utah.

Senator BIBLE. We want you to give us some plusses and not all minuses.

Do we have further witnesses?

Senator Moss. Could I say a word of appreciation to Dr. Salisbury for coming here and making this presentation, and to say for the record that the Sierra Club and the Wasatch Mountain Club and other conservation groups in my State have been most cooperative.

I think the chairman will note that they are realistic about the proposals they present. They talk about the optimum, and what they could accept as a fall-back position if the optimum is not politically or realistic in light of local conditions. I do appreciate their fine cooperation because we have to do the best we can here in the legislative halls. We have to get what we can.

I think your testimony was excellent. You have good reason for the proposals you made. They certainly will be very seriously considered by the committee.

The suggestion on the wilderness studies was particularly good. Under the wilderness bill, the Park Service has already submitted two proposals on wilderness in Capitol Reef and Arches. However, the study was made on the old original monuments even before the boundaries were expanded, and therefore they are not up to date. As was suggested by the witness, we should now ask for a new submittal of the wilderness study based on the boundaries in this legislation for the Congress to determine whether some part of that should be retained as roadless and wilderness.

Mr. SALISBURY. A wilderness study in Canyonland is imperative, particularly with the addition as proposed of the Maze area.

Senator MOSS. Yes.

I appreciate that very much.

Senator BIBLE. I appreciate the testimony, and I assume if he doesn't get everything he wants, he will take what he can get. I thought he made a very fine witness.

(Mr. Salisbury's prepared statements on S. 26, S. 27, and S. 29 are in the appendix.)

Senator BIBLE. We have the testimony of George Alderson, the legislative director of the Friends of the Earth, Washington, D.C. That will be incorporated, without objection, in the record.

Do we have further witnesses?

Senator MOSS. Mr. Chairman, I have here a letter prepared by a group of people in the counties that surround this area we are talking about. It is addressed to the congressional delegation. It does have some specific comment and some opposition to the bills that are before us.

I think in fairness to these people submitting it, it ought to be made part of the record.

Senator BIBLE. Without objection, that will be the order.

Do we have further exhibits? Letters? Testimony?

Without objection, the hearing will be closed. It is my hope to move these bills along very quickly.

While Bates Wilson and Brother Johnson are in town, I hope the distinguished member, Senator Moss, would meet with them and reconcile some of the boundary disputes so we might get to a markup on this within the next couple of weeks. That would be up to the Senator from Utah.

Senator MOSS. Thank you, Mr. Chairman. I will indeed confer with these gentlemen while they are here.

Senator BIBLE. We stand in adjournment.

(Whereupon, at 2:10 p.m., the hearing was adjourned.)

1. The first part of the paper is devoted to a general discussion of the problem of the origin of life.

2. The second part of the paper is devoted to a detailed discussion of the various theories of the origin of life.

3. The third part of the paper is devoted to a discussion of the evidence in favor of the various theories.

4. The fourth part of the paper is devoted to a discussion of the various objections to the various theories.

5. The fifth part of the paper is devoted to a discussion of the various conclusions that can be drawn from the evidence.

6. The sixth part of the paper is devoted to a discussion of the various implications of the various theories.

7. The seventh part of the paper is devoted to a discussion of the various methods of investigation that have been used.

8. The eighth part of the paper is devoted to a discussion of the various results that have been obtained.

9. The ninth part of the paper is devoted to a discussion of the various conclusions that can be drawn from the results.

10. The tenth part of the paper is devoted to a discussion of the various implications of the various conclusions.

11. The eleventh part of the paper is devoted to a discussion of the various methods of investigation that have been used.

12. The twelfth part of the paper is devoted to a discussion of the various results that have been obtained.

13. The thirteenth part of the paper is devoted to a discussion of the various conclusions that can be drawn from the results.

14. The fourteenth part of the paper is devoted to a discussion of the various implications of the various conclusions.

APPENDIX

(Under authority previously granted, the following statements and communications were ordered printed:)

STATEMENT OF PAUL G. SALISBURY, SALT LAKE CITY, UTAH, ON S. 26,
CANYONLANDS NATIONAL PARK

My name is Paul G. Salisbury. I am a native of Utah where I continue to live and work. I am appearing here in behalf of the Sierra Club, the Wasatch Mountain Club, and the Utah Heritage Foundation. I have visited virtually all of the areas of which I shall speak.

We wish to commend Senator Moss for introducing this bill and appreciate the opportunity to testify before this subcommittee to urge its passage. These groups have been represented when similar bills have been submitted and we hope we will see enactment this time.

The additions to Canyonlands National Park proposed are important for individual reasons and I would like to discuss each proposed addition separately.

On the north, the decision to follow natural rim-line boundaries where possible should be applauded and the areas so included help to include drainages which are an integral part of the existing park land. We would urge, however, that here and elsewhere where the rim-line concept is applied that the area adjacent to the rim be protected. This can be done by describing the boundary of the park as "One thousand feet back from elevation 5100" or a similar method. The purpose of this protection is to prevent unsightly developments such as oil rigs, signs, or other structures from interfering with the scenic beauty of the area. On the southeast the addition of the head of Salt Creek is important to assure the integrity of this remarkable drainage. The inclusion of the head of Lavender Canyon is justified by the number of Indian ruins and natural arches as well as the scenic beauty of the canyon itself. The revised eastern boundary, however, seems arbitrary and a natural rim boundary between the Lavender-Davis side and the Salt Creek-Horse Canyon side would be more desirable. Although contiguous with the other areas, this area is isolated from the body of the park by the intervening cliffs. Administration will be difficult and could perhaps be better effectuated through the BLM as a primitive area.

The boundary across the south end of the park is an arbitrary section line which isolates pieces of canyons and valleys and runs in a meaningless fashion. A rim boundary change around Butler Wash would be natural and compatible with existing usage. Of more concern, however, is the Beef Basin-Ruin Park-Fable Valley area. We strongly recommend that this area, heavily used in conjunction with the Park, be added to the Glen Canyon Recreation Area so that it will be administered by the National Park Service along with the Park while permitting the hunting and grazing which are important to this area. This area is currently under BLM administration but, being isolated between National Park and National Forest, it would be better protected, tied to the former.

The western additions of the Maze, the Land of Standing Rocks, and the Fins is imperative and we again request that as part of this bill the Secretary of the Interior be instructed to make a wilderness study of this and other areas within the Park, and by July 1, 1973, provide recommendations for those areas that are suitable for wilderness designation.

This entire complex is so spectacular and has remained so inaccessible and pristine, it must be protected from the encroachment of man. Access to the area by automobile can be made without difficulty but entrance into the Maze should be restricted to foot travel only. The excitement of exploring this isolated labyrinth of pictograph and arch-filled canyons will remain the privilege of the hardy but all citizens should experience the beauty and vastness of this side

of the park. For this reason and to preserve the integrity of the natural basin we urge the inclusion of the Orange Cliffs, Gordon Flats, North Point, Millard Canyon, and the Spur as important features of Canyonland National Park. These areas will provide enjoyment to the more confined viewer by allowing easy vehicular access to spectacular viewpoints whose variety and grandeur well demonstrate the National Park Status of this area and which will allow a continuity of access and administration between the main body of the Park and its northern most section, Horseshoe Canyon.

Horseshoe or Barrier Canyon contains pictographs and Petroglyphs of major importance. The canyon itself is very scenic but the Indian relics demand the most careful protection. For this reason we urge that all of Horseshoe Canyon be included down to the Green River and that this area be made a contiguous part of the Park by inclusion of the Lower Spur, which includes the historic bold abandoned Tidwell Ranch and many scenic vistas.

As a resident of the state of Utah who has visited these areas and knows the park well, I wish to emphasize that with the inclusion of all the areas mentioned and the proper wilderness designations Canyonlands will be a park of major stature. It will contain within its boundaries incredible variety; vast vistas and intimate canyons and passage ways; stark, bold cliffs and monuments and lush glens of varied foliage. The park provides an incomparable geological showcase, an unmatched treasurehouse of Indian art, and a historic setting which included the Wild Bunch, cattle ranchers, river runners and explorers. It shelters important sections of two of America's great rivers and celebrates their union.

The present part is starting to receive heavy visitor impact which will grow phenomenally in the near future. To accommodate this and protect these matchless wonders the expanded areas are needed and sufficient funds must be allocated to allow the proper administration and protection. Already serious damage is being done to the land because of inadequate staff to supervise the large numbers of off-highway vehicles.

We support the expansion of Canyonland National Park, urge the inclusion of all the areas mentioned, request immediate Wilderness study and exhort you to enact the necessary legislation.

STATEMENT OF PAUL G. SALISBURY, SALT LAKE CITY, UTAH, ON S. 27,
GLEN CANYON RECREATION AREA

My name is Paul Salisbury. I have lived in Utah all of my life. I am testifying for the Sierra Club, a national conservation organization with 130,000 members, and for the Wasatch Mountain Club, a Utah outdoor activities and conservation organization with 700 members and for the Utah Heritage Foundation with over 2,000 members throughout the state of Utah.

Currently, the Glen Canyon Recreation area serves a wide variety of recreational and commercial needs including boating, waterskiing, fishing, hunting, jeep touring, grazing, and mining. My major purpose in being here today is to represent another type of user whose numbers are growing at an ever-increasing rate, the backpacker and wilderness lover. In spite of the great size and scope of the proposed recreation area, we feel that almost no attention has been given to the problem of protecting wilderness values for the enjoyment of the large number of individuals whose favorite form of recreation is to travel by foot through unspoiled wilderness areas. Less than ten years ago, this area contained one of the world's largest and most magnificent examples of canyon wilderness, the Glen Canyon. Now, that incomparable wonder of nature lies submerged under the rapidly rising waters of Lake Powell. Only one small area of Glen Canyon remains. That remnant is the Escalante Wilderness.

The testimony presented by Mrs. June Viavant at last year's hearings on the Glen Canyon National Recreation Area included a detailed description of the history and the great variety and beauty of the canyons of the Escalante wilderness. Rather than repeat that testimony today, I would like to restrict my remarks to some additional information and our current proposals for the area. Therefore, I request that Mrs. Viavant's statement from last year's hearings be made an official part of this year's hearing record. It should be noted that we have modified our proposal which will be described below.

Since last year there have been a number of new developments which directly concern our proposal for inclusion of the Escalante Wilderness in the Glen Canyon National Recreation Area. First, as a result of hearings the BLM has desig-

nated most of the Escalante River drainage as an outstanding natural area. However, much to our dismay, the BLM failed to fully recognize the ecologically fragile nature of its wilderness area by granting it the protection afforded by designating the Escalante a Primitive Area. In addition, the BLM failed to include Deer Creek which is well-known for its outstanding scenery and provides an opportunity for a very easy weekend trip.

Second, the introduction by Senator Moss of Senate Bill 29 to establish the Capitol Reef National Park and a reconsideration of some of the existing uses in the Escalante area has caused us to modify the boundaries of our proposal for additions to the Glen Canyon Recreation Area. I have here a map which we have prepared showing the boundaries contained in S. 27 together with the additions which we propose. We request that this map be officially entered into the hearing record. Our proposed additions lie in the upper section of the Escalante River Drainage and include many features of outstanding natural beauty. We have modified our proposed boundaries from last year's proposal to omit the section of the Waterpocket Fold included in the proposed Capitol Reef National Park. We have also modified the boundary on the west side to include only those areas which we feel have substantial wilderness values. We have omitted a considerable area adjoining the Hole-in-the-Rock road since it contains established cattle-grazing activities which we feel should not be jeopardized. Thus, our current proposed addition includes only those areas of substantial wilderness character which deserve the protection offered by inclusion in a national recreation area. We ask that the boundaries of the Glen Canyon National Recreation Area be enlarged to include all of the areas designated on our map. This represents a further reduction from last year's previously reduced version of the original Escalante Wilderness proposal. We further request that a section be added to S. 27 requiring that the Secretary of the Interior review the area within the Glen Canyon National Recreation Area for wilderness designation within 2 years from the date of passage of S. 27 and directing the Secretary to report to Congress recommendations as to the suitability of any area for preservation as wilderness. While such studies are in progress and in order to protect this last major visible remnant of the Glen Canyon wilderness, we request that the entire area outlined in the Escalante drainage be managed as wilderness pending the outcome of the study. Since S. 27 currently contains a provision requiring a study of proposed road alignments within and adjacent to the Glen Canyon National Recreation Area, we feel that our proposal for wilderness study and interim management as wilderness provides a reasonable balance which does not prejudice the outcome and subsequent actions. In previous conversations Senator Moss has agreed to the inherent wisdom and fairness of such an approach.

We have often heard the complaint that the establishment of a Wilderness Area in the Escalante drainage would limit the accessibility of that area to only a select few who have both the inclination and the physical stamina to undergo the assumed hardships of backpacking. We would like to dispel those notions with some facts. First, hiking in that area is exceedingly easy since most of the outstanding scenery can be viewed by simply walking along level, sandy streambeds. This ease of access makes it all the more imperative to provide protection against the ever-increasing noise and destruction produced by the growing numbers of motorcycles, tote-goats, and all-terrain vehicles. For example, two weeks ago a party of six jeeps drove seven miles down Coyote Creek severely damaging wildlife, vegetation, and scenery in the process. Second, there is an abundant supply of drinking water throughout the area. Therefore, there is no need for the support of motor vehicles which is often the case in many of the desert canyons of the Southwest. To support our contention that this wilderness area is accessible to almost everyone, we know of a recent extended trip into the area by a 73-year-old backpacker who signed the BLM register at Hurricane Wash, numerous small children, and a 70-year-old hiker who travelled all the way from New Hampshire on a Greyhound bus in order to backpack in the Escalante Wilderness. In strong contrast to the high mountain wilderness areas which comprise the vast majority of the wilderness system, the proposed Escalante Wilderness would be easily accessible to people of all ages, is readily reached by existing roads, and can be visited at least nine months of the year. In addition the Escalante Wilderness enjoys a national reputation and draws many people from all over the United States. Last April the BLM installed a register at Hurricane Wash, $\frac{1}{4}$ mile from the road in the entrance to one of the beautiful canyons in the proposed Escalante Wilderness Area. This is an area which is normally visited only by backpackers. In the brief period between April 17, 1971 and

May 5, 1971, the register was signed by 125 people. During that period numerous others entered the same canyon via 2 different routes which do not pass by the register. This canyon is only one of nearly 20 easily accessible canyons of outstanding beauty in the proposed Escalante Wilderness Area. Thus, the extreme popularity and heavy visitation in this single canyon give a strong demonstration of the current level of usage by wilderness travellers in the Escalante area and give a good indication of the recreational and tourist potential of the Wilderness Area.

This brings us to the final point of our proposal, the economic value and potential of the Escalante Wilderness. Together with our previous proposal we pointed out the faulty reasoning incorporated into the economic arguments advanced by the proponents of a Trans-Escalante Highway. Such a highway, designed for 60 mph travel and bypassing *all* of the towns in the area would only detract from the wilderness area and prevent people from obtaining services and accommodations in the small towns which would greatly benefit from increased tourist business. In fact, high-speed travelers will be better served and will undoubtedly prefer to use I-70, which is only a short distance to the north. Our proposal of an Escalante Wilderness Area together with improvement of existing local roads would be less expensive, would bring more tourist business into the local towns, and would at the same time preserve the outstanding beauty of the Escalante wilderness for generations to come.

The wide base of support for our proposal was indicated in the record of the Senate hearings last year by the Senate Committee's receiving 300 individual letters, 42 telegrams, and one petition containing 350 signatures all from the State of Utah. In addition, there were 125 letters from Colorado and 30 letters from other states ranging from New Jersey to Hawaii. All of these were in favor of our proposed amendments. There was a total of 6 telegrams opposing our amendment. It should also be pointed out that the record of the hearings held by the Utah State Road Commission on the proposed Hole-in-the-Rock to Glen Canyon City segment of the proposed trans-Escalante Highway includes 462 individual letters. Of the 462 letters received, 461 opposed the construction of the proposed highway. These data give a very good picture of the public sentiment in favor of our proposal and against the construction of highways in the Escalante Wilderness.

Lake Powell provides motorized access to a lake 186 miles long with a shoreline of several thousand miles. After having destroyed Glen Canyon, it is proposed to invade and slice in two the best remnant of Glen Canyon just to provide better access to the recreation area. The existence of Lake Powell is used as the justification for further destructive developments to guarantee more complete access for the motor user. The wilderness user is entitled to some semblance of balance between his needs and those of boaters and sightseers.

We would like to propose another addition to the Recreation Area on the south end of Canyonlands National Park as indicated on the map submitted for the hearings on S. 26. We request that that map officially be entered into the record of this hearing also. This area contains Indian ruins deserving the protection of National Park status and currently receives heavy pressure from Park visitors as well as from hunters. Development, access, and administration of the area can be coordinated with that of the Park by including it in the Glen Canyon National Area. At the same time this designation allows the existing uses of grazing and hunting to continue.

We further protest most strongly the siting of a major industrial complex, such as the Navajo and the Kaipariwitz power plants close to a major national recreation area. Public sentiment in the audience at the last Salt Lake City hearing opposed by a large majority the locating of these plants in the immediate vicinity of a scenic area with such tremendous tourist potential and with the cleanest air left in the nation. Although the plant location is presently planned for Nipple Bench, which is outside the Recreation Area boundary, it appears to use to be the height of folly to propose locating the world's largest power plant within a mile of an outstanding scenic and recreation area.

I would like to end by again urging that the values of natural beauty, economics, and public sentiment argue strongly and convincingly for your serious consideration of our Escalante Wilderness proposal, and we urge you to—

- (a) add the minimal additions we have requested as presented on our map;
- (b) specify wilderness study and proposals by 1975;
- (c) specify management of the Escalante drainage as wilderness until the study has been completed and acted upon;
- (d) add Basin addition to the Recreation Area.

STATEMENT OF PAUL G. SALISBURY, SALT LAKE CITY, UTAH, ON S. 29, CAPITOL REEF NATIONAL PARK

I am Paul G. Salisbury of Salt Lake City. I was born in Utah and have lived there all of my life. I am appearing on behalf of the Sierra Club, the Wasatch Mountain Club, and the Utah Heritage Foundation.

The Sierra Club supports S. 29 with a few minor changes.

The area is fully deserving of National Park status. Geologically the Waterpocket Fold is the textbook example of a monocline. Scenically it is as unusual and as spectacular as any area of southeast Utah. (The southern end of the proposed Park is part of the citizen proposal for an Escalante wilderness.) Recreationally, the area has much to offer: to the car tourist it offers magnificent vistas of the Strike Valley, overlooks of the Waterpocket Fold, roads to the Cathedrals of the Sun and of the Moon, overlooks of the Waterpocket Fold butting into Thousand Lake Mountain, and the drive along the Fremont River; to the backpacker, it offers a magnificent one or two day trip through Muley Twist Canyon, the walk through Hall's Gorge, the opportunity to walk the length of Hall's Creek from The Post southward, and the chance to explore side canyons jutting from Hall's Creek into the Waterpocket Fold; to the novice hiker, it offers good trails to Hickman Natural Bridge, to Whiskey Creek, to the Golden Throne, and short walks through historic Capitol Gorge and scenic Grand Wash.

We commend the addition to the northeast to include the Cathedrals of the Sun and of the Moon.

We especially commend the addition on the south to include Hall's Gorge, that spectacular stretch where the Creek turns abruptly westward and cuts straight into the Fold, tortuously carving its way through the fold before emerging again to take up its course in the valley between the Fold and Hall's Mesa. This four mile long canyon is a typical Escalante-type canyon, combining cavernous overhangs, water-sculptured sandstone pools, cool green cottonwood trees, and the dripping springs and seeps typical of the Escalante.

We would like to recommend addition of $1\frac{1}{4}$ sections (T 36 S R 8E, Section 1 and NE $\frac{3}{4}$ of Section 12) to include Deer Point and the tiny unnamed mesa to the southeast of it. These two geographic features, combined with the striking circular cliff to the south, are landmarks visible from overlooks on the east as well as from points on the Hole-in-the-Rock Road many miles to the west.

We approve of the principle of the southeast boundary following the top of the cliff on the edge of Big Thompson and Halls Mesa, *providing* that a 1000 foot buffer zone back from the top of the rim be included. Grazing should specifically be allowed in this buffer zone. The purpose of the buffer zone would be to prevent permanent or semi-permanent construction, such as oil wells, signs, and buildings, that would ruin the view from the valley below. Overlooks could also be allowed in the buffer zone. But we do feel most strongly that an underdeveloped and uncluttered rim is an important part of the Park visitor's experience.

Access is important for the Park visitor also. We support upgrading of the present dirt roads leading into the northern additions from Caineville and looping back to U 24 inside the Park. We also support upgrading and proper maintenance of the road to the east of the Fold, going past Notom, down to the junction with the Burr Trail, on to the Post, and southward to Bullfrog Basin. This enables the car visitor to the Park to see the entire length of the Fold, some of it viewed from below and some of it from overlooks across from the Fold.

One can presently drive through the Fold on U24 (the paved road that parallels the Fremont River) and on the presently unpaved Burr Trail. A road also leads along the west side of the Fold to the Sleeping Rainbow Guest Ranch, and U117 gives one visual access to the area from overlooks on Boulder Mountain.

We would like to strongly recommend that NO ROADS be permitted across the Fold south of the Burr Trail, and that this area be considered the prime candidate for wilderness designation. If it is deemed too expensive to stabilize and pave the Burr Trail, road corridors should be investigated north of the Burr Trail, including the possibility of tunneling.

We would like to recommend that the area from approximately Red Canyon northward be recommended for the developed area of the Park; and that the area south of this canyon be kept largely or totally undeveloped. When the area becomes a National Park, Jeeps and other off-trail vehicles should no longer be allowed beyond the corral located about a mile south of the Post. All of this area can be covered on foot. A primitive trail leads down the ledges to Halls Creek from the overlook established by the Bureau of Land Management at the edge of

Big Thompson Mesa. Thus the lower part of Hall's Creek is easily accessible to the backpacker and footwalker.

Section 5(c) should be revised to state that "easements for power lines and other utility corridors should follow basically the corridor of the existing paved road in U 24 or the primitive road in Oak Creek". No other corridors should be allowed.

Section 5(d) should be added, stating that "The Secretary of the Interior shall undertake a study of the wilderness within the boundaries of the Park, and shall report to the Congress within two years on proposals for wilderness within the Park."

We believe that cattle grazing (not sheep grazing, if any presently exists) should be allowed a phase-out period. However, the present wording of Section 3 is unclear and implies that grazing could go on for an indeterminate period. Therefore, we request the deletion of the words "except as specifically provided for in this section" in lines 14 and 15 of page 3, and the deletion of the words "beyond the twenty-five year period" in lines 17 and 18 on page three. We further suggest that the committee consider whether 15 or 20 years would be adequate for a phase-out period, rather than the 25 years now contained in the bill.

We would like to add that we feel that Congress must appropriate additional funds for staffing this Park. Visitation will greatly increase when it becomes a National Park, and a staff of the present size cannot provide a quality Park experience and at the same time prevent degradation of the area by the thoughtless few.

I greatly appreciate the opportunity to testify. I urge that special attention be paid to our recommendations to —

(a) provide adequate road access in the northern addition and along the eastern edge of the Park

(b) provide an additional paved road crossing of the Fold, either at the Burr Trail or north of there

(c) present Congress with recommendations on wilderness in the Park within two years of enactment of the bill

(d) consider all the area south of the Burr Trail and southwest of the existing road and of the corral previously mentioned as prime wilderness potential

(e) to provide a definite and complete phase-out of cattle grazing against at the end of 15, 20, or 25 years to allow cattlemen sufficient time to amortize their investments.

STATEMENT OF GEORGE ALDERSON, LEGISLATIVE DIRECTOR, FRIENDS OF THE EARTH

I am George Alderson, Legislative Director of Friends of the Earth, an international organization of 20,000 members, committed to the preservation, restoration and rational use of the earth. Our Washington office is at 917 15th Street, N.W. We appreciate the opportunity to testify on these four bills concerning Utah park and recreation areas.

CANYONLANDS

It has become generally recognized, during the decade since the Canyonlands first entered the national consciousness, that the park established in 1964 failed to include much of the actual Canyonlands that deserved and needed protection by law. In fact, much of the land that visitors to Canyonlands National Park now see from the popular viewpoints is entirely outside the park, and subject to the conflicting uses that are likely to spring up as land pressures intensify in this great region of the West.

S. 26 moves to correct part of this problem, and we commend and support it for that reason. The addition of the Maze and the Land of Standing Rocks is a significant improvement of the park. Likewise, the added Lavender Canyon, Horseshoe Canyon and north boundary additions will improve the protection given to the park.

However, S. 26 omits the major opportunity that remains to us to round out and protect the Canyonlands—the addition of the lands west of the Green and the Colorado, extending westward to the Orange Cliffs. Friends of the Earth urge that this tract be incorporated into the park at this time.

We also urge that a wilderness review provision be written into the legislation, providing for a two-year study of the wilderness potential of the entire Canyonlands National Park. Otherwise, Canyonlands will fall victim to the

delays that have plagued the wilderness studies in other parks. At the time of hearings on this bill in 1970, I pointed out that the wilderness review provision of the North Cascades National Park Act had averted these delays. In the case of the North Cascades, the Park Service moved with dispatch to prepare its wilderness proposals, has submitted them for public review, and has held public hearings on them. Canyonlands National Park was established by statute years before the North Cascades park, and yet we still have no wilderness proposals forthcoming from the Park Service.

We cannot afford to let the Canyonlands be victimized by delay. Its wilderness is still largely intact, and it should be studied and recommendations submitted to Congress while there is still a choice as to which areas can be protected.

GLEN CANYON

Friends of the Earth support the concept of giving statutory authority to the Interior Department to protect the Glen Canyon region in a Glen Canyon National Recreation Area. The entire area has long been recognized as having the caliber deserving incorporation into the National Park System. Before the dam was proposed, the Glen Canyon area had been proposed as a national park by Secretary Ickes. Despite the destruction wrought by the dam, much remains to be protected in the Glen Canyon area. If properly established and enforced, a national recreation area will go a long way toward protecting these remnants of the primeval Glen Canyon. If modified by strengthening amendments as we shall propose, S. 27 will help to insure that the public values of the Glen Canyon area will always be available, intact, for the nation's benefit.

We recommend incorporation of the Escalante River watershed, as proposed by the Wasatch Mountain Club. The scenic and wilderness qualities of the Escalante canyon country have been amply documented in recent magazine articles and photography. The Bureau of Land Management has also recently recognized these qualities by giving parts of the watershed special designation for protection. However, the BLM designation leaves the area without the wilderness protection, under provisions of the Wilderness Act, that we would like to achieve. The BLM has no authority to propose lands for incorporation into the National Wilderness Preservation System. The National Park Service has. We urge that the entire Escalante area placed within the National Recreation Area be protected as wilderness until the National Park Service can complete wilderness studies and submit recommendations to Congress on those lands that should be given protection under provisions of the Wilderness Act.

The bill should also be amended to incorporate a two-year wilderness study provision, to insure that the Escalante, and other potential wilderness within the recreation area, does not disappear by attrition before the proper studies can be done.

We also support the addition of the area of Beef Basin and Fable Valley, which was originally proposed to be part of Canyonlands National Park, and is still intended to serve as an access route into the park.

At this time, as a result of further studies and deliberations since the hearings on this legislation last year, it has become apparent that additional coal-fired power plants in the Glen Canyon area would be a major degrading influence upon the public values this bill seeks to protect. The growth of power plants in the Southwest without adequate advance studies of their environmental impact has already cast a pall over the red-rock country. We now propose the deletion of the two powerplant tracts provided for in S. 27. During earlier proceedings no one realized the consequences of these provisions. Now that we do, let us move to strike these conflicting measures from the bill.

CAPITOL REEF

Friends of the Earth support the proposal to establish a national park of approximately 254,000 acres embracing the entire Waterpocket Fold, including the lands provided for in S. 29, with additional areas as recommended by the Wasatch Mountain Club and the Sierra Club.

We also recommend incorporation of a two-year wilderness study provision to cover the areas not already within the Capitol Reef National Monument.

ARCHES

Although we have no objection to certain minor boundary revisions in S. 30, and although we would support several helpful additions on the west side of the Monument, Friends of the Earth oppose the exclusion of approximately 10,000 acres in the Cache Valley and Dry Mesa tract.

We also oppose the re-designation as a national park. It would be a mockery of the National Park concept to abrogate the protection already granted to Arches National Monument, and at the same time to elevate the remnants to national park status.

SAN JUAN COUNTY,
Monticello, Utah, May 25, 1971.

UTAH CONGRESSIONAL DELEGATION: The San Juan County Commission wishes to call to your attention the fact that within San Juan County there is the Natural Bridges National Monument, the first in Utah, Hovenweep National Monument, Rainbow Bridge National Monument, Canyonlands National Park and about half of the proposed Glen Canyon National Recreation area.

We would like to also point out that Canyonlands and Natural Bridges, although in San Juan County, are administered from an unlikely, uncentral location, far away from both, at Moab, in Grand County. Hovenweep is administered from equally as far away and out of the State, from Cortez in Colorado. Then, the final inequity is Glen Canyon National Recreation area, which is 90% in Utah and about half in San Juan County, along with Rainbow Bridge National Monument; these are administered outside of San Juan County and even outside of Utah, in Page, Arizona.

In other words, nearly a million acres has been, or is proposed to be segregated for total or primary recreational use and all headquarters of administration being out of County and part out of State. We believe this is one of the major reasons the economical benefits of our recreational and scenic values have by-passed us.

In 1964 the San Juan County Commission, by letter, offered the Park Service the land, free of charge, on which to locate the headquarters for Canyonlands National Park. Letters were received acknowledging this fact and assuring us that no decision had been made, but advising that we would be notified when it was. There is no record of such notification, just the fact of the headquarters being established in the home town of the man who was named Superintendent.

Inasmuch as the headquarters are located in Moab in the temporary leased premises, and there are rumors that bids are being asked for to provide more suitable quarters for offices, we request that an inquiry and study be made, and headquarters be established in Monticello to administer Canyonlands, Hovenweep, Natural Bridges and the upper part of Lake Powell and the Glen Canyon National Recreation Area.

Very truly yours,

MARION H. HAZELTON,
Chairman, San Juan County Commission.

SAN JUAN COUNTY,
Monticello, Utah, May 25, 1971.

UTAH CONGRESSIONAL DELEGATION: With reference to various bills expanding Canyonlands National Park, creating Arches National Park, Capitol Reef National Park, and establishing Glen Canyon National Recreation Area:

Please be advised that the position of County Commissioners of the Counties who are signatories to this document are as follows:

CANYONLANDS NATIONAL PARK

Because of the failure of the Park Service to fulfill the promises made to the people of Southern Utah for development of the Park in return for their support of legislation creating it, we strongly oppose any additions to the Park unless and until the development plans outlined are complied with.

To the excuse by the Park Service that the money has not been available, we reply that the total funds that were originally promised to be spent within the first 5 years have never even been requested by them. A further point is: If there are insufficient funds for development and administration of the present 250,000 acre Park, then how can the addition of 25% more acreage be justified?

ARCHES NATIONAL PARK

We support the creation of a National Park, but with further reductions in acreage as requested by local people.

CAPITOL REEF NATIONAL PARK

Further reduction in Capitol Reef is urged. The east boundary should be adjusted to conform to the base of the anticline and should avoid intersecting the Notam road. The west boundary should be contracted to conform to the escarpment. The north boundary should be withdrawn from some desert grazing areas, and the Park should terminate on the south at the Burr Trail.

With these changes, we fully support Park status for Capitol Reef.

GLEN CANYON NATIONAL RECREATION AREA

We recommend changes in the bill creating Glen Canyon National Recreation Area to provide the Park Service administer only the water, immediate shoreline and Marina Concession areas. The Bureau of Land Management should continue to manage the grazing, mineral leasing, mining and access functions. It would be expensively duplicative for the Park Service to attempt to manage the functions as they are a single use oriented organization; they would have to hire personnel which would duplicate present personnel in 4 different B.L.M. Districts. This would also create a coordination and administrative monstrosity, and would be a great inconvenience for the users of the resources of the public lands, to have to deal with yet another agency situated in a different area.

We also request at least 6 sections in each of Kane, Garfield, and San Juan Counties adjacent to Marina developments at Gunsite Butte, Bullfrog Basin, and Halls Crossing to be reserved from the Recreation area for future Community developments, similar to such developments in Havasu City in Arizona, Bloomington in Utah, and Page in Arizona and others near water recreation areas in similar localities.

A definite commitment to build a road between Glen Canyon City and Bullfrog Basin should be guaranteed with only the specific route to be selected by a group representing the Highway Department, Department of Interior, Department of Transportation, and representatives of the Counties involved.

We believe unless the foregoing is provided, Utah will continue to receive less than 10% of the economic benefits of a facility that is 90% in our State.

We further suggest that relative to the Community sites and road proposals, that funds be provided through the Four Corners Regional Commission or other sources for a complete economic and feasibility study.

Very truly yours,

SAN JUAN COUNTY COMMISSIONERS,
MARION H. HAZLETON.

GARFIELD COUNTY,
Panguitch, Utah, June 1, 1971.

UTAH CONGRESSIONAL DELEGATION: With reference to various bills expanding Canyonlands National Park, creating Arches National Park, Capitol Reef National Park, and establishing Glen Canyon National Recreation Area:

Please be advised that the position of the County Commissioners of the Counties who are signatories to this document are as follows:

CANYONLANDS NATIONAL PARK

Because of the failure of the Park Service to fulfill the promises made to the people of Southern Utah for development of the Park in return for their support of legislation creating it, we strongly oppose any additions to the Park unless and until the development plans outlined are complied with.

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ARCHES NATIONAL PARK

We support the creation of a National Park, but with further reductions in acreage as requested by local people.

CAPITOL REEF NATIONAL PARK

Further reduction in Capitol Reef is urged. The east boundary should be adjusted to conform to the base of the anticline and should avoid intersecting the Notam road. The west boundary should be contracted to conform to the escarpment. The north boundary should be withdrawn from some desert grazing areas, and the Park should terminate on the south at the Burr Trail.

With these changes, we fully support Part status of Capitol Reef.

GLEN CANYON NATIONAL RECREATION AREA

We recommend changes in the bill creating Glen Canyon National Recreation Area to provide the Park Service administer only the water, immediate shoreline and Marina Concession areas. The Bureau of Land Management should continue to manage the grazing, mineral leasing, mining and access functions. It would be expensively duplicative for the Park Service to attempt to manage the functions as they are a single use oriented organization; they would have to hire personnel which would duplicate present personnel in 4 different B.L.M. Districts. This would also create a coordination and administrative monstrosity, and would be a great inconvenience for the users of the resources of the Public Lands, to have to deal with yet another agency situated in a different area.

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We believe unless the foregoing is provided, Utah will continue to receive less than 10% of the economic benefits of a facility that is 90% in our State.

We further suggest that relative to the Community sites and road proposals, that funds be provided through the Four Corners Regional Commission or other sources for a complete economic and feasibility study.

Very truly yours,

GARFIELD COUNTY COMMISSION,
JAMES F. YARDLEY, *Chairman*,
LELAND GRIFFIN,
DALE MARSH.

RENO, NEV., June 6, 1971.

Senator ALAN BIBLE,
Chairman, Senate Parks and Recreation Subcommittee, Senate Office Building,
Washington, D.C.

DEAR SENATOR BIBLE: Please include this letter in the official hearing Record of the June 3 hearings on the Utah park proposals. Many magnificent areas have been left out of the Utah park proposals. The entire Escalante River drainage and Beef Basin should be added to the proposed Glen Canyon National Recreation Area (S. 27). At least 200,000 acres of important natural and geological features should be added to the Canyonlands National Park enlargement proposal (S. 26). The Dry Mesa area (12,000 acres) should be added to the Arches National Park proposal (S. 30). The Deer Point area (1,000 acres) should be added to the Capitol Reef National Park proposal (S. 29). All areas within the three national parks and the Glen Canyon NRA should be subject to a wilderness study to determine if parts of the areas qualify for inclusion in the National Wilderness Preservation System.

Sincerely yours,

REED SECORD.