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MISSOURI BREAKS SCENIC RECREATION RIVER

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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. 1405

A BILL TO ESTABLISH THE MISSOURI BREAKS SCENIC
RECREATION RIVER IN THE STATE OF MONTANA

AUGUST 16, 1971

GREAT FALLS, MONT.

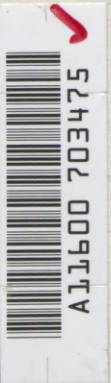


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WASHINGTON : 1971



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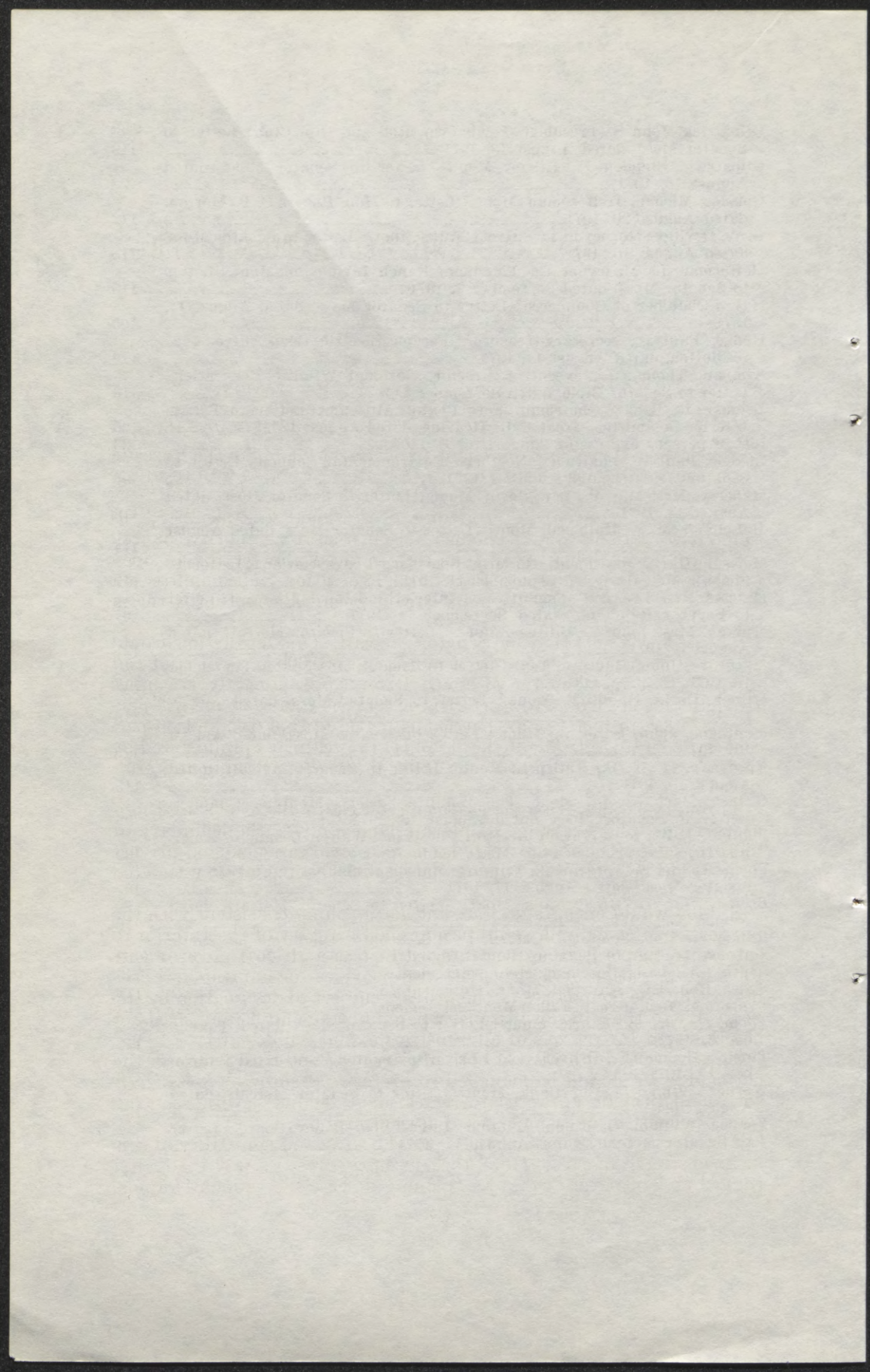
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MISSOURI BREAKS SCENIC RECREATION RIVER

MONDAY, AUGUST 16, 1971

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION,
SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE,
Great Falls, Mont.

The subcommittee met, pursuant to notice, at 9 a.m., in the Cascade County Court House, Courtroom 3, Senator Frank Moss presiding.

Present: Senators Moss and Metcalf.

Also present: Bernard C. Hartung, professional staff member; Suzanne Reed, staff assistant; Thomas Nelson, assistant minority counsel.

Senator Moss. This is the time duly noticed and set for an open field hearing by the Senate Parks and Recreation Subcommittee on S. 1405, to establish the Missouri Breaks Scenic Recreation River in the State of Montana.

The bill was authored by Senator Metcalf. This legislation would provide for the acquisition of not more than 180,000 acres of land and interests therein along the Missouri River, approximately 175 miles from Robinson Bridge to Fort Benton. Of the total acreage, 7.6 percent is State property; 36.4 percent is private property; and 56 percent is Federal land. The Federal lands are presently administered by the Bureau of Land Management under the Taylor Grazing and Multiple Use Act.

Through the use of scenic easements on State and Corps of Engineers' lands, plus exchange of private lands outside the boundary of the project, purchase of private lands, or scenic easements on private land would be limited to approximately 38,000 acres, at an estimated cost of \$2,002,000.

S. 1405 would encourage State and local zoning consistent with the purposes of the act and would permit the Secretary of the Interior to enter into cooperative agreements with State and local governments for administration of the river. It also provides for hunting and fishing within the boundaries of the project, subject to designation by the Secretary of the Interior of zones where hunting and fishing shall not be permitted for reasons of administration and public safety.

To achieve the objective of both preservation and recreation use, the national river should be managed to protect its semiwilderness character and provide appropriate recreational facilities, while concurrently permitting existing types of agricultural use.

There is no question about the natural beauty and versatility of this historic stretch of river. Here, the Missouri forces its way through a rugged and relatively wild area, passing down a succession of rapids,

through a valley which is in places rocky, compressed and barren, and in others broad alluvial and pleasantly timbered with willows and cottonwoods. This essentially step-like character of the river has caused this portion, as you people here well understand to be known as the "breaks of the Missouri." This stretch of the river has a rich and significant past which is yet within vivid recall, in a setting nearly unimpaired to this day.

I direct that the text of this bill and Department reports be made part of the hearing record at this point.

(S. 1405 and reports follow:)

92^D CONGRESS
1ST SESSION

S. 1405

IN THE SENATE OF THE UNITED STATES

MARCH 30, 1971

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

A BILL

To establish the Missouri Breaks Scenic Recreation River in the State of Montana.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That there is hereby established the Missouri Breaks Scenic
4 Recreation River (hereinafter called the "river"). The river
5 shall consist of the waters of the Missouri River and not to
6 exceed one hundred and eighty thousand acres of land and in-
7 terests therein along the Missouri River approximately one
8 hundred and seventy-five miles from Robinson Bridge to Fort
9 Benton. The boundaries of the river as of the date of ap-
10 proval of this Act are shown on the map entitled "Missouri
11 Breaks Scenic Recreation River" on file in the Office of the

1 Director, Bureau of Land Management, Department of the
2 Interior, where it shall be available for public inspection. The
3 Secretary of the Interior (hereinafter referred to as the
4 "Secretary") may revise the boundaries of the river by
5 publication in the Federal Register of a revised drawing or
6 other boundary description.

7 SEC. 2. (a) The Secretary shall administer the river in
8 accordance with the Taylor Grazing Act, as amended (43
9 U.S.C. 315-315r) and any other authority available
10 to him for the management and conservation of natural re-
11 sources and the protection and enhancement of the environ-
12 ment, and under principles of multiple use and sustained
13 yield of the several resources thereon consistent with the
14 maintenance of the scenic and recreation qualities of the river.

15 (b) The Secretary shall designate portions of the river
16 as "recreation river," "scenic river" and "wild river" in
17 accordance with the following guidelines:

18 (1) WILD RIVER AREAS.—Those sections of the
19 river that are free of impoundments and generally inac-
20 cessible except by trail, with watersheds or shorelines
21 essentially primitive and waters unpolluted.

22 (2) SCENIC RIVER AREAS.—Those sections of the
23 river that are free of impoundments, with shorelines or
24 watersheds still largely primitive and shorelines largely
25 undeveloped, but accessible in places by roads.

1 (3) RECREATIONAL RIVER AREAS.—Those sections
2 of the river that are readily accessible by road or rail-
3 road, that may have some development along their shore-
4 lines, and that may have undergone some impoundment
5 or diversion in the past.

6 (c) After consultation with States and local govern-
7 ments and the interested public the Secretary shall establish
8 a plan of management, and, where suitable, of development,
9 for each of the designated areas. He is authorized to enter
10 into cooperative agreements with other Federal agencies
11 and with State and local governments for administration of
12 the river.

13 (d) The Secretary may issue easements, licenses, or
14 permits for rights-of-way through, over or under the lands
15 in Federal ownership within the river, or for the use of such
16 lands on such terms and conditions as he deems necessary.

17 (e) The Secretary shall permit hunting and fishing in
18 the areas of the river in accordance with applicable Federal
19 and State laws, except that he may designate zones where,
20 and periods when, no hunting or fishing shall be permitted
21 for reasons of public safety or administration.

22 SEC. 3. (a) The Secretary may acquire not more than
23 thirty thousand acres of lands, waters, and interests therein,
24 including, but not limited to, scenic easements, within the
25 boundaries of the river, by donation, purchase with donated

1 or appropriated funds, exchange, or otherwise. In exercising
2 his exchange authority, the Secretary may accept title to any
3 non-Federal property within the boundaries of the river and
4 in exchange therefor he may convey to the grantor any
5 federally owned property under his jurisdiction which is
6 located in the State of Montana which he classifies as suitable
7 for exchange. The values of the properties so exchanged shall
8 be approximately equal, or if they are not, the values shall
9 be equalized by the payment of cash to the grantor or the
10 Secretary as the circumstances require.

11 (b) Federal property located within the river may, with
12 the concurrence of the department or agency having admin-
13 istrative jurisdiction thereof, be transferred, without transfer
14 of funds, to the administrative jurisdiction of the Secretary
15 for administration under this Act.

16 (c) When a tract of land is only partially within the
17 boundaries of the river, the Secretary may acquire the entire
18 tract in order to avoid the payment of severance costs. Lands
19 so acquired outside the boundaries of the river may be ex-
20 changed by the Secretary for non-Federal land within such
21 boundaries, and any portion of said land not utilized for such
22 exchange may be sold competitively by the Secretary for
23 not less than fair market value.

24 SEC. 4. Nothing in this Act shall affect the applicability

1 of the United States mining and mineral leasing laws on
2 lands within the river except that:

3 (a) No prospecting or mining operations shall be com-
4 menced or conducted or mining claims located after the effec-
5 tive date of this Act until the Secretary has promulgated such
6 regulations controlling prospecting and mining as he deems
7 necessary to achieve the purposes of this Act.

8 (b) Subject to valid existing rights, any patent issued
9 on any mining claim within the river shall convey title only
10 to the mineral deposits and shall convey only such rights to
11 the use of the surface and the surface resources as are reason-
12 ably required to carry on prospecting or mining operations
13 and are consistent with such regulations as may be prescribed
14 by the Secretary.

15 SEC. 5. (a) The Secretary shall encourage the State,
16 regional, county and municipal authorities to adopt and en-
17 force adequate master plans and zoning ordinances which
18 will require the use and development of private property
19 within and adjacent to the river in a manner consistent with
20 the purposes of this Act. The Secretary may provide to such
21 State, regional, county and municipal authorities technical
22 assistance in the development and adoption of such plans and
23 ordinances.

24 (b) The Secretary may refrain or agree to refrain from

1 exercising his authority to acquire private property within
2 the boundaries of the river as long as he finds the applicable
3 plan or ordinance continues to promote the use and develop-
4 ment of such property in a manner compatible with the pur-
5 poses of this Act.

6 SEC. 6. No water impoundments or diversions shall be
7 constructed on any portions of the river designated as "wild
8 river" or "scenic river".

9 SEC. 7. There are hereby authorized to be appropriated
10 such sums as may be necessary to carry out the provisions
11 of this Act. To the extent feasible acquisition and develop-
12 ment of camp sites and historical sites shall be given priority
13 in expenditure of funds.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., August 12, 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 from this Department on S. 1405, a bill "To establish the Missouri Breaks Scenic Recreation River in the State of Montana."

We recommend against enactment of S. 1405.

S. 1405 establishes a Missouri Breaks Scenic Recreation River in the State of Montana, not to exceed 180,000 acres of land and interests in land between the town of Fort Benton and the Fred Robinson Bridge. The precise boundaries of the scenic river would be depicted on a map on file in the Department of the Interior.

The bill requires the Secretary of the Interior to administer the river in accordance with the Taylor Grazing Act of 1934, as amended, and any other statutory authority available to him for the management and conservation of natural resources, protection and enhancement of the environment, and management of the resources under principles of multiple use and sustained yield.

S. 1405 further directs the Secretary to designate portions of the river as "recreation river," "scenic river" and "wild river" in accordance with guidelines set forth in the bill.

This Department believes that the segment of the Missouri River included in S. 1405 possesses outstanding scenic qualities, and that this river stretch should be preserved for public use and enjoyment. Presently, this Department, through its Bureau of Land Management, administers 91,000 acres along the Missouri River between Fort Benton and the Robinson Bridge, more than half of the land covered by S. 1405. This land is currently managed in accordance with the provisions of the Taylor Grazing Act of 1934, as amended. Furthermore, the Administration's proposed National Resource Land Management Act of 1971, introduced in the Senate as S. 2401, will, if enacted, provide the Secretary of the Interior additional authority and specific direction to protect an area such as the Missouri River. Subsection 3(b) of S. 2401 directs the Secretary of the Interior to manage national resource lands "... under principles of multiple use and sustained yield in a manner which will, using all practicable means and measures, protect the environmental quality of the national resource lands to assure their continued value for present and future generations". Subsection 7 of S. 2401 outlines management criteria for natural resource lands including "the prompt development of regulations for the protection of areas of critical environmental concern". This Department believes that the direction and authority given by S. 2401, as well as the present management authority held by the Secretary of the Interior, will sufficiently provide for the preservation of the outstanding scenic qualities of the Missouri River.

Visitation to this particular segment of the Missouri is light; latest figures show that approximately 3,000 boaters used this area during the summer season. Furthermore, a segment of the Missouri River is listed in section 5(a)(13) of the Wild and Scenic Rivers Act for study as a potential addition to the wild and scenic rivers system.

Therefore, in view of the need to prudently allocate Federal resources, the relatively higher priority of other areas which are in greater need of protection and whose development will benefit a greater number of people, and of the fact that a substantial portion of the area is already being managed under principles which will protect its scenic and recreational qualities, this Department recommends against enactment of S. 1405.

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,

W. T. PECORA,
Acting Secretary of the Interior.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., August 13, 1971

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

DEAR MR. CHAIRMAN: This is in response to your request of July 27, 1971, for the views of the Office of Management and Budget on S. 1405, a bill "To establish the Missouri Breaks Scenic Recreation River in the State of Montana."

The Office of Management and Budget concurs in the views of the Department of the Interior in its report on S. 1405, and accordingly recommends against enactment of the bill.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

Senator Moss. Senator Metcalf, who is the author of the bill, and a member of the committee, is sitting with us today. I will ask Senator Metcalf if he has any opening remarks before we begin hearing our witnesses.

Senator METCALF. Mr. Chairman, at the outset, I know our distinguished colleague, Senator Mike Mansfield, who is majority leader of the Senate, would be delighted to welcome you to this part of the State of Montana. We are both grateful that you have taken time during the recess to come up here and help us by chairing this hearing. I know you have been in the "Big Sky Country" before, and we hope you will enjoy your stay here.

The bill, in its initial state, is only an exploratory document. The purpose of this hearing is to find out, from the people who are more familiar with the river and more familiar with the area and more expert than any of us, how they feel this great resource should be managed and controlled. We hope that different ideas and different opinions will be freely expressed. It may be that if the bill finally passes it will be very different from the bill that was originally introduced. However, this is a skeleton and a framework upon which we hope to have some development of this most important Montana resource.

Mr. Chairman, you will recall that when I first came to the Senate, I asked the Interior Committee to have joint hearings of the Bureau of Reclamation and the Corps of Engineers along this river. Those hearings were held throughout the State of Montana and recommendations were made and different plans were proposed. Now, as a result of changing times and changing era, we are confronted with different conditions. Therefore, this bill was introduced to try to find some way to take advantage of this most important natural resource, and, at the same time, not to obligate ourselves to such an extent that changes in the future could not also be accommodated.

Senator Mansfield wanted me to tell you and the people of Montana that he had anticipated attending this hearing, but other work in Congress has called him away, and he is going to be unable to be here or at our hearings in Billings.

I also want to thank my old law school chum Judge Nelson, for the use of his courtroom.

Mr. Chairman, I have material I would like to offer for the record after the noon break, but we are holding this field hearing to hear what the people of Montana have to say about this bill.

Senator Moss. Thank you, Senator Metcalf. Of course you may insert material in the record at whatever point you wish to have it entered.

As you pointed out here in your remarks, this is a field hearing. As we begin consideration of any piece of legislation, we try to get the broadest possible input from people who know about the subject or have a feeling about the subject, whether it is pro or con, or to suggest amendments, we want it all in the record. As a result, we have come to the area involved. Many people have something they want to say, and we want to accommodate everybody, if we can. In order to do that, because of the numbers, we must insist on a degree of brevity.

We are not talking just for Senator Metcalf and myself. We are talking for the whole Interior Committee, in the first instance, and the Senate, in the second, by making this record. That is why the important thing for you to do is to make what you want understood a part of the record. If you have some letter or document, I will say that it may be inserted in the record, meaning that it will be printed in full. The record will be available to any of you who want to read it after it is all put together. It will be easy to get a copy to you, in that event, either through Senator Metcalf or the Interior Committee.

Our first witness will be Douglas G. Smith, who is director of Montana Water Resources Board and chairman of the Governor's Council of Natural Resources and Development.

Mr. Smith, we will be pleased to hear from you.

STATEMENT OF DOUGLAS G. SMITH, DIRECTOR, MONTANA WATER RESOURCES BOARD AND CHAIRMAN OF THE GOVERNOR'S COUNCIL OF NATURAL RESOURCES AND DEVELOPMENT

Mr. SMITH. Senator Moss, Senator Metcalf, good morning.

My name is Douglas G. Smith, and I serve as director of the Montana Water Resources Board and as chairman of the Governor's Council on Natural Resources and Development.

This advisory council is composed of 16 agencies involved in the natural resources field. On February 10, Governor Forest H. Anderson gave the Council on Natural Resources the following chart. As you know, the recent proposal by Senator Metcalf to designate a large section of the Missouri as a "wild river," S. 1405, will, if approved by Congress, be of major importance to the people of Montana.

As all proposals involving the quality of our environment, I believe the citizens of Montana are demanding there be a thorough study before a definite course of action is embarked upon.

I am, therefore, asking the Council on Natural Resources to undertake a formal examination of the alternatives before us to help in determining the best policy for Montana. I would hope that your recommendations could be made before September of this year.

The subcommittee was then appointed by myself, the council chairman, to conduct this examination. The subcommittee must then submit their recommendations on the Missouri Break Scenic River proposal to the council for the Governor by September of 1971.

The subcommittee members at this hearing today are Bob Arnold, of the State forester's office; Ole Ullin, of the State Conservation

Commission; Jim Poskowitz, of the State Fish and Game Commission; and Lawrence Surroke of the Montana Water Resources Board.

An organizational meeting was held by the subcommittee on June 7, in which several public hearings were planned. Also, at these meetings, there are plans to collect the past studies done on this stretch of river from Fort Benton to the Fred Robinson Bridge. A public hearing was held in Helena, Mont., on July 26 in which the subcommittee heard comments on the Missouri Break Scenic River proposal. Some of the organizations which were heard that day were the Montana Water Development Association, the Montana Wilderness Society, the League of Women Voters, and many others. There were approximately 50 people at this hearing and about 25 testified. Transcripts were made of this hearing and can be provided to you.

A public hearing was also held on August 13 at Fort Benton, and there is a hearing planned in Lewistown on the 24th of August at 7:30 p.m. at the Ogle Inn. Transcripts are being made for both of these hearings and can be provided also to your subcommittee.

The public input from these hearings, as well as studies that are done on this stretch of the river, will be used to make recommendations to the Governor on September 15, 1971.

We would like to make the transcripts of these hearings, as well as our recommendations made to Gov. Forest Anderson, available to you. The Governor's Council on Natural Resources and this subcommittee also floated this stretch of the river on August 14 and 15 to see it firsthand.

Thank you very much. I do have our first transcript from our Helena hearing. I have three copies which are available to you, Senator.

Senator Moss. We certainly welcome the transcripts, and we would like to have the additional transcripts when further hearings are held, as well as the recommendations that the council finally submits to the Governor. It is helpful to know that we are having this active consideration develop within the State itself by the people of the State of Montana. Whatever we do on the Federal level, we want to be compatible with the desires of the people of Montana. You can never be in complete agreement with everybody. You have to come to a majority consensus; but, to the extent possible, of course, we must do what local people want to do with this great resource. It belongs to Montana first and to the United States second. We both own this great resource.

I haven't had the opportunity of floating the river, as you described the members of the council having done, but I would like to see it. We have some great rivers in my State, and we float on those and think that they are marvelous. As a matter of fact, there are so many visitors coming that it is hard to get near the rivers. This is a vast stretch of river, and I am sure it could be used by many, many people as a recreational facility.

Is the council devoting its study to the specific terms that appear in the provisions of the bill and to the three different divisions that appear in the bill?

Mr. SMITH. No, sir. The thing with which the council is primarily concerned is taking a look at all the alternative proposals. We are not in the business of going through a bill as specifically as park by park.

I am sure there may be some recommendations from the subcommittee as to administration and some of these things and their feelings. Again, these will have to be recommendations to the Governor who, in turn, I am sure, will be making his recommendations to your committee.

Senator Moss. Thank you very much. I am very interested to know that this work is being done.

Senator Metcalf, do you have any questions?

Senator METCALF. I can certainly concur with Senator Moss that it is important that we study all the alternatives for the river. This is what I hoped would be done at the time we had the joint hearing of the Corps of Engineers and the Bureau of Reclamation. I am really a little bit sorry that this sort of activity hasn't taken place before. Perhaps the introduction of this bill has been the catalyst and inspired the Governor to explore other areas and alternative forms of development.

Mr. Smith, you now know that this is not a bill to designate the river as a "wild river."

Mr. SMITH. Yes, sir.

Senator METCALF. And it could happen that only a very small part of the river would be so designated.

Mr. SMITH. That is right.

Senator METCALF. As a matter of fact, the majority of the river would be designated in one of the other categories; and I know that I, as well as the whole committee, will look forward to having copies of the transcripts that you have made. Senator Bible will hold hearings in Washington on this bill, at which time, he will receive the recommendations and the reports from the administrative officials involved. At that time, we will be delighted to have Governor Anderson's suggestions.

(Transcripts from hearings before the Governor's Council on Natural Resources are available in committee files.)

Senator Moss. Thank you very much, Mr. Smith.

We were to have heard from the mayor of Fort Benton, but at this time, we have word that he has been delayed.

We will go on here to Mr. Wilbur McKinney, representing the Montana State Chamber of Commerce.

STATEMENT OF WILBUR MCKINNEY, STAFF ASSOCIATE, MONTANA STATE CHAMBER OF COMMERCE

Mr. MCKINNEY. Senators Moss and Metcalf, I am Wilbur McKinney, staff associate of the Montana Chamber of Commerce, and I am appearing for Grover Smith, who is president of our organization.

The Montana Chamber of Commerce favors the establishment of the "wilderness waterway" on the Missouri River between Fort Benton and the Robinson Bridge, under the jurisdiction of the National Park Service.

Thank you.

Senator Moss. Has this proposal been considered by the executive body of the chamber of commerce?

Mr. MCKINNEY. By the directors. They considered it at the last quarterly meeting, which I believe was last Friday night, and they

adopted it as their policy to support this waterway as introduced by Senator Metcalf.

Senator Moss. Of course, the bill that we have has three different designations of the areas of the river. Were you in accord with those? There is only one part that would be what you would call a wilderness waterway. Others would undergo more development than that. Do you think there should be different types of development along the river?

Mr. McKINNEY. We want to follow through and call it the scenic river and the wild river, wherever possible, and not disturb what is already there. We want to keep the River, as is.

Senator Moss. That is very good.

Senator Metcalf?

Senator METCALF. The intent of the bill is not only to preserve the primitive, wild areas of the River, but it is also to preserve and conserve the historic sites and areas of special scenic beauty, and, at the same time, to disturb as little as possible the ranching and grazing operations and to provide for hunting and fishing.

It has been an established practice for all of us to prohibit fishing and hunting in the national parks. Do you see any difficulty in the National Park Service administering an area that is not only an area for recreation and an area for preservation of historic sites, but is an area for grazing of animals and for hunting? There is good hunting down there in the Missouri Breaks. Do you see any difficulty in that?

Mr. McKINNEY. If you set it up that way, I don't think there will be any difficulty at all. If the bill provides for the National Park Service to administer it that way, I can't see any problem, and we would like to see the Park Service administer it.

Senator Moss. Thank you, Mr. McKinney. It has been pointed out that in some recreation areas, such as in the Glen Canyon, the Park Service has the administrative authority and permits hunting there. I rather agree with you that if they are given the authority to do it, there is no reason that they couldn't control the hunting, just as well as other uses of the area.

Thank you.

Senator Moss. We will now call on Mrs. Donald R. Marble, chairman, Environmental Quality, League of Women Voters of Montana.

Senator Moss. I always like to see a member of the League of Women Voters. Usually they are very pretty, and, in addition to that, they have done their homework when they come to talk.

STATEMENT OF MRS. DONALD R. MARBLE, CHAIRMAN, ENVIRONMENTAL QUALITY, LEAGUE OF WOMEN VOTERS OF MONTANA

Mrs. MARBLE. Thank you, Senators. I am Harriet Marble, Environmental Quality Chairman of the League of Women Voters.

The League of Women Voters of Montana supports the principles of Senate bill 1405 for the establishment of the Missouri Breaks Scenic Recreation River. We want to particularly emphasize the following sections in the bill:

(1) Section 2(a) asks the Secretary to . . . "administer the river in accordance with the Taylor Grazing Act, as amended and any other

authority available to him *for the management and conservation of natural resources and the protection and enhancement of the environment*, [Emphasis mine.] and under principles of multiple use and sustained yield of the several resources thereon consistent with the maintenance of the scenic and recreational qualities of the river." The League is particularly interested in the quality of the water. The waters of the Missouri River of Montana must be clean. Mr. Metcalf's Bill has three categories for the river—the wild river areas, scenic river areas, and recreational river areas and only in the wild river areas does the bill characterize the water as being unpolluted. While this may be an oversight, the League of Women Voters of Montana demands the scenic river areas and the recreational river areas to also be characterized and maintained as unpolluted waters. Users of the Missouri River water must not think of the river as a free waste disposal system.

(2) Second, the League is pleased with section 2(c) which calls for the coordination between agencies and departments in establishing a plan of management and, where suitable, of development for this river area.

(3) Third, the League would like section 5(a) to be highly considered in order to maintain the Missouri Breaks Scenic Recreation River in toto for years to come. The section asks the Secretary of Interior "to encourage" the various levels of government "to adopt and enforce adequate master plans and zoning ordinances which will require the use and development of private property within and adjacent to the river in a manner consistent with the purposes of this act." The League would like the word encourage changed to a more forceful word to insure the best use and development for the area.

To summarize, the League of Women Voters of Montana support S. 1405, because we believe that creation of the Missouri Breaks Scenic Recreation River would maintain the highest quality standards for the water. We also support efforts of coordination between agencies and departments in the establishing and management of this area, and adequate master plan and zoning in the area. The people of Montana signified their endorsement of S. 1405 in Montana Senate Joint Resolution bill 5 during the recent legislature, so hopefully the National Legislators will be receptive and will soon enact this bill.

Thank you.

Senator Moss. Thank you very much, Mrs. Marble. I note a point which you have detected in the bill which you think should be strengthened, and I am in agreement with you about calling for an unpolluted section of the river in one place and not to say anything about it in the other. We have provided for it, by inference, there. There may be a degree of pollution. I am with you, and I want to write it in in every way along the line. One of the things we must do and learn to do and practice is to clear up pollution wherever it is, especially in our waterways. This has now become a national goal to which we all must devote ourselves. I am encouraged to know that the League of Women Voters support the bill. That is a big step along the way.

Senator METCALF. Thank you very much for the constructive criticism. It has been very helpful.

Senator Moss. We will now hear from Mr. John S. Gilpatrick, representing Montana Wildlife Federation.

**STATEMENT OF JOHN S. GILPATRICK, DISTRICT 3, MONTANA
WILDLIFE FEDERATION**

Mr. GILPATRICK. We in District 3 of the Montana Wildlife Federation are vitally interested in the development of the Missouri River from Fort Benton to the Fred Robinson Bridge because it lies entirely within District 3. We feel it is probably the most outstanding natural area left in central Montana and as such lends itself well to the type of recreational development outlined in Senator Metcalf's Scenic-Recreational plan.

Let us examine briefly a few things Senator Metcalf's proposal provides. First, the great historical sites will be preserved for future study and enjoyment. An advanced fast moving society such as ours relies on these areas to remind ourselves of the determination and dedication our forefathers possessed. The historical value alone is reason enough to leave the area in its natural state.

Second, the fabulous and irreplaceable scenic beauty of the area will be protected forever for a public that is growing by leaps and bounds. A public that is starved for an opportunity to get away from the hectic day-to-day rush of things and share a few moments or days next to the Almighty in an area of His creation.

Third, the livestock industry, the historic users of the area can continue to graze the area with a few withdrawals to protect especially fragile areas or campgrounds. The Bureau of Land Management administration of the area will aid this management objective because of their experience in this field. The Bureau of Land Management presently administers nearly 60 percent of the land in the area. A change of managing agency is unnecessary and would be a disruption of a smooth working relationship between the present users and the Bureau of Land Management. This unique stretch of the Missouri River offers a great opportunity to promote and develop true multiple use of an area. The Bureau of Land Management is a multiple use directed agency and should retain managerial responsibility as Senator Metcalf has so wisely planned.

Fourth, the great wildlife environment will be protected and enhanced for all time. The Montana Fish and Game Department will share planning and management responsibilities with the Bureau of Land Management under the Metcalf proposal. We endorse this arrangement.

Because the area soil is very fragile and erodes so easily proper management of all its users be it domestic livestock, wildlife or people, every user must be properly managed. Senator Metcalf's proposal sets up the outline to do this.

Recreational development holds the biggest economic promise for Montana. We must be careful not to destroy the things our vacationing neighbors come to see. The free flowing Missouri is such an area. The recreational use of our free flowing waterways represents their highest and best use.

Yes, gentlemen, Senator Metcalf's Scenic-Recreation proposal for the Missouri River is the only plan for this stretch of the Mighty Mo

that is economically feasible and acceptable with a clear conscience, knowing that we will have preserved and protected an area that will become more cherished with the passing of time.

We further point out the near unanimous passage of S. J. Res. 5 to support Senator Metcalf's plan and the subsequent signing by Governor Anderson during the 1971 legislative session as a strong indication a majority of Montanans support S. 1405, the Missouri River Scenic Recreation plan.

Senator, I have a statement from a representative of our county who had intended to be here. He sent me a telegram, and I would like to be able to read it, if I could.

Senator Moss. You may read it.

Mr. GILPATRICK. This is addressed to Mr. John S. Gilpatrick, chairman of the Missouri River Discussion Meeting, Cascade County Courthouse, Great Falls, Mont. "Please do what you can to preserve the stretch of the Missouri River under discussion in its present form. I believe that if it is to be controlled by some agency, it should be the BLM so as to keep it available for use by Central Montana ranchers and farmers. If it is to become a park, I am certain that the area, sooner or later, would be off limits for use as grazing purposes.

"I am sorry that I am unable to attend this meeting and wish you luck."

It is signed by Representative J. O. (Boots) Osbornson, District 11, Fergus County.

Senator Moss. You basically endorse this bill and stress particularly that you think that the Bureau of Land Management is particularly well-suited to carry on the management function, as set forth in the bill?

Mr. GILPATRICK. Yes, sir; we do.

Senator Moss. Senator Metcalf?

Senator METCALF. Thank you very much.

Senator Moss. We next will hear from the Hon. Howard Axtman, mayor of the city of Fort Benton, Mont. We are happy to have Mr. Axtman here.

STATEMENT OF HON. HOWARD AXTMAN, MAYOR, CITY OF FORT BENTON, MONT.

Mayor AXTMAN. Senator Moss and Senator Metcalf, my name is Howard Axtman, mayor of the city of Fort Benton, here to present the city's position in this matter. It is our desire to support Senator Metcalf's bill, S. 1045, with the following recommendations:

We feel that the Bureau of Land Management should be designated to manage the grazing and agricultural development of the area involved and the National Park Service to administer the recreational and historical aspects of the area.

It is our opinion that the Bureau of Land Management, because of their experience, is best qualified to manage the grazing and the agricultural development along this portion of the river, while the National Park Service has the required experience to develop and preserve the historic, scenic, and recreational aspects of the area.

Fort Benton is the "Birthplace of Montana." From the fur trade era through the steamboat era to the coming of the railroad to present

day, Fort Benton has been and still is proud of the part it has played in the development of Montana and the Northwest.

We have long thought that this portion of the Missouri River from Fort Benton to the Fred Robinson Bridge should be preserved for posterity. This is one of the most significant portions of the Upper Missouri River and today remains in the same primitive state as viewed by Lewis and Clark in 1805.

As you realize, there is limited economic opportunity in this area of Montana. By developing and preserving this historical and scenic portion of the Upper Missouri River, an economic stimulant could be provided, not only for Fort Benton, but, also, for all of central Montana.

Please consider our thoughts concerning Senator Metcalf's S. 1045 when you make recommendations to Congress.

Thank you for taking the time to allow Montanans of this area to express their views to your committee.

As a footnote, I would like to clarify by "National Park Service," we are not looking to develop this as a national park or are we recommending such. We are merely suggesting that they administer the recreation facilities, as such, or development, since this is the area in which we feel they are best qualified.

I also might mention here that we have representatives with us from Fort Benton that do have a short slide program if you wish to view this along with your program.

Senator Moss. I think we could. I see it is all set up. If we can dim the lights enough to be able to see the slides, we will be glad to see them. I understand it is not lengthy. I think perhaps it would help me more than Senator Metcalf. He has viewed it and I have not.

(The slides were shown at this time.)

COMMENTARY ON SLIDES BY JOHN LOVELEE, REPRESENTING CITY OF FORT BENTON

Mr. LOVELEE. These are a few slides that should give you an idea of the scenic and historical portions of the river, and I think it will give you some idea why we feel the Park Service would best administer the recreation on this river.

In early times, Lewis and Clark and Maximillian traveled this part of the river by boat; boat was the mode of transportation. This is one of Wolter's watercolors of the river in the early times of the 1820's and 1830's.

The river, as you talk about it in your bill, is in three parts. The river actually has three characters, as you leave Fort Benton. The upper stretches of the river from Fort Benton go back into the hills, and there is a great deal of glacial soil left along the surface which is laying over the top of the shale material that belongs to the Colorado shale area.

The river's edge here is very full of cottonwoods and box elders, and this strip of the river looks very much like you see it in photos on through this presentation.

On past Fort Benton down in the area where maybe there was a Lewis and Clark campsite—in fact, this is the spring where Lewis became deathly ill with dysentery, and then after chokecherry bark

and Montana river water, he became better the next day and went on up to the Great Falls.

[Laughter.]

Mr. LOVELEE. Those who are not familiar with this stretch of river, Maximilian crossed this stretch of the river in 1834 and he observed Indian fighting among two tribes. The one thing that Wolter has preserved in this painting is that today you see the same stretch of beautiful scenery as you did then. Wolter was a great draftsman on the river before he was an artist. As you look at the bluff across the river back across Fort McKenzie, if you were to look at it today, you could see this bluff line is much the same as it was, with very little changes in over 140 years.

At the site of Fort McKenzie, which has never been developed or taken care of, these are some of the artifacts that are found along the surface of the ground that are gradually disappearing from the site because of no management and development by the agency that is handling the history of the fur trade period that was here at Fort McKenzie.

In the area, also, are a great number of Indian tepee rings left on the bluff. Here is one of the Wolter paintings of an Indian village along here at the site of Fort McKenzie. In that same view, again, today, you will notice the bluffs are much as Wolter painted them.

Up on top, looking at the Highway Mountains at that stretch of the river, it is as Wolter painted it, and you can view it again today, with the exception of a few farm buildings, much as it was at that time. On down to the mouth of the Marias River, a Montana historical magazine came to the decision that Lewis and Clark had to reach here. This is the old mouth of the Marias River where it came into the Missouri 20 years ago and flooded in 1854 and cut the channel further north, but this is the channel at the time of Lewis and Clark. Also, this is an area where Lewis and Clark left much of their iron goods and materials at this cache up on this bluff of the Missouri. The site was at the mouth of the Marias River, and I think that it was very significant in that it was 10 days longer that they remained in Montana at that particular point.

Then we go on down to Loma and Virgelle to other Lewis and Clark campsites and on down to Coalbanks Landing where both the BLM and the Park Service propose to have a campsite and boat landing. There is also an old steeple on the boat landing where it is necessary to portage to bring stuff to the north of Big Bend. In the Little Sandy Creek area, this area is very rich in Indian lore, burial sites, tepee rings, chipping grounds and a great many things of interest in this area.

On down the river now, it is starting to change its characteristics into what we call the "white rocks" of the Missouri. This is white rock that is characteristic to the Missouri. Here are some shots of the sandstone being very fragile and of two hardnesses. You get a lot of these mushroom formations along the river, and it is really very beautiful scenery.

Wolter saw some of the area like this, and I think as you look at the next three slides, you will see many of the things that he saw just as they are today. There are buffalo down at the bottom of this river,

another Lewis and Clark campsite at the mouth of Stonewall Creek at Eagle Creek.

Another Wolter painting of the area with the large rock and chapel. Here is one showing the fish and game. Montana has started herds of big horn sheep so that it is trying to retain the areas. Here are some more pictures along the area of the river, back away from the river, 3 and 4 miles. The White Cliff Canyons run back and are very beautiful areas to walk back into on the trails, and so forth. Here is Castle Rock. Maximillian described it as being much like the castles he saw along the banks of the Rhine. Eagle Rock is on down the river. It is referred to as "the hole in the wall." Here is more of the fantastic rock formations that are still as they were 100 years ago. Steamboat Rock, Dark view. Here is another Wolter painting of the Citadel as he looked at it from upriver on down to Slaughter Creek. You see a large flock of blue heron and geese and many more game birds, up to 120 different species, that can be identified. On up to the first military establishment in Montana, Camp Cook, on the mouth of the Judith, named for Judith Hancock, Clark's future wife, and on into the Badlands of the Missouri, below the Judith.

In this area, again, the rivers change characteristics for the third and final time. You see these high badland areas that extend from here to Cow Island. There is Sugar Loaf, which is the last of the white sandstone formations and steamboat captains had a great deal of difficulty getting through these low waters. It was one of the worst spots in the river to get their boats across the stream. Here are the remains of the woodcutters and remains of steamboats that had lost part of their boilers. Since this picture was taken it has disappeared, because of people carrying these things off. We feel that the administration and preservation of these historic sites is greatly needed. Here is a picture of the Bear Claw and where Chief Joseph crossed the river, and the low water port where the head of Cow Island can be seen. A wagon train from Bear Claw to Big Sandy and south to Fort Peck.

This is the area where Chief Joseph pinned down 18 whites and took their supplies and went up to the Cow Island trails. That is another area that should be preserved and protected.

On below is the powerplant put there in order to furnish electricity to run the mill for industry, and here is a portion of the gold dust history of the Little Rockies. On down, now, as you get closer to Fred Robinson Bridge and the head of Fort Peck, the river starts to level off and get lower.

Finally, a few brief slides about some of the animals. There are herds of wild horses along this river; there are big horns, deer, coyotes, antelopes, and even the prairie dog is coming back.

With that, I think I will quit. I think this will give you an idea of why we are concerned and why we would like to save the river. We feel that with the history and the multiple scenery and recreation that the National Park Service really is the one to administer this part, while the grazing and the other parts should be administered by the BLM.

Thank you.

Senator Moss. Well, thank you very much. That was a very fine presentation. It does give us a visual appreciation of what we are discussing here today. I am going to fly over it and see it before I leave

Montana, but I have a preview now and know more what to look for. Those were some very remarkable pictures, and I enjoyed the comparisons of paintings from more than 100 years ago with some of the current photographs. The comparison showed that the great bluffs and mountains are still beautiful and relatively undisturbed.

It was a very good presentation and I appreciate that very much, Mr. Lovelee, and I am sure that Senator Metcalf appreciates it, too.

Now, is Mr. Aldrich here?

Mr. Aldrich tells me that he has come to the hearing from a camping trip in the Bitter Root. He had to walk for 4 hours and drive for 8. We appreciate your coming here.

STATEMENT OF DONALD ALDRICH

Mr. ALDRICH. Thank you, Senator Moss and Senator Metcalf, for my advertising and also for providing us with this opportunity to express ourselves about a river in which we are very interested.

The Montana Wildlife Federation has updated its position on management of the Missouri River on several occasions, as more information became available, and also as we reinterpreted the available information.

As in April 1963 when our organization participated in a hearing to consider the 11 alternatives included in the Missouri River joint report, we are involved in a decision that will determine the future of the last unaltered free-flowing 175 miles of the Missouri River.

The Montana Wildlife Federation has updated its position on management of the Missouri as new information was made available and old information was better analyzed.

In June 1967, we adopted our present position. We asked—

- (1) That the river remain free flowing;
- (2) That adjacent lands be maintained primarily for purposes of recreation and preservation of the historical, geological, and archeological sites;
- (3) That the area be managed under multiple use; and
- (4) That the area be administered by the Bureau of Land Management.

S. 1405 will accomplish our objective for this national treasure. We feel that the recognition given to the grazing industry strengthens the justification of the classification. We prefer administration by the Bureau of Land Management because they are now managing more than 50 percent of the land included within the boundaries, because they have the confidence of the historic users, because they have demonstrated an ability to cooperate with the State fish and game department, and because the area is too fragile to accommodate the degree of development and use that we associate with the National Park Service.

We feel that it is important that future generations should be able to visit this area in its present condition. The Missouri was the main line of transportation for the development of the Pacific Northwest. Travelers on this stretch of the Mighty "Mo" can still see evidence of the Lewis and Clark campgrounds and traces of the steamboat and fur-trading days. Here, alone, can we relive the drama of our past among the unique land formations and spacious meanders of the great waterway.

Since those first hearings, State and national interest has prompted bills in Congress, resolutions in the State legislature, additional studies by Federal agencies, study by the Lewis and Clark Trail Commission, and limited acquisition and development by the fish and game department of facilities necessary to the public's enjoyment of the area.

We are most grateful to the department for its foresight in obtaining control of some of the sites essential to the river traveler.

The National Park Service in May 1967 spoke for most of us when it said:

The primary objective in the area would be to conserve the river and its environs as a free-flowing riverway with its outstanding scenic, scientific, and historic associations, and to make these resources available for public enjoyment.

(From the addendum to the February 1962 report "Proposed Lewis and Clark National Wilderness Waterway.")

Mr. ALDRICH. In introducing legislation to protect this last unmo-
lested stretch of the Big Muddy, Senator Metcalf said:

The preservation of this reach of the river and at the same time the recognition of its other values will contribute to the best and highest use of this resource.

I'm sure he referred to the stipulations that the recreational waterway would be administered in accordance to the Taylor Grazing Act, and the Multiple Use and Sustained Yield Act, and that the Secretary would have authority to issue easements, licenses, or permits for rights-of-way within the area if they were deemed necessary.

In introducing similar legislation in the House, Congressman John Saylor, of Pennsylvania, directed attention to the fact that the dam-builders had stared longingly at the Missouri River between Fort Peck and Fort Benton, and that:

The time has come to settle once and for all the role of the Missouri breaks in America's future.

Congressman Saylor also directed attention to the fact that:

The Missouri flows through an area which is the very essence of the "westward course of our empire" and the resultant fate of the great tribes of native Americans. Names of giants are connected with the Missouri: Lewis and Clark, Chief Joseph, Charles Russell.

He said:

The area is nourished by the blood and sacrifice of thousands of braves and their families, trappers and traders, fortune seekers, and pioneers—men, women, and children, most of whose names will be forever unknown.

Saylor continued:

What better tribute can we give to those who have traveled the Missouri in the past, and what better gift can we give to those who will visit the Missouri in the future, than to save this stretch from the developers and changers? This segment of the river flows placidly for 155 miles, clear and unpolluted, through country of stark beauty and undisturbed tranquility.

We could all question the good Congressman's statement that the river flows "clear and unpolluted" but we should remember that he is familiar with the Potomac and other eastern streams that have suffered pollution saturation—streams that have caught fire.

There is an important implication in Congressman Saylor's desire to save the Missouri River. He is telling us that people outside of Montana have an interest in this waterway; that it should be a national shrine; that it belongs to tomorrow as well as to yesterday; and

most important of all, he is telling us that it must be saved—that it cannot be desecrated for localized and temporary gain.

Metcalf's proposal to dedicate 167,000 acres to save 155 miles of river rich in history, both archaeological and natural, which augments its basic attributes of wild water, wild lands, and wildlife with tremendous potential for outdoor recreation is a very modest request.

Almost since the first white man arrived, his livestock has prospered in the badlands, lush grasslands, cottonwood groves, and the white sandstone formations with dark volcanic intrusions. They have cohabited with mule deer, whitetail deer, antelope, elk in a wildlife community that includes sharptailed and sage grouse, chukar partridge, mourning doves, Canada geese, pelicans, ducks, golden eagles, prairie falcons, hawks, owls, herons, shore birds, songbirds, cottontail rabbits, jackrabbits, beavers, mink, muskrats, raccoons, otters, bobcats, coyotes, skunks, badgers, and weasels.

Because ranching as practiced within the boundaries of the proposal is consistent with the historic West this harmonious relationship will not only be retained, it will be enhanced by range management plans that utilize stock-watering developments to provide more dispersed use of available forage.

As Judge Robert Sykes, the man who represented the Montana Wildlife Federation at the first hearing in 1963 said:

The creation of the Scenic River will mean that ranchers and sportsmen can have their cake and eat it; without the Scenic River protection they will not only lose the ball game, but probably will be thrown out of the ball park.

It is also important that the Bureau of Land Management's Montana State Advisory Board adopted a resolution February 4, 1971 supporting Senator Metcalf's bill.

I will not take your time listing all who supported S. J. Res. 5, but I would ask that the Senate Interior and Insular Affairs Committee request copies of the minutes from the hearings in the Montana Senate and House Fish and Game Committees so you may know the overwhelming support given this resolution.

I would like to submit for your consideration a quote which emphasizes the economic importance to Montana of this recreational land.

Harold Stearns, Harlowton publisher said.

The greatest lure in the Pacific Northwest to history-hungry vacationers is the Lewis and Clark trail.

The Lewis and Clark Trail Commission in their July 1970 report recognized the value of this area by including the comment that an unfulfilled objective of the Commission was "the establishment of the Missouri Breaks National River."

In addition to the wildlife I listed earlier, this stretch of the Missouri River has rare habitat types that are vital to several rare and endangered species, such as the mountain plover, upland plover, and the long-billed curlew. A few colonies of prairie dogs also live here with such associated species as the burrowing owl, the kit fox, and the extremely rare black-footed ferret.

As you can see, we are talking of many things that have a broad impact when we discuss the future of only 6 percent of the Nation's longest river. By giving it protection we create a historical museum,

an archaeological garden, a wildlife sanctuary, a scientific warehouse, and an esthetic and recreation Eden.

Thank you very much.

Senator Moss. Thank you very much for a most eloquent and well-worked-out statement and your announcement of the full support of the bill as it appears before us.

I take it that the Wildlife Federation endorses the three different categories on the river being managed in different ways—parks and recreation—whereas, the others are essentially wild river areas, is that correct?

Mr. ALDRICH. Yes, we would agree with that. I think the pictures very capably explained the reasons for this. It was a fine demonstration on it.

Senator MOSS. Thank you. Senator Metcalf?

Senator METCALF. Thank you very much.

Senator Moss. We appreciate your making that very long trip back, Mr. Aldrich, to come here to give your statement.

We will now hear from Mr. Wayne Bratten, chairman of the Montana State Bureau of Land Management Advisory Board. We are happy to have you here, Mr. Bratten. Go right ahead.

STATEMENT OF WAYNE BRATTEN, CHAIRMAN, MONTANA STATE BUREAU OF LAND MANAGEMENT ADVISORY BOARD

Mr. BRATTEN. Thank you.

Mr. Chairman, distinguished Senators, my name is Wayne Bratten. I am a rancher residing at Windham, Mont. I am the past president of the Montana Stock Growers Association; past chairman of the Association of Cooperative State Grazing Districts. I have served as county commissioner of Petroleum County and am presently chairman of the BLM State Advisory Board. In spite of all these V.I.P.'s, I am still a beef producer and taxpayer of Montana and user of the public domain.

I was raised near the Missouri River and have been up and down it many times. I favor the passage of Senator Metcalf's bill, because I have always believed in true multiple use. I have a real need for the public lands in this area for my operation, but so does the druggist in Lewistown or the shoemaker in New York.

Furthermore, the majority of the ranchers I have talked to in this area, as well as myself, favor administration of this stretch of the river by the BLM, for they are the only true multiple-use bureau in the Department of the Interior.

I would like to present to the committee the resolution which was passed by the BLM State Advisory Board at its annual meeting on February 4, 1971.

(The resolution was read by Wayne Bratten and follows.)

RESOLUTION ON MISSOURI BREAKS SCENIC RECREATION RIVER

(S. 1405—Lee Metcalf)

BLM MONTANA STATE ADVISORY BOARD, FEBRUARY 4, 1971

Whereas Senate bill 1405 has been introduced into the United States Senate by Senator Lee Metcalf to establish the Missouri Breaks Scenic Recreation River, and

Whereas Senate Joint Resolution 5 in the 42nd Montana Legislature endorses S. 1405, and

Whereas administration of the Missouri Breaks Scenic Recreation River would be under the Taylor Grazing Act and follow multiple use and sustained yield concepts, and

Whereas the proposed area would be divided into wild, scenic, and recreation segments, allowing a wide latitude for management, and

Whereas the responsibility of the State of Montana would be recognized through a cooperative agreement with the Montana Fish and Game Department and other appropriate state agencies, and

Whereas mining or mineral leasing would be allowed under appropriate regulations, and

Whereas no impoundments would be allowed in the wild and scenic portions of the river, thereby preserving aesthetic and historic values, and

Whereas the bill would not require mandatory purchase of inholdings; now therefore be it

Resolved, That the Bureau of Land Management Montana State Advisory Board support Senate Bill 1405 and Montana Senate Joint Resolution 5; and be it further

Resolved, That in the establishment of the Missouri Breaks Scenic Recreation River, land acquisition should be achieved according to the following priorities: (1) scenic easements, (2) exchanges, (3) purchase as specified in the bill.

Mr. BRATTEN. Mr. Chairman, I wish to thank you and Senator Metcalf for the chance to testify before you. I certainly hope the Congress will see fit to pass this bill and that the BLM will be the managing agent. I appreciate this very much.

Senator MOSS. Thank you. We appreciate your resolution from the BLM Advisory Board, and I am particularly pleased to have a cattleman come before us and give his endorsement, as full an endorsement as you have, of the multiple-use factor. We sometimes have a little problem. Down my way, the cattlemen are very suspicious. When you have any kind of recreation use written into a bill, they feel that it is going to impinge on their privileges and reduce the amount of land they will have for grazing. But, like you, I believe we have to have both. We have to use all of our land for the highest and best use on a multiple basis. I don't see anything wrong with cattle grazing on the lands that are beautiful, so long as they are maintained at a level where they are not destroying anything. I enjoy seeing a few white face cattle on the prairie grazing.

So, I believe that the two are compatible, and I am pleased you have given your views. They are mine, also.

Senator METCALF?

Senator METCALF. You might even see some black angus. [Laughter.]

Mr. BRATTEN. It is hard to tell what color they might be. You might have black ones, you might have red ones. I haven't seen any pink ones yet, but I imagine they are coming. [Laughter.]

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

We will now hear Mrs. George Lindgren, a member of the American Association of University Women.

STATEMENT OF MRS. GEORGE LINDGREN, GREAT FALLS BRANCH, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

Mrs. LINDGREN. Senator Moss and Senator Metcalf, I am Mrs. George Lindgren, and I represent the Great Falls Branch of the American Association of University Women.

We favor Senate bill 1405 to establish the Missouri Breaks Scenic Recreation River in the State.

At our national convention held this summer, resolutions were passed favoring measures to maintain the environment as it is. This organization of 170,000 members in all 50 States has studied ecology in depth during the past 2 years. All programs of the local branch during these 2 years have been on the need to preserve our natural environment from exploitation and unwise use. We have, for many years, taken a stand for conservation of natural resources.

We feel this stretch of the Missouri River from Fort Benton to the Robinson Bridge should be preserved in its present form for recreational purposes. The recreational development proposed in the bill will make the enjoyment of this natural beauty available to all. The area has historical significance, a heritage to all the people. Our State's natural beauty should be preserved for the enjoyment of this and future generations.

Senator Moss. Thank you, Mrs. Lindgren. We appreciate your coming here to represent the American Association of University Women and that they basically endorse the terms of this bill. We thank you.

We will go to the next witness, Cecil C. Garland of the Montana Wilderness Association.

We are very glad to have Mr. Garland here. You may proceed.

STATEMENT OF CECIL C. GARLAND, MONTANA WILDERNESS ASSOCIATION

Mr. GARLAND. Chairman Moss, Senator Metcalf, I am Cecil Garland of Lincoln, Mont., and president of the Montana Wilderness Association.

Almost 14 years ago when I first became a member of the Montana Wilderness Association, I was told of a great stretch of the Missouri River that was still alive and in its nearly natural state. Almost in disbelief I listened to our early members tell of the river's beauty, of its fascinating and often grotesque structure that forms its banks. In awe I listened to the tales of early Indian lore, of the coming of the fur trade, the steamboats, the cattle, the outlaws, and of course I, in time, read of Lewis and Clark and the men who came with them in what has become to me the greatest adventure story of all time.

Therefore, it is with intense pride as the seventh president of the Montana Wilderness Association that I may represent this organization before this committee of distinguished Senators. For throughout the whole of the existence of the Montana Wilderness Association, it has been our privilege to have been a constant advocate for the protection of the Missouri River Breaks.

Actually viewing in retrospect that which has happened to most of this Nation's rivers, it seems to me that it is quite miraculous that we have the opportunity to appear here today in support of preserving 175 miles of this great river.

Later as I floated down the Missouri, I was struck by the absolute necessity of protecting the river and its breaks, its history, and its wildlife, not only for future generations but for the sake of the river itself.

It is superfluous to the need to attempt to express a delight of the river and its community of living things in terms not already used by both Captains Lewis and Clark. Please consider this excerpt from the journals:

"It was here that after ascending the highest summit of the hills on the north side of the river that Captain Lewis first caught a distant view of the Rocky Mountains." Or again, "a female elk with its fawn swam down through the waves." Captain Lewis in describing the walls, "As we passed it seemed as if those scenes of visionary enchantment would never have an end; for here it is too that nature presents to the view of the traveler vast ranges of walls of tolerable workmanship, so perfect indeed are those walls that I should have thought that nature had attempted here to rival the human art of masonry had I not recollected that she had first began her work."

Lewis also speaks of what must have been a wildlife population to rival any on earth. "The hunters who were out the greater part of the day brought in six elk, two buffalo, two mule deer, and a bear." Again Captain Lewis is obviously impressed. He states: "On every side it was spread into one vast plain covered with verdure, in which innumerable herds of buffalo were roaming, attended by their enemies the wolves; some flocks of elk also were seen, and solitary antelope were scattered with their young over the face of the plain."

There is, however, a great meaning for all of us here today. Perhaps it is best set forth in their final paragraph by Captain Lewis near the mouth of the Marias River. "It was useless we knew to attempt the plains on this part of the river in consequence of the numerous steep ravines which intersected and which were quite as bad as the river bluffs. We therefore continued our route down the river, sometimes in the mud and water of the bottom lands, at others in the river to our breasts and when the water became so deep that we could not wade we cut footsteps in the face of the steep bluffs with our knives and proceeded. We continued our disagreeable march through the rain, mud, and water until late in the evening, having traveled only about 18 miles, and encamped in an old Indian stick lodge which afforded us a dry and comfortable shelter. During the day we had killed six deer, some of them in very good order although none of them had yet entirely discarded their winter coats. We had reserved and brought with us a good supply of the best pieces; we roasted and ate a hearty supper of our venison not having tasted a morsel before during the day. I now laid myself down on some willow boughs to a comfortable nights rest, and felt indeed as if I was fully repaid for the toil and pain of the day, so much will a good shelter, a dry bed, and comfortable supper revive the spirits of the wearied, wet, and hungry traveler."

I believe Captain Lewis was trying to tell us something here and also trying to give us something. I believe he was trying to give us a tradition, essentially the tradition of America. That while the country might be rugged, often inhospitable, yet if we were careful and always loved the land that we would, in the end, be protected by it.

We can still say of the Missouri River today that this is as nearly how it was then as any place that can be found. We can still say to our young, "This is how it was. Go and test yourself there. Yet protect it and do not abuse it."

Every country must have its tradition. In every country older than ours each may point to some time in its past when men did both very brave and magnificent things. If we in America today are to find a tradition and pride in our past, then we can find no finer place to start than by protecting this stretch of the Missouri and its breaks. For our tradition will and must be found in wilderness and the men and women who were made great by the challenge of it. Wild and wind-swept coastlines. Wilderness mountains, great grass-covered wilderness prairies, and again the awesome wilderness of the Rocky Mountains. And then there were wild rushing, free-flowing rivers of which the Missouri extending into the Mississippi was the longest and most magnificent. Lewis and Clark traveled over 2,000 miles on it. We can do no less than preserve a short but significant 175 miles of this living record.

We are nearing the end of our wilderness areas now. We as a Nation have altered, changed, impounded, and polluted most of our great river system.

We are now in a period of great national reflection upon the mistakes of the past and we are summing up the cost to repair damage done so carelessly in the past. Here in the protection and the preservation of the Breaks of the Missouri we may prevent further costly mistakes and careless errors.

Yet if the economic and social welfare of the State of Montana and this Nation depends upon the destruction of last remnants of our wild rivers and our mountain wilderness, then I believe that there is too little and it is too late and that we have developed an insatiable appetite that will end in the total impoverishment of our land and our people.

The Montana Wilderness Association is, however, apprehensive for the future. Our greatest fear is that whatever agency of the Government is given the privilege to administer the land, that they may in turn abuse the river. Overdevelopment will as surely destroy the river, its history, and its beauty as quickly as any of the engineering schemes of the past.

It is therefore desirable that the impact of people and the consequential problem of human erosion be kept within limits of what the land will bear without impairment. Most of us now recognize that the land has a carrying capacity in terms of human numbers. It is well that we carefully define how many people are enough for the land, and procrastination can only lead to more unsolvable problems.

Excessive road building, campground construction, excessive overviews, too many boats and boat landings, often stopping at the same places and at historical or scenic points of interest will contribute to its ultimate destruction of the very things we wish to protect.

One of the early members and founders of our organization, Olas Murie, made this very simple but discerning observation. He said, "There is getting to be too many of us." Obviously Murie was right. We must, therefore, protect the land from our own destruction of it.

The Wilderness Association wishes to thank Chairman Moss for this hearing and also to express our gratitude to Senator Metcalf for introducing S. 1405 which we heartily support.

I might add, very briefly, Senator, that we support the BLM. We think that a split proposition here between the two agencies would

not solve a problem but would continue in a lack of continuity between the management agencies themselves. We think the BLM should be in the recreation business. They are young in the recreation business. They are very respectful of the people's opinions and I think they are very responsive to us. We would support them, as such.

Senator Moss. Thank you very much, Mr. Garland. We appreciate your very eloquent statement.

Senator METCALF. Cecil, you know you are talking to the man who was responsible for the Arches National Park and Canyonlands National Park, where there is the same kind of masonry; so, you have to be pretty eloquent.

Mr. GARLAND. I have been to that wonderful country, too, Senator, and I appreciate the same feeling that I am trying to engender into my talks.

Senator Moss. We have a national recreation area on Flaming Gorge, a reservoir lake, and we started off having half of that administered by the Forest Service and half by the BLM. Shortly after that—about a year and a half or 2 years after that—we, by bill, changed it and put it under one, single agency. That one went under the Forest Service, but I think it illustrates what you are talking about. If you try to divide the administration among several agencies, or more than one, then you have the question of overlap and handling things in a little bit different way. That confuses the users.

Now, this is what happened on Flaming Gorge. The charge for using the boat ramp was different on one-half of the lake from what they were charging on the other half. The difference wasn't much, but it was just enough to always have a little friction going on.

So, I think, perhaps your suggestion that the administration be under the BLM, as you say, but at least be under one management is very good and should be considered here.

Mr. GARLAND. I like the concept of competition between the various agencies. Senator Metcalf is very well aware of the difficulty of often-times turning a Federal bureaucracy around when we come to believe in time and we develop good information that that particular bureaucracy is heading in a particular direction that we don't like any longer. It gets to be pretty tough. I think if there is competition among agencies—and I think this would engender that competition—I think you would find a greater responsiveness among those agencies themselves.

Senator Moss. Thank you.

We will now hear from Gale Stensland, director of Fort Benton Community Improvement Association. He will be followed by Steve McSweeney.

STATEMENT OF GALE STENSLAND, DIRECTOR, FORT BENTON COMMUNITY IMPROVEMENT ASSOCIATION

Mr. STENSLAND. Senator Moss and Senator Metcalf, it is our pleasure to have you in the "Big Sky Country," but let me say that just through previous discussion that we have heard, we certainly hope that we can live in a country where subagencies or sister agencies can live and work together.

I can see no reason why the BLM and the National Park Service cannot and should not work together and coadminister this area that

we are considering. That is only an unofficial opening remark. I would like to follow the script that we have.

Mr. Chairman, members of the Senate Interior Committee, ladies and gentlemen:

I am Gail Stensland of Fort Benton, "Birthplace of Montana" and to this day the head of navigation on the Missouri River. I serve as a member of the Missouri Breaks National River committee and specifically represent the Fort Benton Community Improvement Association (CIA). Individuals and organizations hold combined membership. Our CIA directors group represents the 12 organizations in the community with an additional director elected from the general membership. We represent veterans organizations, the school system, the city, civic clubs, men and women and youth organizations.

We support Senator Metcalf's Senate bill 1405 which basically stands for preservation. However, we ask your consideration that the National Park Service (NPS) administer the recreational and historic interpretive programs. Further, that the Bureau of Land Management (BLM) through a cooperative agreement continue to manage the grazing and related agriculture.

The NPS has a master plan proposal for Missouri Breaks National River. Emphasis is placed on continued livestock grazing and other agriculture compatible with recreation. Also, retaining the existing characteristics of the river—historic, archaeological and natural.

The reason we make this recommendation is that the area is historically important from the fur trade era; the Lewis and Clark expedition, which has its longest stay of the expedition at the mouth of Marias River; the Bodmer-Maximillian expedition and other early day explorers traveled along this stretch of the river. The river played an important role in the development of the Northwest and should continue this role in our present day.

The NPS is the agency recognized to properly administer this as a national river. Through an experienced agency we feel the total job can best be accomplished.

By being included in the National Park program the area would receive national recognition which it commands and deserves. The program of parks and monuments in this area between Yellowstone and Glacier will have an economic impact which would continue for this region of Montana.

We have talked with farmers, ranchers, landowners and when they understand that agriculture would continue they too support the proposal. We are concerned with the continued economic growth of this area.

We have a feeling for the river and have great concern for what happens. This community supports Senate bill 1405 with the NPS as the administering agency with a cooperative agreement for BLM to manage the grazing and related agriculture. A great strength in the bill is in the fact of setting the area from Robinson Bridge to Fort Benton for inclusion.

This would allow for preservation through compatible use; economic and recreation which certainly would allow the area to be used wisely for us and generations to come.

Thank you.

Senator Moss. Thank you very much. We are pleased to have your testimony and your viewpoint. You strongly recommended that the Park Service continue to manage or be designated to manage the scenic and the historic parts of the river. You feel the BLM should confine itself to the economics, the grazing and other uses of the land?

Mr. STENSLAND. Yes, sir. We recognize the National Park Service as having the staff and the ability to go in debt. Let's say that the site of Fort McKenzie that we viewed in the slides were to go into the Department. They have the staff and the personnel to do this properly. The BLM, on the other hand, certainly has the staff and is recognized by the farmers and ranchers as their contact agency.

So, I think, yes, you have interpreted it correctly.

Senator Moss. We are glad to have that point of view and must acknowledge that the Park Service does have a very good research and historic team. They have done some great work in various parts of our country, and we ought to utilize their services and their expertise. It is the same thing we were talking about with the previous witnesses. When you split the management side by side, you often get some frictions that are difficult to iron out.

Mr. STENSLAND. Senator, I note that you have a copy of the National Park Service proposal. If this were acceptable, I am sure that this should be included within this hearing here today. I believe, if I am recalling correctly, that they, in turn, discuss that a cooperative agreement would necessarily need to be drawn with the Bureau of Land Management for the agriculture and related grazing lands.

Senator Moss. Yes, by all means. If the Park Service does not have the expertise on determining grazing allotments and management and reissue, and that sort of thing, it seems that these responsibilities have to reside with the BLM, where they have the staff and experience. We are going through a little bit of this on the Glen Canyon Recreation Area. It is administratively established now, but it has never been legislatively established or legislatively authorized, and we are trying to get that point made as to what functions would be done by each department. You are talking about much the same thing; so, I am glad to have your point of view.

Senator Metcalf, do you have any questions?

Senator METCALF. I think it should be emphasized that, heretofore, when we have had two agencies sometimes dividing the area, we have divided it on a geographic basis. For example, we could extend the geographical line of the Forest Service boundaries across the lake. One side would be the park and the other side would be under the administration of another agency.

Now, what you are proposing, and what is contemplated here, is that all the recreation should be administered by one agency, and all the grazing and all the hunting should be administered by another agency.

Mr. STENSLAND. Yes, sir.

Senator METCALF. So, there would be some of that friction. This was your language; this was your plan. Half would be Forest Service lands and half would be Bureau of Land Management lands.

Senator Moss pointed out that this should be avoided, but where the Park Service or the BLM take care of all the recreation and the

preservation of historic sites, whichever agency that does it, I see no conflict, as you suggest, between the two agencies of the Department of Interior both operating the same area.

Mr. STENSLAND. That is right, sir.

Senator Moss. Is Mr. McSweeney here? You are representing the Fort Benton Kiwanis Club?

Mr. McSWEENEY. Yes, sir.

Senator Moss. You may proceed.

STATEMENT OF STEVE McSWEENEY, FORT BENTON KIWANIS CLUB

Mr. McSWEENEY. Senator Moss, Senator Metcalf, ladies and gentlemen, my name is Steve McSweeney of Fort Benton, Mont. I am here to speak as president of the Fort Benton Kiwanis Club.

The club members have authorized me to speak in support of Senator Lee Metcalf's bill, S. 1405.

We would like to suggest that the National Park Service be the administrative agency for the recreational and historical development of the river. We feel they have the personnel trained to accomplish this in the most efficient and worthwhile manner.

We would also like to suggest that the grazing and other agricultural management be administered by the Bureau of Land Management.

We have researched both Departments and feel each is best qualified in their respective areas.

We strongly urge you to recommend this joint management of the two above-mentioned agencies.

Mr. Chairman, with your permission, I have a communication I would like to read that I just recently received.

Senator Moss. Certainly. You go right ahead.

Mr. McSWEENEY. This letter is from Mrs. Ralph Benjamin, who is State president of the Montana Federation of Garden Clubs.

Dear Mr. McSWEENEY: It is with pleasure that under the direction of Mrs. Steele, National President of the Garden Clubs, that the Montana Federation will go on record as supporting S.B. 1405. This will have to be voted on at the State Board Meeting in October.

It would seem logical that the Park Service should have jurisdiction of the area with the Bureau of Land Management governing the agricultural aspect.

It is my personal wish that the Missouri River remain as a wild river.

Sincerely,

MRS. RALPH BENJAMIN,
President, Montana Federation of Garden Clubs.

Senator Moss. Thank you very much, Mr. McSweeney.

Now, you tend to concur with Mr. Stensland, who gave the previous statement.

Mr. McSWEENEY. Yes, sir.

Senator METCALF. I had a phone call this morning from Mrs. Lillian Johnsworth, who asked permission to put in the record a statement which she had already made before Mr. Smith's board on a natural resources hearing. She also reminded me that she would like to have it known that she wanted the Park Service to administer the recreation area.

Mr. McSWEENEY. Thank you, sir.

Senator Moss. Thank you very much.

Senator METCALF. Representing the Western Montana Fish and Game Association is Prof. Lester Rusoff, of the University of Montana.

We are happy to have you with us.

**STATEMENT OF PROF. LESTER R. RUSSOFF, PROFESSOR OF LAW,
UNIVERSITY OF MONTANA**

Professor RUSSOFF. Senator Metcalf, I am Lester R. Rusoff, professor of law at the University of Montana, Missoula. I am also second vice president of Montana Wildlife Federation, immediate past president of district 1 of the Montana Wildlife Federation, past president of the Western Montana Fish and Game Association and chairman of the legislative committee and a member of the board of directors and executive committee of the last-named organization.

I am in support of S. 1405. I am presenting a statement from Dr. Gary E. Eudaily, president of the Western Montana Fish and Game Association, and I am presenting also the following statement on my own behalf.

(The complete statement of Dr. Gary E. Eudaily follows.)

WESTERN MONTANA FISH AND GAME ASSOCIATION,
Missoula, Mont., August 13, 1971.

Mr. BERNIE HARTUNG,
*Senate Interior Committee Staff,
Great Falls, Mont.*

DEAR SIR: This letter is to introduce Mr. Lester Rusoff, Professor of law at the University of Montana. Professor Rusoff is the appointed delegate of the Western Montana Fish and Game Assn. to the hearing on SB 1405 to be held in Gt. Falls, Montana.

This Association strongly urges support for Sen. Metcalf's bill, SB 1405. It is our considered opinion that the last undeveloped stretch of the Missouri River from the Fred Robinson Bridge to Ft. Benton deserves the protection of the Recreational Waterway bill. This river served as the major pathway to the opening of the "Old West" and deserves protection for its historical values, if nothing else. It is, however, a unique ecosystem in itself and should be preserved in its original state for the benefit of generations yet to come.

Sincerely Yours,

Dr. GARY E. EUDAILY, *President.*

Professor RUSSOFF. I have circulated 30 copies of this letter, and, I take it, it will appear in the record.

Senator METCALF. The entire material will be incorporated into the record.

Professor RUSSOFF. I also have a statement of my own, which I will not read in its entirety. It, likewise, is in support of the bill, basically as written.

Senator METCALF. I wish you would read this.

Professor RUSSOFF. Yes.

Senator METCALF. I wish you would read it, because I think you raise some very pertinent points that should be presented to the audience, as well as being included in the hearing record.

Professor RUSSOFF. Very well, Senator. Thank you. I will read a substantial part of my statement.

I hope that S. 1405 will be enacted into law, with the Missouri River between Fort Benton and the Fred Robinson Bridge kept as a free-

flowing stream and with the Federal lands along the river kept under the management of the Bureau of Land Management. This should preserve the scenic and historical values of the area, give appropriate protection to its wildlife, and permit the continuation of existing agricultural uses.

I would like to interject my own comment here that some of us in the Missoula area have recently been taking tours sponsored by the Bureau of Land Management on some of the lands which they manage near Missoula. These tours are designed to show the public what the problems of the Bureau are and to solicit opinions from the public as to the appropriate management of those areas. We are pleased to have the Bureau looking for advice, and I think this is one of the reasons some of us would be pleased to see the Missouri River under S. 1405, under the management of the Bureau of Land Management. We are somewhat concerned about the possibility of problems under the management of the Park Service. I take it the Park Service is set up to administer a park with the idea of facilitating use by as many people as possible.

The Bureau of Land Management, on the other hand, seems to be thinking in terms of preservation of the soil, let's say, that it manages. My personal feeling at the moment is that the vital goal is preservation of the area. Perhaps this would be better achieved through the Bureau of Land Management. I realize that the administration by the Park Service, with an influx of tourists, if that was the result, would be economically beneficial at the moment to the communities along the river. This would bring in more tourists' dollars, perhaps. In the long run, however, this may destroy this thing we are trying to preserve.

To get back to my comments about some of the language in the bill, I have a serious question about section 6 of S. 1405. Section 6 of S. 1405 may not say what the draftsman intended. It provides that "* * * No water impoundments or diversions shall be constructed on any portions of the river designated as 'wild river' or 'scenic river' * * *."

Query whether this forbids building a dam on part of the river not designated as wild or scenic so as to flood wild or scenic parts of the river. The bill does not refer to a dam but to an impoundment or diversion. Perhaps, if a dam was built elsewhere than in a wild or scenic part of the river, but it flooded such part of the river, the "impoundment" would be treated as "constructed" on such a part. It may, however, be better to amend the bill to provide expressly that a wild or scenic part of the river may not be flooded by an impoundment created by a dam constructed elsewhere.

There may be a purpose in mind in using one phrase in one spot and another phrase in another spot, but I haven't been able to see the purpose so far. If it was accidental, it would be desirable, I think, to make the language consistent.

I don't want to appear unduly critical of the draftsman. I have tried some drafting myself, and I know how easy it is to write something and then somewhat later not really realize why you did it one way rather than another.

At a number of points in the bill, the phrases "within the boundaries of the river" and "within the river" are used. The enacting clause defines "the river" to include both the waters and certain land along

them, so, that it seems that "within the river" is sufficient elsewhere in the bill. If the choice of phrases as between "within the river" and "within the boundaries of the river" was accidental, it may be desirable to amend that bill to use one of those two phrases consistently.

There might be other ways of revising the language to achieve the same result. Perhaps section 6 could read, "No water impoundments or diversions shall be constructed on any portions of the river designated as 'wild river' or 'scenic river.'"

I have no definite conclusions as to the best language, but I did think that was a serious question that should be raised.

Senator METCALF. Thank you very much. That is precisely why we hold these hearings, because we want to hear from people with a different point of view or perspective. We want you to make constructive and helpful criticisms. I certainly agree that section 6 should be made more precise. I will find out from the legislative draftsman why he did use these two different phrases and maybe he can suggest that he had some certain point in mind. This bill was circulated in draft form before it was introduced, and several changes were made as a result of the discussions we have had. It may be that we didn't make all the changes that are necessary.

At any rate, thank you very much.

Professor RUSOFF. Senator, could I make one additional point about section 6?

Senator METCALF. Of course.

Professor RUSOFF. I take it that impoundment would affect water both upstream and downstream. A diversion, I suppose, would primarily affect the stream downstream by reducing the waterflow; so, I can see that the draftsman had a somewhat tricky problem.

Senator METCALF. Well, yes, but the principal problem is whether or not it would inundate a river that is designated as a wild or scenic river, even though the impoundment was located on some other part designated as a recreational area.

Professor RUSOFF. That was my principal point.

Senator METCALF. That should be clarified. Thank you.

Professor RUSOFF. Thank you.

Senator METCALF. The next witness is Mr. Clifton Merritt, director of the western regional office of the Wilderness Society.

STATEMENT OF CLIFTON MERRITT, DIRECTOR, WESTERN REGIONAL OFFICE, THE WILDERNESS SOCIETY

Mr. MERRITT. I am Clifton R. Merritt, director of field services for the Wilderness Society, with headquarters in our western regional office in Denver, Colo.

The Wilderness Society is a national conservation organization of more than 70,000 members who are involved in educational programs to preserve America's remaining wild lands and waters for the use and enjoyment of present and future generations. Several hundred of our members are Montana residents.

On behalf of the Wilderness Society, I am happy to have the opportunity to appear before your committee today and join with representatives of the Montana Wilderness Association, the Montana Wild-

life Federation, ranchers, and others in strong support of the principle of Senator Lee Metcalf's bill, S. 1405, to establish the Missouri Breaks Scenic Recreation River.

As a native of Montana, I am acquainted with the wild Missouri—the 175-mile reach of river between Fort Benton and Fort Peck Reservoir under discussion here today.

Of the Missouri's 2,500-mile course, only this 175-mile segment of wild and free-flowing river is considered of national significance. Every State through which this mighty river passes has claimed it and impounded it or otherwise altered its natural condition. As a result, only 7 percent of the Missouri is unfettered and wild and scenically beautiful. The sole remaining reach of the wild Missouri in Montana should be the property of no State. It belongs to the entire Nation as a priceless heritage to be preserved wild and free flowing in perpetuity.

The wild Missouri has important links with the ages, with the Lewis and Clark Expedition of 1805, and with the Nation's subsequent expansion and development. It served as a great waterway to the West for the fur trade, the Montana gold rush, Indian and military affairs, and the colorful steamboat era. The Missouri Breaks encompass numerous sites of Plains Indian culture. The region discloses much about Cretaceous times, vulcanism, erosion, and river channels changed by continental glaciation.

Moreover, the proposed Missouri Breaks Scenic Recreation River area and contiguous uplands constitute what the U.S. Fish and Wildlife Service has enthusiastically called one of the last nearly unspoiled great game regions of the West “* * * the variety and abundance of wildlife afford high-quality hunting found in few other places today. Here, mule deer, white-tailed deer, antelope, elk, bighorn sheep, furbearers, waterfowl, and a variety of upland game birds are observed, as well as hunted in season. Wild turkeys have been introduced and are thriving in the area. Bison could be returned to a selected part of their native haunts along the river. Hunting would continue. Livestock grazing would be allowed in accordance with proper land use. Most of the land involved is already in public ownership. Perhaps nowhere else in the United States would it be possible to prepare so well for tomorrow's wildlife resources as in the Missouri Breaks.”

Thousands of Americans make float trips through the Missouri Breaks each year. The Wilderness Society sponsors two such trips annually on this famed reach of the river.

In short, this magnificent river segment is rich beyond measure in scenic, recreational, wildlife, historical, archeological, and geological values.

Two Federal resource agencies—the National Park Service and the Bureau of Land Management—have made detailed studies of the wild Missouri. Both agencies have reported the river to be of major national significance in its unfettered and wild condition. Moreover, each has proposed that it be designated as a national river. The basic recommendations of the Bureau of Land Management are contained in S. 1405. The National Park Service proposal is similar and deserves consideration.

Responding to the will of the people of Montana, the 1971 Montana Legislature overwhelmingly passed a joint resolution supporting the establishment of the Missouri Breaks Scenic Recreation River.

We are pleased with the provision of S. 1405 which would require the Secretary of Interior to designate and manage appropriate segments of the proposed Missouri Breaks Scenic Recreation River as "wild," "scenic," and "recreational."

One of the major attractions of the wild Missouri is the remote aspect of most of the river area. This important aspect must be preserved. Surely, that part of the Missouri from the mouth of the Judith River to the Charles M. Russell National Wildlife Range warrants a "wild" designation which would retain it essentially in its present primitive condition. That portion from Virgelle to the Judith should at least be classified "scenic," while the river segment from Fort Benton to Virgelle may be rated in the "recreational" category. Care must be taken to avoid overdevelopment and to retain the superb wilderness river qualities which Lewis and Clark observed over one and a half centuries ago.

No additional dams are needed for flood control on the Missouri River in Montana. No significant irrigation projects are contemplated for the undeveloped reach of river under consideration here today. The proposed High Cow Creek Dam and Reservoir would inundate and destroy its nationally significant values. Important livestock grazing would also be lost.

While the proposed Fort Benton Dam would be located 2 miles upstream from Fort Benton and outside of the planned Missouri Breaks Scenic Recreation River area, we understand that a reregulatory dam in connection with this project would be situated some 8 to 11 miles downstream and well within the proposed Scenic Recreation River. The reregulatory dam would thus eliminate another stretch of this priceless free-flowing river and otherwise adversely affect the river area. We do not believe that either the proposed Fort Benton Dam and reregulatory project or the High Cow Creek Dam can be justified, and we strongly urge that they never be authorized.

Further, the Wilderness Society believes that the undeveloped Federal lands within the proposed 180,000-acre Missouri Breaks Scenic Recreation River, as well as contiguous federally owned wild lands, should also be given the protection of the 1964 Wilderness Act. In this connection, we note that Congress has not yet authorized and directed the Bureau of Land Management to recommend qualified areas under its jurisdiction for inclusion in the National Wilderness Preservation System, in accordance with that act. We feel that such authority should be granted.

Strange as it may seem, a wild river has become a rare resource in Montana. It is an even more scarce natural asset elsewhere in the United States. It is priceless to the Nation. Surely, this country can afford to set aside 7 percent of the mighty Missouri as a living memorial to the intrepid Lewis and Clark expedition.

The Wilderness Society is tremendously impressed with the foresight of Senator Metcalf and the Montana people in their proposal to designate the Missouri Breaks. As a native of Montana, I am proud that Montana citizens gave the world its first national park. I am sure that they will carry on the tradition and establish the next great national river.

Thank you.

Senator Moss. Thank you very much, Mr. Merritt, for your statement and your position enunciated by the Wilderness Society. We ap-

preciate what you have to say about the various designations of the act, and we are glad to have your endorsement of the bill that Senator Metcalf has introduced.

I don't believe I have any questions.

Senator Metcalf, do you have any questions?

Senator METCALF. No, but I wish to thank you very much for your presentation.

Senator Moss. Mr. John J. Craighead, representing the Montana Cooperative Wildlife Research Unit.

STATEMENT OF JOHN J. CRAIGHEAD, MONTANA COOPERATIVE WILDLIFE RESEARCH UNIT

Mr. CRAIGHEAD. Senators Moss and Metcalf, I wish to thank you for the opportunity to testify on S. 1405. I am John Craighead, director of the Montana Cooperative Wildlife Research Unit, and professor of zoology and forestry at the University of Montana. I am a past president of the Montana Wilderness Association, and I am here today to testify in favor of S. 1405. I would like to quickly read my statement.

Senator Moss. All right, sir. Please keep your voice up as much as you can.

Mr. CRAIGHEAD. In the fall of 1961, Senator Lee Metcalf requested me to organize a float trip down the Missouri starting at Fort Benton so that he could gain firsthand knowledge of the river. The Senator was unable to make the trip but Vic Reinemer and Dr. Fritz Bell accompanied me and we gave the Senator our opinion of the scenic and recreational values of that stretch of the Missouri that extends from Fort Benton to the Robinson Bridge. At that time the Senator had proposed that this 175-mile section of the Missouri be preserved for present and future generations as the Lewis and Clark Waterway. Our report to Senator Metcalf on the esthetic, historical, recreational, and scientific values of this last remaining unaltered stretch of the Missouri confirmed his foresight and vision.

Over the years Senator Metcalf has worked to preserve this section of the Missouri in its free-flowing state for the enjoyment of all Americans.

Now, a decade later, there have been many hearings and numerous studies but little action and no decision. We have had a 10-year undeclared moratorium. The dam proponents have continued to urge development of the river for power, irrigation and flood control. Conservationists and environmentalists advocate protection as staunchly as ever. The issue is still unresolved because until recently there has been no national consensus. However, it seems to me that we now have a clear mandate for action with no excuse for indecision.

The Environmental Policy Act, the National Wild and Scenic Rivers Act, and the ecological awareness of the American public all indicate that both the Congress and the American people recognize the urgency of preserving land and water resources for posterity. S. 1405, establishing the Missouri Breaks Scenic Recreation River, is a vital step towards doing this and thus fulfilling national conservation commitments. Under Public Law 90-542 known as the National Wild and Scenic Rivers Act, Congress stated:

* * * that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complimented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes.

Thus, river preservation is now national policy and preservation of the Missouri is a national concern and responsibility.

With the enactment of S. 1405, the Missouri Breaks Scenic Recreation River, (representing only 6 percent of the Nations longest river) would become a part of the National Wild and Scenic River System and would be administered by the Secretary of the Interior in accordance with the Taylor Grazing Act and would be closely coordinated with the Montana State Fish and Game Department. As a free-flowing river it would complement our national policy of dam construction which has caused the impoundment diversion or channeling of most of the Nations rivers.

With sections classified and administered as wild, scenic, and recreational the Missouri could conceivably become as great a recreational attraction as Glacier National Park. Therefore, the economic assets claimed by the dam proponents, can also be claimed by the preservationists. And in this regard we should keep in mind that a dam is mortal with an economic lifespan of perhaps 50 years; a free-flowing Missouri is immortal and the economic benefits tend to compound and they will last as long as our people respect their history, love the land and water and seek natural beauty. Much of the 175 mile stretch of the Missouri will qualify as a wild river and should be classified and administered as such. Should our population continue to grow unchecked and our technology expand, the day may come when the Nation cannot afford the luxury of a wild, free-flowing Missouri. If and when that day arrives, a future generation, acting through the U.S. Congress, can return the unspoiled Missouri to the dam builders.

However, I suspect that long before the year 2000 we will have learned that natural areas are as least as vital to human and national needs as power, irrigation water, and flood control.

We could continue to research the pros and cons of an impounded versus a free-flowing river for another 10 years, explore all developmental possibilities for the river and its shore environment and calculate values forgone. I doubt if it would show us any more than the basic fact that the American people have already grasped—that an unspoiled stretch of river is a precious commodity. A State that has this commodity is fortunate. It has options on its future.

As a scientist and as a professional conservationist, I want to take this opportunity to compliment Senator Lee Metcalf for the foresight, courage and perserverance he has shown by envisioning and fighting for the preservation of the Missouri River Breaks.

I urge the people of Montana and the Nation to support S. 1405. The enactment of this bill will greatly augment the National System of Wild and Scenic Rivers. It will preserve, but not lock up, a natural resource that will increase in value as our population expands. Most important it recognizes the need and the right for future generations to decide the use and the fate of an unspoiled free-flowing river.

Senator Moss. Thank you very much, Mr. Craighead, for that very fine statement. I know the great work that you have done in the field

of wildlife, preservation and research. Therefore, I think you are eminently qualified to come before us and give this statement to the committee, and we are very glad to have heard from you. I don't have any specific questions.

Senator Metcalf, do you have any questions of Mr. Craighead?

Senator METCALF. I have a letter from the U.S. Department of Interior, and I have been wondering about the appropriate place to put in the record. Since Mr. Craighead mentioned the dams at High Cow Creek and Fort Benton, I think perhaps this is the appropriate place in which to insert it.

This is from the Bureau of Reclamation, dated August 2, 1971. This is in response to a July 9 telephone request to our regional director in Billings, Mont., for additional information on Fort Benton Unit, Pick-Sloan Missouri Basin program.

... We have reviewed the adequacy of the cost estimate and benefit calculations, presented in our Status Report on Fort Benton Unit, from the standpoint of updating our estimate of present economic conditions and have the following conclusions:

1. Total project and assigned costs would increase to about \$240,000,000 from \$205,122,000 by indexing the cost estimates to January 1971 from October 1967 price levels.

2. Benefits (\$10,600,000 direct and \$10,700,000 total) would remain at about the same level as presented in the status report.

3. The benefit-cost ratio, with the updated costs and the expected fiscal year 1972 interest rate of 5¾ percent for project evaluation would be 0.7 to 1 using either direct or total benefits. Direct and total benefit-cost ratios presented in the report were both 0.9 to 1.

Although present conditions do not warrant a recommendation for authorization of Fort Benton Unit, we can foresee the possible future need for such a hydroelectric peaking plant if the Nation's electric power demands continue to increase at present rates. For this reason, we would reiterate our suggestion that (1) the proposed Missouri Breaks Scenic River extend no further upstream than the mouth of O'Hanlon Coulee, or (2) if the proposed Missouri Breaks Scenic River does extend upstream to Fort Benton, the Fort Benton afterbay site should be reserved for the construction and operation of Fort Benton Unit.

A plan to construct a dam and powerplant at the Cow Creek site was investigated by the Corps of Engineers in the early 1960's. We are unable to report on the current status of investigations of this site, but believe the economic situation would be comparable to Fort Benton; that is, a project would not be immediately feasible but might have a better future potential.

Now, Mr. Chairman, I bring this up because I want to point out that the estimated cost-benefit ratio is 0.7 to 1. It is completely unfeasible, at the present time, under the present benefit-cost ratio, to think of dam construction at any point on the river. But, as Mr. Craighead points out—and I think you made a very significant point—if it is a free-flowing river, and with our insatiable demand for energy, at some future time we can go in there. If the cost-benefit ratio dictates and if the public interest wants it, we can build a dam. If we don't do something about it now, there won't be anything to preserve either for those benefits or the historic or the traditional sites.

I have gone along with this 1-year moratorium that Mr. Craighead was talking about, hoping something would be done where we could have a better look at the river. Today, however, the cost-benefit ratio of dams at Fort Benton or High Cow Creek are prohibitive.

Senator Moss. Thank you, Senator. You make a good point. The cost-benefit ratio is less than 1 to 1. If that is the case, there is no possibility of authorizing such a project. In fact, it makes no economic

sense at all. So, if this bill does become law, we can have the river continue in its present state, and then if it has to be reexamined downstream, we can reexamine it. Everything is subject to ultimate change. Once you get a dam, you can't have a wild river with a dam.

Mr. CRAIGHEAD. No.

Senator, may I make one comment on the possibility of a Fort Benton dam?

Senator MOSS. Surely.

Mr. CRAIGHEAD. I think we have an excellent example of what happens to a river downstream when a large impoundment is placed on it, and this example is Lake Meade on the Colorado River. The lower Colorado, as you know, is used extensively by recreationists for float trips. It is an exceedingly fine business. Literally thousands of Americans make this trip every year. It looks as if we can have our cake and eat it, too. We could have a dam and we could have a recreational river. Experience has shown that without the flooding of the Colorado, which normally occurred and which carried tons of siltation during the spring, this silt was deposited on the gravel bars each spring rejuvenating the gravel bars and the campsites that were utilized by the recreationists. Now this silt accumulates behind the dam. These campsites and gravel bars are not rejuvenated annually, and it is becoming polluted. At the present time, no solution has been found as to how to rejuvenate this river to make it a natural area without the free-flowing Colorado. I think we would have the same situation if a dam were put in at Fort Benton.

Senator MOSS. Is the river rather clear or is it muddy at Fort Benton?

Mr. CRAIGHEAD. Well, in the spring of the year, with the runoff, it would be very murky and carries a heavy silt load. This silt is deposited all the way down the river, and as the river drops, the campsites, which are primarily the sand bars, are cleansed and rejuvenated, and nature does this for us. We have found no way to adequately do this in any other way, and it is a real problem now on the Colorado.

Senator MOSS. Thank you for your testimony and your observations, Mr. Craighead. We appreciate it.

Mr. CRAIGHEAD. Thank you, Senator MOSS.

Senator MOSS. We will go on to Rex Pixley, secretary, Nature and Wildlife Society, affiliate of Montana and National Wildlife Federation. We are happy to have you here, Mr. Pixley.

STATEMENT OF REX PIXLEY, SECRETARY, NATURE AND WILDLIFE SOCIETY, AFFILIATE OF MONTANA AND NATIONAL WILDLIFE FEDERATION

Mr. PIXLEY. Senator MOSS, Senator Metcalf, I am Rex Pixley, secretary of the Nature and Wildlife Society, an affiliate of the Montana and National Wildlife Federation.

The following was written by one of the travelers on the Missouri River:

The hills and river cliffs which we passed today exhibit a most romantic appearance. The water in the course of time in descending from those hills and plains has trickled down the soft sand cliffs and worn it into a thousand grotesque figures, which, with the help of a little imagination and an oblique view, at a distance, are made to represent elegant ranges of lofty freestone buildings,

having their parapets well stocked with statuary. Columns of various sculpture both grooved and plain are also seen supporting long galleries in front of those buildings. As we passed on it seemed as if those scenes of visionary enchantment would never end. So perfect indeed are those walls that I should have thought that nature had attempted here to rival the human area of masonry had I not recollected that she had first began her work. (Written by Capt. Meriweather Lewis, May 31, 1805.)

The construction on the banks of the Missouri River has been completed. It was erected by nature and is now occupied by nature's creatures. The destruction is now being contemplated.

We who would save "these scenes of visionary enchantment" are now called upon to defend them from the destroyers. We have been told we must defend them from a purely hardheaded economic point of view. What price can we put on the "Citadel," "Hole in the Wall," "Pilot Rock" on the free flowing Missouri? What value is a man? We defend his life on moral grounds, not economic. We shall defend the Missouri River on the same grounds. We contend that it is morally wrong and a crime to destroy what nature has so perfectly constructed.

The Missouri is being used by the creatures along its banks and in its depths. It is being used by the farmers and ranchers on its banks. It is being used by the countryside it drains. It is being used by the fishermen and vacationers who ply its waters. We believe in using it.

"Nature first began her work" and has constructed an enchanted land with a free flowing river. Let's use it, but let us not use it up.

Senator Moss. Thank you very much, sir. That was an eloquent statement. Do you think that the bill we have, S. 1405, accomplishes, basically, what you are asking, then?

Mr. PIXLEY. Yes, I do.

Senator Moss. Very good. Thank you.

We will now hear from Mr. Robert Singer of Missouri River Cruises. Here is a man whom I assume spends a good bit of time on the river.

STATEMENT OF ROBERT SINGER, MISSOURI RIVER CRUISES, FORT BENTON, MONT.

Mr. SINGER. Senator Moss, members of the Senate Interior Committee, and parties interested in this Senate hearing on Senate bill No. 1405 introduced by Senator Lee Metcalf, relating to establishing a national wild, scenic, and recreational portion of the Upper Missouri River below Fort Benton.

I wish to testify in behalf of this bill as owner, operator of the Missouri River Cruises, a recreational operation established with first river trips in 1962. In this capacity I have had deep concern in preserving the reach of the river we relate to for its' historic, scenic, and recreational value.

In these past 10 years or more that I have studied all aspects of this river and observed as the traffic grew from a mere trickle to a rather substantial number of travelers, I have been in a position to fully realize the importance that others from all walks of life and most States in the United States place upon this designated portion of the Missouri River.

In opinions expressed by these travelers over a 9-year period of time, I find 99 percent of these persons harbor a marveling satisfaction

and pleasure of the scenic grandeur, or the historical significance, the relaxing quiet of the wilderness aspect, the wildlife or a number of combinations relating to this historic first trail west. Ninety-nine percent is really an understatement for I have never observed one disgruntled river traveler.

For the benefit of the Senate Interior Committee, I attach a list of tourists that I have personally served in some capacity this season regarding their river exploration. This will serve as a current cross section, I hope, of people throughout the United States that actually use and enjoy the river. Many of these people actually gave the river equal or more time than they did their Montana National Park excursions.

In 1968 I had a count made of persons transversing all or a part of this designated river and this count indicated about a thousand persons per season for 1968 and 1969. I have attempted no count the past two seasons, but I feel that the number of travelers has probably doubled by this season.

I have personally been involved with the trips of 140 persons by count from the attached list. In the event that there may not be enough hearing time for that list, I would like to make a few general comments relative to the river explorers on that list.

Three years ago the Sierra Club made an exploratory canoe trip on the river and immediately they listed this river as a national canoe trip of 8 days' duration. Last year they had a party of 30 persons and this year a total of 22. I contacted their past outing leader, Rouen Faith, San Jose, Calif., on August 11 and he assured me that they consider this river section a most rewarding trip and it will continue to be on their listing as a National Sierra canoe trip each year in the future.

Everett Woodward, president of a recreation complex from the State of Washington, has also added this river to his list of canoe excursions and made his first annual trip this year with a party of 24 persons. Six of these canoeists were students from the University of Washington who were actually doing the trip as part of the requirements of a recreation course offered at the university.

These aforementioned parties represent rather current developments in river travel. To relate to a pioneer in modern Missouri River travel, I would like to state the case of Mr. Bud Mack, a businessman from Montebello, Calif. Bud came up here for the first time in 1958, put his canoe in the river at Fort Benton and paddled all the way to Garrison Dam in North Dakota. Portions of that trip must have impressed him for he has come back annually for 15 years and canoed from Fort Benton to the James Kipp State Park—each year taking from 5 to 7 days for this journey. Not only is he impressed with the river, he impresses his friends from that area and brings them along as traveling companions to share the scenery and relaxation. Last season his party numbered 14 total and in that contingent there were friends who were also repeating for the third time. This year his party numbered 12 with a two-time repeater and a four-time repeater. If repeaters are proof of the pudding, and 15 trips in 15 years must surely be a record for anyone who does it only for his own enjoyment, then the Missouri River must have proof of its fascination as a recreational waterway, even to the minds of skeptics. If any doubt remains, may it

be a coincidence that Mr. Mack is on this day, August 16, again putting into the river at Fort Benton with three friends, and in so doing is establishing a new precedent of two trips in 1 year?

When I asked Mr. Mack recently on the phone if he would give me a statement relating to the Missouri River for this hearing he replied, "Hell yes, you have the greatest stretch of river in the United States up there, and you better believe it."

I personally do not believe the whitewater enthusiasts would agree with that statement for the Missouri does not provide a challenging thrill in rough water, but thereby lies the secret of the Missouri River. It is easy enough to negotiate its waters for the relatively inexperienced and it thereby becomes a family affair for the do-it-yourself adventurer. River travel as a vacation event is just coming into its own in the United States. This portion of the Missouri River fulfills a need as a family type, do-it-yourself, river trip that can be enjoyed by most everyone with an adventurous nature and a little experience.

I recommend that the river be so designated as Senator Metcalf's Senate bill No. 1405 states, with the addition that the administration of the river be a coordinated effort of the Bureau of Land Management and the National Parks Service so that land ownership, both public and private, and land use, including livestock, farming, and recreation, may be administered in the best interest of the sign of the times which will no doubt be constantly changing.

To endanger the free flowing state of the river as the Lewis and Clark expedition and all of the pioneer travelers for 80 years thereafter found it would be a catastrophe as great as the expedition's endeavor was a triumph.

My sincere thanks to the Senate Interior Committee for the time and the audience.

Supplementary list of river travelers and addresses to accompany testimonial of Bob Singer, Missouri River Cruises, Fort Benton, Mont.

	Number in party
April 19—Wayne Schuh, New York City, and Darrell Wedan, Seattle (10-day canoe trip)-----	2
May 31—William Sparks and three companions, Butte, Mont. (5-day canoe trip)-----	4
June 3—Larry Wescott and wife, Edwardsville, Ill. (7-day canoe trip)---	2
June 13—Everett Woodward and party of 23, Ashford, Wash. (First annual canoe trip of the Lewis and Clark Trail; 6 days)-----	24
June 22—Bill Stevens, wife and two children, Great Falls, Mont. (7-day canoe trip)-----	4
June 29—Woody Norcut, Shelby, Mont., five other companions (3-day canoe trip)-----	6
July 1—James Watt and family, Farmington, Mich. (7-day canoe trip)---	4
July 3—Party of six youths from Geraldine, Mont. (3-day canoe trip)-----	6
July 5—Sierra Club National Lewis and Clark Wilderness Waterway Canoe Trip. Rouen Faith, outing leader, San Jose, Calif. (8-day canoe trip with party of 22)-----	22
July 6—Joe Dutton, his wife and son, Sand Springs, Mont., Sam Espeland and two sons, Glasgow, Mont., Bill, wife, and three children, Milwaukee, Wis. (4-day boat trip)-----	11
July 9—Warren Sawyer, wife, daughter, and son-in-law, Great Falls, Mont. (3-day canoe trip)-----	4
July 10—Robert Weidman and family, Missoula, Mont. (5-day canoe trip)-----	5
July 10—Mac Quinn and party of seven, Big Sandy, Mont. (4-day canoe trip)-----	8

	<i>Number in party</i>
July 12—Nels Thorsten, Montana Fish and Game, and party of five (4-day canoe trip)-----	6
July 13—Bud Mack and party of 11, Montebello, Calif. (6-day canoe trip)---	12
July 15—Robert Hauser and family, Brook Park, Ohio (4-day canoe trip)-----	4
July 16—Vick Eckland and wife, Bureau of Outdoor Recreation, Seattle office (3-day canoe trip. Second repeat trip for these two)-----	2
July 22—Trott and party of boys, Fort Benton, Mont. (3-day canoe trip)---	6
July 26—Dr. Clay Jent and dog, Missouri (4-day canoe trip)-----	1
July 28—Robert Hartley, wife, and two children, Decatur, Ill., Victoria Zell and two children, Shelby, Mont. (2-day boat trip)-----	7
August 11—Ben Howe and wife, Springfield, Ohio (8-day canoe trip)----	2
Total -----	142

Total of 749 visitor days.

Senator Moss. Thank you very much, Mr. Singer.

This list you have appended to your statement will appear in the record. It shows a total of 142 persons in 749 visitor-days thus far this year on the river with which you have had some involvement; is that right?

Mr. SINGER. Yes; that is right.

Senator Moss. Is the demand for river trips sufficient that it takes up a good part of your time, or do you have other endeavors?

Mr. SINGER. Not as yet. No, it is not enough to even make a living or even get your investment back, but I see the time coming when it will be, and I see the time coming when there will be so many people traveling the river that there will have to be someone administering the sites. There will no doubt be trespass. There are many areas involved that will need Government administration, I am sure.

I heard the Bureau of Land Management say that they estimated a total of 42,000 users per year. I really believe that whether we administer this or not—if we just completely leave it alone—we will have that many in years to come.

Senator Moss. Well, there is a growing demand for scenic river floats. There is a trend in our State to float the Yampa River and the Green and some of those streams. I am sure you will find that there will be increased demand up here and that you should be prepared with appropriate regulations. That is important.

Senator Metcalf?

Senator METCALF. I have no questions. Thank you very much, Mr. Singer.

Senator Moss. Thank you, Mr. Singer.

Mr. SINGER. Thank you, gentlemen.

Senator Moss. Louis W. Hagener, professor of biology, chairman, Science Departments, Northern Montana College, we are very happy to have you with us.

STATEMENT OF LOUIS W. HGENER, PROFESSOR OF BIOLOGY, CHAIRMAN, SCIENCE DEPARTMENTS, NORTHERN MONTANA COLLEGE

Professor HGENER. Senator Moss, Senator Metcalf, I am very happy this morning to be able to appear before your committee.

I am Louis W. Hagener, professor of biology and chairman of the science departments at Northern Montana College.

I have lived in Havre for over 20 years and have become very concerned over the many proposals of development on the Missouri River between Fort Benton and the Robinson Bridge.

I have studied the many plans and feel that the bill of Senator Metcalf's (Senate bill 1405) is a very good bill and will give the needed protection that this small area of the Missouri needs.

It is very hard to come down to a dollar and cents' value of this area. How much is it worth today? How much next year? How much 100 years from now? Who knows?

It is an area that deserves protection as it is the only true wild area of the Missouri left today.

From an education standpoint, the river is invaluable to us. The history of it is important—the archeology, geology, and biology of it. We have had several research projects on it, the most recent one is by one of our biology professors on a bird study.

I have had the opportunity to take a number of different people down the river. The late Emil Don Tigne and I aided the National Park Service in taking their pictures of the area which are now on display in the arch in St. Louis. I also had the opportunity to take Dr. William Pecora, Assistant Secretary of the Interior, on a trip, and many others.

The Metcalf bill will still allow many activities to continue in the area, but will prevent the river bottom from becoming completely inundated by dam construction.

It is an area that holds great recreational possibilities—boating, camping, hiking, and hunting. I have hunted the area with my sons and friends for many years; and it brings about a different experience every time we venture into the area. This is an area that we owe to future generations.

I would urge the passage of this Senate bill.

Senator Moss. Thank you, sir. We appreciate that and we are very glad to have one who has been on the river a good bit to come and tell us about it.

Is Mr. Tucker Smith here?

Mr. SMITH. I would like to read a written statement here from Mrs. Robert Antonick.

STATEMENT OF PATRICIA ANTONICK, PRESENTED BY TUCKER SMITH

Mr. SMITH. "I am Patricia Antonick. I wish to express to you my views, and those of my family, as native citizens of Montana vitally interested and concerned about our State's resources and their use, and as a family who farm along the Missouri River.

"We wholeheartedly support Senator Metcalf's bill to establish the Missouri Breaks Scenic Recreation River and earnestly urge you to work for its acceptance in Congress.

"We here in Montana have been endowed with a land which is beautiful and bountiful, but it must be safeguarded and protected from unwise use and so-called 'development' for the short-term gain of a few. Maintenance of the basically untrammelled Missouri River Breaks area is, we think, absolutely essential and must be accomplished now through passage of this bill.

"The values which are forsaken when a river is drowned are far greater than any minimal benefit gained by damming and/or development. The supply of reservoir-type recreation far exceeds demand; whereas, the demand for good fishing, hunting, floating, and the simple, but important, privilege to enjoy a beautiful place and experience a much-needed spiritual uplift is vastly increasing. We of this State and Nation have a need for quality recreation. We must act now to assure this quality for future generations. Wild, natural rivers simply cannot be created, but they most certainly can be destroyed. With the destruction of yet another wild section of river, the demand placed on the remaining, diminishing, uncontrolled rivers is increased causing additional crowding, overuse and irreversible damage. We, of this day and age, do not have the right to dam and destroy all our wild rivers. Rather, we have an obligation and responsibility to protect them for the enjoyment and use of future generations.

"The floating traffic on the Snake River in Idaho has increased 15-fold in the past 10 years. Last year there were 51,000 people who floated a 25-mile stretch within the Grand Teton National Park. The traffic is so heavy on the Colorado River in Grand Canyon National Park that ceilings have been placed on the number of boats allowed on the river. The lure of the float trip is irresistible to many because of the solitude it offers. People can enjoy the sheer beauty of the land, appreciate the silence—something few of us can find now—discover lost places and see wildlife in their native habitat. There are few enough of these places left in the Nation now, and the Missouri Breaks will become of more and more value because we have protected them.

"Charlie Russell left us a painting, done in 1900, entitled, 'Before the White Man Came.' A gift of ours for future generations should be a free-flowing stretch of the mighty Missouri as it was before the developers came.

"Unwarranted damming has already occurred. The best reclamation projects have long since been developed. What remains are, at best, marginal and highly questionable in cost-to-benefit ratio. Damming the Missouri would destroy up to 90 percent of the big game and bird habitat leaving only a hot, dry, arid, treeless, fluctuating riverbank and inundated islands. The resulting drawdown area could, as a matter of fact, create an extensive air pollution problem, as is shown every breezy-to-windy day at the head of Canyon Ferry Lake.

"Damming accrues benefits to a few, but costs all of us through the expenditure of vast amounts of public funds; but, probably the greater detriment to us all is the total loss of a free-flowing river, loss of increasingly scarce fish and wildlife habitat, a good productive farmland, historic sites, archeologic sites and scenic canyon and break country. To term 'dam building' as 'recreational enhancement' strikes me as being as logical as removing the contents of the Russell Gallery and making it into a roller skating rink.

"We admire, respect, and love this river and its surroundings as God created them. Therefore, we urge you to act judiciously and decisively in support of Senator Metcalf's bill.

"Thank you."

Senator Moss. Thank you very much. We are very pleased to have you come and express your views and that of Mrs. Antonick on the river.

I will now call Mr. William A. Spoja.

STATEMENT OF WILLIAM A. SPOJA, JR., REPRESENTING MISSOURI RIVER DEVELOPMENT ASSOCIATION

Mr. SPOJA. Thank you, Senator Moss and Senator Metcalf. I will simply read through this.

I am William A. Spoja, Jr., of Lewistown, Mont., and the following representation is made in behalf of the Missouri River Development Association, the Lewistown Area Chamber of Commerce, Lewistown, Mont., and the Lewistown Boat Club. This presentation is made in opposition to Senate bill 1405, a bill to establish the Missouri Breaks Scenic Recreation River in the State of Montana and to recommend the adoption of a more comprehensive and effective plan of development.

I.—RIVER CROSSING

No matter what development is finally decided upon for that reach of the Missouri between Fort Peck and Fort Benton, a river crossing in the area north of Winifred, Mont., must be included. For years the people of central Montana have quietly watched other areas grow and develop while they awaited their turn. Their patience is exhausted; their wills are fast becoming hardened.

Unless the 175-mile stretch from Fort Peck to Fort Benton is granted additional crossings, central Montana's economy will continue to decline and its communities will become ghost towns which even the wilderness buff will find unappealing and too inhospitable to enjoy. It is not the way of central Montana's people to permit a few willful, selfish persons to turn their home into a wasteland to serve as someone else's playground.

The responsible people of central Montana recognize the severe economic handicaps under which the area labors. They know that already they groan under the burden of providing adequate roads, hospitals, schools, and other necessary public services. An example: Last Friday's Great Falls Tribune carried a banner headline which read: "City Going Bankrupt, Alderman Says." Although I question that the city of Great Falls is actually on the verge of bankruptcy, I think that we must agree that a newspaper as responsible as the Tribune would not carry such a headline if there were not grave reason for concern. And this, mind you, in a city which has the benefit of Malmstrom Air Force Base, the largest Federal institution in the State of Montana.

II.—POPULATION DECLINE

The proposed Missouri Breaks Scenic Recreation River would do grievous and lasting harm to the people in the eight counties adjacent to it.

A wilderness waterway or a scenic river, as defined in the bill discussed here, has no appeal whatsoever to those who are concerned about the development of opportunity in central Montana. Thoughtful citizens recognize it for the fool's gold that it is. Let me discuss the alarming facts and figures which cause me to say this.

First, the river in the area under discussion is now about as primitive as it can get—unless we intend to remove all vestiges of man's arrival there.

Second, let me compare the 1960 and 1970 census figures which are as they are in great part because of the dearth of development in this area.

Eight counties, not including Cascade, lie along the 175 miles of river that would be set aside under this measure, or are within 50 miles of it.

They are listed on the back page of the pamphlet "Montana Population Trends, 1960-70." That is appended to this brief.

Senator Moss. That will be included in the record.

("Montana Population Trends, 1960-70," a pamphlet, will be included in the record at this point:)

Montana Population Trends, 1960-70

in 1st and 2nd
CONGRESSIONAL DISTRICTS

... and
in counties adjacent
to the proposed
Missouri Breaks
Scenic River Bill

POPULATION LOSS OR GAIN in MONTANA'S
2nd CONGRESSIONAL DISTRICT, 1960-70

County	Population		Change, 1960-70	
	1960	1970	Total	%
Valley	17,080	11,471	-5,609	-32.8%
Toole	7,904	5,839	-2,065	-26.1
Petroleum	894	675	-219	-24.5
Prairie	2,318	1,752	-566	-24.4
Musselshell	4,888	3,734	-1,154	-23.6
Golden Valley	1,203	931	-272	-22.6
Carter	2,493	1,956	-537	-21.5
Treasure	1,345	1,069	-276	-20.5
Meagher	2,616	2,122	-494	-18.9
Daniels	3,755	3,083	-672	-17.9
Blaine	8,091	6,727	-1,364	-16.9
Wheatland	3,026	2,529	-497	-16.4
Stillwater	5,526	4,632	-894	-16.2
Teton	7,295	6,116	-1,179	-16.2
Park	13,168	11,197	-1,971	-15.0
Carbon	8,317	7,080	-1,237	-14.9
Wibaux	1,698	1,465	-233	-13.7
Pondera	7,653	6,611	-1,042	-13.6
Judith Basin	3,085	2,667	-418	-13.5
McCone	3,321	2,875	-446	-13.4
Chouteau	7,348	6,473	-875	-11.9
Roosevelt	11,731	10,365	-1,366	-11.6
Phillips	6,027	5,386	-641	-10.6
Sheridan	6,458	5,779	-679	-10.5
Liberty	2,624	2,359	-265	-10.1
Fergus	14,018	12,611	-1,407	-10.0
Sweet Grass	3,290	2,980	-310	-9.4
Garfield	1,981	1,796	-185	-9.3
Dawson	12,314	11,269	-1,045	-8.5
Custer	13,227	12,174	-1,053	-8.0
Hill	18,653	17,358	-1,295	-6.9
Glacier	11,565	10,783	-782	-6.8
Richland	10,504	9,837	-667	-6.3
Rosebud	6,187	6,032	-155	-2.5
Big Horn	10,007	10,057	+50	+0.5
Fallon	3,997	4,050	+53	+1.3
Powder River	2,485	2,862	+377	+15.2
Total, Except				
Yellowstone & Cascade	248,092	216,702	-31,390	-12.7%
Yellowstone	79,016	87,367	+8,351	+10.6
Cascade	73,418	81,804	+8,386	+11.4
	152,434	169,171	+16,737	+11.0%
TOTAL, 2nd CONG.DIST.	400,526	385,873	-14,653	-3.7%

POPULATION GAIN OR LOSS in MONTANA'S
1st CONGRESSIONAL DISTRICT, 1960-70

<u>County</u>	<u>Population</u>		<u>Change, 1960-70</u>	
	<u>1960</u>	<u>1970</u>	<u>Total</u>	<u>%</u>
Deer Lodge	18,640	15,652	-2,988	-16.0%
Broadwater	2,804	2,526	-278	-9.9
Silver Bow	46,454	41,981	-4,473	-9.6
Granite	3,014	2,737	-277	-9.2
Powell	7,002	6,660	-342	-4.9
Madison	5,211	5,014	-197	-3.8
Mineral	3,037	2,958	-79	-2.6
Sanders	6,880	7,093	+213	+3.1
Lake	13,104	14,445	+1,341	+10.2
Beaverhead	7,194	8,187	+993	+13.8
Ravalli	12,341	14,409	+2,068	+16.8
Lewis & Clark	28,006	33,281	+5,275	+18.8
Flathead	32,965	39,460	+6,495	+19.7
Jefferson	4,297	5,238	+941	+21.9
Gallatin	26,045	32,505	+6,460	+24.8
Missoula	44,663	58,263	+13,600	+30.5
Lincoln	12,537	18,063	+5,526	+44.1
1st Cong. Dist. TOTAL	274,194	308,472	+34,278	+12.5%
2nd Cong. Dist. TOTAL	400,526	385,873	-14,653	-3.7%
MONTANA TOTAL	674,720	694,345	+19,625	+2.9%

—Compiled by Lewistown Daily News

COUNTIES (Except Cascade) THAT CONTAIN PARTS
OF SENATOR METCALF'S PROPOSED
MISSOURI BREAKS SCENIC RECREATION RIVER,
OR ARE LESS THAN 50 MILES FROM IT

County	Population		Change 1960-70	
	1960	1970	Total	%
Petroleum	894	675	-219	-24.5%
Blaine	8,091	6,727	-1,364	-16.9
Judith Basin	3,085	2,667	-418	-13.5
Chouteau	7,348	6,473	-875	-11.9
Phillips	6,027	5,386	-641	-10.6
Liberty	2,624	2,359	-265	-10.1
Fergus	14,018	12,611	-1,407	-10.0
Hill	18,653	17,358	-1,295	-6.9
TOTAL	60,740	54,256	-6,484	-10.7%

—Compiled by Lewistown Daily News

Mr. SPOJA. Note that population in every one of them dropped alarmingly during the past decade.

Petroleum County's 24.5-percent loss was the sharpest, followed by Blaine's 16.9 percent slide. The combined population of the eight counties on or adjoining the proposed wild river was 60,740 in 1960 and only 54,256 in 1970. This was a tragic loss of 6,484 people, or 10.7 percent, in one short period of 10 years.

This must be stopped. Our young people have left in hordes because they couldn't find jobs. They must go elsewhere to make a living. Older people, too, have left.

The tax burden on those remaining to support local and State government grows and is increasingly difficult to bear. We spoke a moment ago of the economic problems of Great Falls. Imagine, if you will, the problems of the small city and county governments of the bulk of the other counties in eastern Montana.

We need new development, new opportunities for our people.

Notice on page 2 of the pamphlet attached that the population of 34 of the 39 counties of Montana's eastern congressional district declined in the last census period—many very sharply.

The only ones to make substantial population gains were the two giants—Cascade and Yellowstone Counties—Great Falls and Billings. And there is no real reason for rejoicing by the people of these two cities, as they depend on the 37 other counties they serve for much of their growth and prosperity. Cascade and Yellowstone Counties would have done much better if the areas they served had gained rather than lost job opportunities. So, we're all in this together. The 39 counties in Montana's eastern district dropped in population from 1960's 400,526 to 1970's 385,873—a decline of 14,653 persons—or 3.7 percent.

But the picture is really much worse. Throw out Cascade and Yellowstone Counties, which gained 11 percent during the decade, and you will see that the rest of the area dropped in population from 248,092 in 1960 to 216,702 in 1970. This was a startling and very disturbing decline of 31,390 people, or 12.7 percent. Put in one place, these people would raise the third largest city in eastern Montana.

We—the people and organizations I represent today—are alarmed and afraid because our futures are at stake. We're fighting for our homes and our way of life.

Now, contrast eastern Montana with the western part, as shown on the third page of the attached pamphlet.

Some counties in the west lost population, but most gained, and the overall increase for the First Congressional District was a very healthy 12.5 percent.

What does all this have to do with the proposed wild and scenic river legislation that would stretch along the Missouri River for 175 miles? The answer is crystal clear. Section 6 of the bill to establish the Missouri Breaks Scenic Recreation River in the State of Montana says:

No water impoundments or diversions shall be constructed on any portions of the river designated as "wild river" or "scenic river."

The Missouri River can be the great source for the new wealth and development that we must have in the eastern congressional district of Montana. It can mean new jobs and opportunities for those

people who are now leaving our area in increasing numbers so that they can make a living.

Senate bill 1405 would kill these development possibilities. It would throw away the rich potential of our greatest source for growth and prosperity. It would divide the central and northern portions of Montana and prevent, perhaps forevermore, the development of the power, navigation, irrigation, recreation, and other possibilities that are so important to all of us.

III.—ALTERNATE PROPOSALS

First, Government agencies have studied the power, irrigation, recreation, and other possibilities along the 175-mile stretch of the Missouri River that some interests would now encumber forever.

A result of these studies is modified plan 4 for construction of two dams with many accompanying benefits and development possibilities. Montana's Legislature endorsed this plan in 1965 by joint resolution and asked Congress to act on it. Governor Babcock signed that resolution.

Petitions signed by over 2,500 people on both sides of the Missouri River asking that the project be built were presented to our Senators and Congressmen in 1966. Unlike the untold hundreds the various fish and wildlife public relations machines claim to represent, our petition signers knew exactly what they were asking for.

We have been promised a feasibility report from Washington for years, but still don't have it.

I have some new material that I should like to add to the brief at this point.

On the morning of August 12, 1971, the publisher and owner of the Lewistown Daily News contacted Mr. Charles F. Thomas, Chief of Planning, Omaha District, Corps of Engineers, Omaha, Nebr. This is a quote from Mr. Thomas:

To my knowledge, no followup feasibility report has been made or requested by Congress since the first report. No request or action has been made or taken by Congress, or no effort has been made or requested by Congress for funds to make such a followup report.

So, no new report has been made. Why haven't we gotten this report, and why are certain interests pushing so hard for wild and scenic river programs that would tie up the river forever?

(The statement referred to is in the appendix.)

Senator METCALF. Before Mr. Spoja started making his statement, he spoke to me. I would like to have you, as the chairman, ask both the Bureau of Reclamation and the Corps of Engineers for a chronological statement as to when the surveys were made since the hearings on the river were held.

We want to know what the present status of each of these reports is, and what the final conclusions are. I request this so that we will have it in the record at the conclusion of this hearing. I want a chronological description of just exactly what was done, what reports were made, where the reports were filed and when they were published.

Senator Moss. I will make the request. He is certainly entitled to an answer, when we get it from the Engineers and the Department of Reclamation, and anybody else that was involved in this estimate.

Senator METCALF. I think it was a joint study of these two agencies.

Mr. SPOJA. Will this report show, Senator—and I am a little bit at a loss here—a comparison of both High Cow Creek and the Fort Benton survey?

Senator METCALF. I am asking for a chronological statement on all these reports that were made and to provide us with a comment on those reports in order to answer your statement that you haven't received it or that the reports haven't been released.

Senator Moss. That would include both of them, High Cow Creek and Fort Benton.

Senator METCALF. And all the other reports on it, the plans that were part of the discussions at the hearings in those days, or subsequent.

Mr. SPOJA. Will we have up-to-date studies of the feasibility, Senator? Is that included?

Senator METCALF. Despite your statement, before this hearing, I asked the Corps of Engineers to bring up to date whatever studies they had on High Cow Creek. I read into the record a few minutes ago, prior to your arrival perhaps, a brief statement from the Bureau of Reclamation of the up-to-date feasibility study of the Fort Benton Dam.

Mr. SPOJA. All right.

Senator Moss. You may proceed.

Mr. SPOJA. Just as Senator Metcalf said in Lewistown, Mont., on October 18, 1966:

I do say I would be very reluctant to see legislation passed that would take one of our most important natural resources in the State of Montana, one of the last of our last resources, and turn it into a single-purpose development. It seems to me that this long reach of the Missouri River, varied as it is, historic as it is, and sometimes scenic as it is, can be developed in more than just one way. I would hate to close it for development completely from Fort Benton to Fort Peck. But, again, let me assure you, as I have assured those other people, that if we will work together and wait until we get these reports and take this thing in an orderly manner, I think that we will (have) be able to develop the best use in the public interest of that reach of the river.

Senator Moss. Thank you, Mr. Spojka, for your statement. It is very reflective and well worked out and in quite a bit of detail.

You expressed a strong opinion in opposition to the bill. How large is the Missouri River Development Association? Does that include quite a number of people?

Mr. SPOJA. This association, Senator, would consist of the 2,500 persons that I referred to in the course of the brief. There are some of us, obviously, who would be very active, and there are others of us who have simply signed the petition and said, "Yes, this is what we want."

Senator Moss. The principle development that you see needed are dams for power production?

Mr. SPOJA. Actually, Senator, I think we have to have multiple use. I don't see power as the only thing there. I think we would want to examine barge traffic. Although it seems like a very far-out thing to you at this time—and it did to me, too, when I was first approached with it—I think that this is the thing that can possibly change the whole economic situation in this part of Montana. But, in addition to that, we definitely recognize irrigation and recreation as a very important thing. In fact, when we were first starting out, we were lam-

basted time after time because we used the word "recreation." When these people were hiding in the bushes, yet, we were talking about recreation on the Missouri River.

Senator Moss. Would you envision barge traffic all the way down to connect with the Mississippi?

Mr. SPOJA. Yes, I believe this is a possibility.

Senator Moss. Your reference to what they have done in Tulsa would indicate you go quite a way inland.

Mr. SPOJA. Right.

Senator Moss. Would that require a number of dams in order to keep a pool of water in which to operate the barges?

Mr. SPOJA. I'm not very familiar with the engineering of barge traffic, Senator, but I think it would, probably. I think the things that we propose would probably work in with that. I think in order to maintain the water levels and to provide that the water was available when needed for barge traffic, something of this kind would be necessary; yes.

Senator Moss. I certainly have to agree with you that we have to have all the information at hand that we can. There was a telegram from the Bureau of Reclamation saying that the present cost-benefit ratio at Fort Peck had declined from the last time it was submitted, and it is now at 0.7 to 1, which is less than 1 to 1 in amount. We ought to have a full report on this barge potential so that we can consider both sides and your plea there is certainly apropos of holding these hearings. That is the reason we want to have those who oppose, as well as those supporting the legislation, to state their reasons for so doing. I think you have done yours very well. Everything we do, I guess, finally gets down to balancing the merits and coming out with something we think is best for the largest number of people.

You have made a good plea for those who think economic development along the river is of the greater importance than leaving it in the wild state.

Mr. SPOJA. May I please just put one caveat here, Senator, and that is that when an examination of the feasibility of these dams is made, it is my understanding that the feasibility of the High Cow Creek Dam is much greater than that at Fort Benton.

Now, I am not certain of this, but I would ask that when you finally get to the persons who really should know that you examine and watch that very carefully. There may be a possibility that with these two put together and properly examined that they, indeed, are feasible. We are not asking for immediate building at 1970 interest rates, either. I realize the problems there. I think we have to.

Senator Moss. Are there any locks around Fort Peck now?

Mr. SPOJA. Not to my knowledge.

Senator Moss. They would have to build locks?

Mr. SPOJA. That is right.

Senator Moss. There aren't any old dams along the way?

Mr. SPOJA. No. We are talking of a very-long-term thing, I'm sure.

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

Senator METCALF. Mr. Chairman, a barge canal on the Missouri has been the dream of the Corps of Engineers since before the adoption of the Pick-Sloan plan. I would suggest that our staff do some research

back in those almost prehistoric days when the Corps of Engineers made the survey of the canals, such as has been suggested.

I would think that now we have such dams in there at Fort Peck and Garrison and Ohae that slack water might even be more detrimental to developing the power and irrigation upstream than it was in those days when it was banned as a project.

What I would suggest to the witness is that this is no new concept. Barge transportation on the Missouri River has been talked about ever since I can remember, and I can recall certain developments that resulted in the Pick-Sloan plan. We will make it known to the staff and they will look into some barge canal feasibility studies. (See appendix.) As I understand it, High Cow Creek and Fort Benton are both dependent upon power as a part of their means of paying the cost of the dam. I have some misgivings as to whether the Montana Power Co. will permit some of those 2,500 signers of the petition to try to put a power dam in at High Cow Creek. That would be an interesting experience. [Laughter.]

Mr. SPOJA. Well, with Montana Power Co. at this time asking for a rate increase, perhaps feasibility looks better at this point, Senator, than it did just a few day's ago.

Is there anything else that you would care to ask?

Senator MOSS. No. We do appreciate it.

We do have a number of witnesses yet to hear; so, I suppose this is as good a time as any to take our noon recess. I think, in order to conserve time, we will recess until 1:30.

(Whereupon, at 12:10 p.m., the hearing was recessed for the luncheon break, to be resumed at 1:30 p.m.)

AFTERNOON SESSION

Senator MOSS. The hearing will come to order.

We will now hear from Mr. Brock Evans, of the Sierra Club. He is here this afternoon, and we will be glad to hear from you, Mr. Evans.

STATEMENT OF BROCK EVANS, NORTHWEST REPRESENTATIVE, SIERRA CLUB

Mr. EVANS. My name is Brock Evans, and I am from Seattle, Wash. I am the northwest representative of the Sierra Club and the Federation of Western Outdoor Clubs, which is an organization of some 50 groups throughout the Northwest with about 170,000 members. I am presenting statements for both of these groups.

Our organization has at all times, and at all levels, supported full protection for the 175-mile stretch of the free flowing Missouri from Fort Benton to Robinson Bridge. This area is not only one of the most scenic in Montana—particularly where it flows through the incredibly beautiful White Rocks and badlands areas—but it is also a place of deep historical importance to the entire Nation.

This portion of the Missouri River is part of the way of Lewis and Clark and, indeed, was the only major path of exploration for the northern Great Plains and Rocky Mountains by Americans for a period of nearly 60 years in the 19th century. This entire reach of river is dotted not only with campsites of Lewis and Clark, the re-

mindings of Indian wars, old homesteads, many reminders of the steamboat era, but it is also rich in remains of the Indians and even earlier prehistoric people. It is the haven, as well, for many forms of wildlife and, as it is, offers an outstanding peaceful and beautiful recreational experience.

These are the values which the Sierra Club seeks to have preserved in respect to the Missouri River. To the great loss of the entire Nation, most of the rest of the Missouri is either underwater from other dams and impoundments or severely altered by man. This is literally the last stretch left where there is a chance of preserving and protecting the cultural and esthetic values so important to this Nation—values which, we regret to add, are fast vanishing everywhere.

It is for these reasons that the Sierra Club wholeheartedly supports S. 1405, Senator Metcalf's bill to establish a Missouri Breaks Scenic Recreation River. This bill provides for the establishment of this river in the above-mentioned area, with an acreage not to exceed 180,000 acres. It directs the Secretary of the Interior to administer the river in accordance with the Taylor Grazing Act and other authorities available to him, for the purpose of protection and enhancement of the environment under principles of multiple use and sustained yield, consistent with the fundamental maintenance of scenic and recreational qualities. It provides for designation of portions of the river as "recreation," "scenic," and "wild," in accordance with the established guidelines. It provides for an upper limit of acquisition of private property along the river of some 30,000 acres; although, it is likely that far less will be acquired. (We note that the BLM plan for land management of the area calls for only acquisition of about 1,000 acres.) Most important of all, the bill prohibits construction of dams or other impoundments on all portions of the river designated as "scenic" or "wild." This is a particularly critical feature, in view of the continuing threats by the Corps of Engineers and those who support it to construct High Cow Creek Dam.

Mr. Chairman, just on the subject of the legislation, specifically reading it over again, I think there might be a question about section 6 which purports to ban dams and water impoundments in the wild river or scenic river. It might stem from the fact that it doesn't specifically ban dams anywhere on the river, but it only bans them in the leading sections designated. It might be possible, under some stretching of circumstances, that only a couple of miles would be designated in these categories, and then the dam could still be built. We would like to suggest that this section be strengthened and tightened to specifically ban dams from, namely, portions of the river, and we hope, most of all, of this river here.

If any of the dams that are proposed were constructed, it would wipe out the pleasant bars and groves of cottonwoods; it would wipe out the campsites, the homesteads, the places of history, which are wound and intertwined deep into the American character; it would wipe out many of the spectacular sandstone and badlands formations; it would destroy the habitat of wildlife and all the remains of man's past in this historic river. It would do all of this and replace it, in our opinion, with a fluctuating reservoir in what would then be a barren and harsh land, devoid of all its life. It would replace what is lush and peaceful

and scarce with something which is already in great supply along the Missouri—stagnant reservoirs.

This legislation proposed would prevent all this, and that is the reason we support it.

In the future when the dams are halted for good, and when this legislation is passed, we hope considerable consideration will be given to management of the areas which surround the river in a manner which will protect the campsites and places of history and feeling of peace and serenity that one gets when he floats through this land. We think it will be necessary to protect the area perhaps by restricting boat travel to the modes and means used by man up to the scenic river but not beyond. We think there should be provisions to guard against subdivisions and so-called "recreation homes," so that this river may remain for all of us. It is part of our past, and it is part of our future. We think the river belongs to us all as Americans.

Thank you.

Senator Moss. Thank you, Mr. Evans, for your statement. We surely appreciate your coming here to represent the Sierra Club in its position on this legislation. The point that you mentioned about section 6, that it should be tightened, has been raised by another witness earlier today. Obviously, we will look very carefully at that to make sure that it hasn't been too loosely drafted to permit some sort of action to be taken when something happens that we don't expect and then we find, by reason of the language in the legislation, we cannot act. For instance, being able to build dams on some part of the river and not on other parts, if this legislation should become law.

I don't have any specific questions of Mr. Evans.

I don't know whether my colleague, Senator Metcalf, wishes to ask questions of you or not.

Senator METCALF. I have no questions. Thank you very much.

Senator Moss. We will hear next from Mr. Emmett Stallcop, acting chairman, Missouri Breaks Protective Association.

STATEMENT OF EMMETT STALLCOP, ACTING CHAIRMAN, MISSOURI BREAKS PROTECTIVE ASSOCIATION

Mr. STALLCOP. Senators Moss and Metcalf, I am Emmett Stallcop, acting chairman of the Missouri Breaks Protective Association, representing a newly established group which was founded by a diverse group of Montanans, including farmers, hunters, ranchers, fishermen, riverboating enthusiasts, history and naturalist buffs, amateur and professional archeologists, fossil and mineral hunters, and so forth. At the present date, including late arrival of a membership sheet, we came in with over 165 members scattered in small, nucleous groups throughout the State in as widely diverse communities as Billings, Missoula, Kalispell, and Glasgow.

(The complete statement of Emmett Stallcop follows:)

STATEMENT OF EMMETT STALLCOP, ACTING CHAIRMAN, MISSOURI BREAKS PROTECTIVE ASSOCIATION

The Missouri Breaks Protective Association, a newly established group, was founded by a diverse group of Montanans including farmers, ranchers, hunters, fishermen, river boating enthusiasts, history and naturalist buffs, amateur and

professional archaeologists, fossil and mineral hunters, etc. The Organization has presently a total of over 150 members in small nucleus groups in many communities throughout the State of Montana.

The primary purpose of the group is to support measures designed to protect the Missouri River Breaks of Montana. We believe that Senator Metcalf's Bill, S. 1405 which would establish the Missouri Breaks Scenic Recreation River offers the needed protection for this area.

We recognize that this Bill does not cover every aspect regarding the Breaks that may be desired by each individual member of our group or by other groups, but it does offer a practical solution to the primary problem-preserving the area in its essentially primitive present condition. That of Enactment of S. 1405 would preclude further destruction for sake of "economic development" which perennially threatened and threatens the building of dams or other alterations of this stretch of the Missouri River Valley in Central Montana.

We believe that most conservation-minded groups and individuals can accept this proposed legislation since Metcalf Bill will impose on the area controlling laws and regulations which will maintain the present primitive and generally unsoiled status. Agencies or persons desiring alterations and destruction of the Breaks would be forced to authorize such changes by the slow, difficult, legislative process that would be required to change the basic protection of S. 1405. Enactment of this Bill would always allow opponents of "economic development" on this stretch of Missouri River a chance to be heard.

We submit that it will be necessary for all to compromise somewhat in order to have any protection at all for this last free flowing stretch of Missouri River in the United States. The Metcalf Bill offers a reasonable compromise that will in its effect most nearly meet the desires of those who wish to preserve the natural and aesthetic aspects of the River.

The Montana Legislature in its legislative session of 1971, passed Senate Joint Resolution 5 supporting the Metcalf Bill. This action indicates the broad support for the Bill in as much as the Legislature has spoken for the people of Montana after having held hearings and having taken a consensus of opinion.

We do not oppose the proposal of the National Park Service to regulate recreation on the River, however, we submit that the Park Service plans should be more clearly spelled out to insure that after development of recreation sites, they will be able to maintain them and provide the additional protection needed due to the additional people attraction by such recreational developments. Further, the concept of "motor nature trails" seems at odds with the overall intent of S. 1405.

The Missouri Breaks Protective Association will actively work to support the Metcalf Bill, S. 1405, and will vigorously oppose any plan, dam, barge canal, etc. that seeks to modify this last free flowing stretch of the Missouri River in Montana.

Senator Moss. Thank you, Mr. Stallcop, for your statement in regard to the bill and your endorsement of the legislation. We are reminded that you are a man with a lot of personal experience and representing a rather interesting organization that has now grown to 165 members.

Mr. STALLCOP. About 165, by the latest.

Senator Moss. Senator Metcalf?

Senator METCALF. I have no questions, Mr. Stallcop. Thank you.

Senator Moss. Our next witness is Marie L. Jones. She will be followed by Senator Mitchell.

STATEMENT OF MARIE L. JONES, LEWISTOWN, MONT.

Senator Moss. Thank you, Mrs. Jones. We appreciate having your point of view on this.

Do you envision the river could be made to support a larger population by dam building or navigation, or what?

Mrs. JONES. By dam building.

Senator Moss. By dam building?

Mrs. JONES. Yes.

Senator Moss. I see. Well, I appreciate your point of view and understand it, and we are glad to have it in the record.

We will now hear from Hon. Harry B. Mitchell, State senator from Montana.

We are very pleased to see you, Senator Mitchell. You may go right ahead.

**STATEMENT OF SENATOR HARRY B. MITCHELL, STATE SENATOR
OF DISTRICT NO. 18, CASCADE COUNTY, MONT.**

Senator MITCHELL. Senator Moss and Senator Metcalf, I am State Senator Harry Mitchell from Great Falls. I am very grateful for this opportunity to express my opinion on Senator Metcalf's proposal, S. 1405. I have given your staff members my written report, 30 copies, which I assume will be put into the record.

Senator Moss. It will be put into the record as though read.

Senator MITCHELL. I will ad lib very briefly and then, of course, I will be open for questions.

To start with, I would like to say that I am very pleased with the response that has been shown at this public meeting. It appears to me that one of the prime issues appears to be who will administer this program, rather than if it is going to be administered. I think this is very important. I think it is indicative of the changing attitude in our society.

Our prime challenge today, I think, is to protect this area while it is still worth protecting. I think the mail that Senator Metcalf referred to earlier in his telegram indicates this support.

The essence of my written testimony is very briefly that the elected representatives of Montana have, in fact, already expressed their opinion on this proposal and the concepts contained in S. 1405. I was the prime author of a resolution introduced in the last regular session of the Montana Legislature, Senate Joint Resolution 5, which passed both the senate and the house and was signed by Governor Anderson on March 3, 1971.

Now, this to me pretty well indicates the attitude of our elected representatives on a statewide basis. I also think that this is a very good reflection of the citizen attitude within Montana. Now, contrary to some implications, this particular resolution did receive good debate in both the house and senate and in the committees of both chambers. In fact, because of some misunderstanding within the senate, I suggested an amendment to the house, which they adopted, which further clarified the BLM position at that time and their current position on the management of this area. This, then, passed the house with an overwhelming support and, of course, the amendment was accepted when it came back to the senate, unanimously. By unanimously, I mean there were no votes against it. There were a few absent.

I think that this resolution would have had relatively tough sledding 10 years ago. In fact, resolutions supporting the construction of dams were introduced in previous sessions and were passed. They weren't even introduced this go-around, which I think is indicative of the changing attitude of our society—not only in Montana, but nationally.

I think the people that are supporting the dam situation are not recognizing the world as it is today.

Now, in brief conclusion, I would like to state with reference to some of the statistics that were given out this morning that I feel that the opponents to the Metcalf proposal are using statistics somewhat as a drunk uses a lamp post, and that is to support themselves rather than add illumination to the scene. I mean this in all sincerity.

All of the counties, with the possible exception of Valley County—with which Senator Metcalf is familiar—have lost in population, all of the counties surrounding Fort Peck. The building of a dam and the construction of a reservoir, Federal or private—if it is a choice between the two, I will always take the Federal, and Senator Metcalf knows that. This is a boom and a bust program, and if we want sustained, constant growth or maintenance of our population and income in central or eastern Montana, I think one of our best routes is the recreational route, rather than a big boom program with dam building and the inevitable bust thereafter. You can take a look at the experiences of any place they have built a reservoir. Take a look at North and South Dakota. I think their decline in population and income is in even worse shape than eastern Montana. Yet, North and South Dakota, by and large, is pretty well stairstepped by dams, and the reservoirs have covered the prime farmland, the flood plain, of those areas and it has destroyed those areas forever.

The people who are advocating High Cow Creek should remember that this is nothing more or less than a replacement reservoir for the flood storage in Garrison Dam so that Garrison Dam in North Dakota can store more water for irrigation in North Dakota. In essence, we end up in Montana with the construction of this dam of not only losing the land, but we are also guaranteed to lose the water.

Just one last sentence to those that are advocating the dams. Those of us that are supporting Senator Metcalf's proposal promise not to remove any of the damsites—at least until the reports are all in.

I have given your staff a report by Mr. Carlos Stern, from Cornell University. I would hope that this will be made part of the record, because he did his Ph. D. thesis on the development of the Upper Missouri. Because of the time element, I did not have 30 copies of this report, but they have several copies. This pretty well destroys the Corps of Army Engineers' report, because it points out how utterly ridiculous it is, Senator.

Senator Moss. That report by Mr. Stern will go in and follow your testimony immediately in the record. All of your testimony, such as the information from the State legislature, will go into the record.

On the matter in the State legislature, was there any extensive debate on it or did they just pretty well go along with your resolution on it?

Senator MITCHELL. Yes; there was extensive debate, particularly in the Senate. There was a bit of misunderstanding. I, quite frankly, did not, in writing, make the BLM position very clear in the original resolution that I introduced. I am well aware that a resolution has no force in law, but when you come to Federal law, it is about the only thing this State can do, and that is to indicate the sense of the legislature. The last "whereas" was inserted after the resolution had passed

the Senate, 21 to 33. It was suggested to the House, by myself, to the House committee, which they then inserted to further clarify the situation. Of course, then it did pass the House by a very wide margin. I think there were only six votes against it in the House. We had a very good hearing in both the Senate and the House committee. There was no opposition in either Chamber, or either committee, I should say.

There were a number of questions, and one of them was brought up this morning. It was a bridge at the Winterford area. There is nothing in the existing law dealing with scenic or recreational areas that would prohibit the construction of a bridge. There is in a wild area, and right in the north of the Winterford area—right in that section of the river—there is a good site for a bridge and also happens to be a breaking point, if my memory serves me correctly, between a wild area and a scenic or recreational area. I think a bridge should be put in here. We are not trying to make a wilderness waterway. Senator Metcalf, or we, are not advocating a wilderness waterway out of this 175 miles, but we do think it needs immediate protection. My personal opinion is that we should allow future generations to make decisions on what needs to be done at that time. At least, let's leave them the options.

Thank you very much, Senator.

Senator METCALF. Senator Mitchell, I completely concur with the statement that was made this morning. There should be a bridge between the Robinson Bridge and Fort Benton, but the flexibility of this bridge building site isn't impaired by this bill. We can put a road or a bridge through any of those areas designated as a wild river and certainly I wouldn't oppose it. It seems to me that you could have both of those. The consensus of the people in this part of Montana is that we have waited too long for a river crossing to open up their area.

Senator MITCHELL. That is right, and as you very well realize, Senator, if we do nothing, they are not going to get a bridge either. It is just going to sit there and reflect sunlight and slowly be deteriorated and end up like some of our other desecrated natural areas.

Thank you very much.

(The complete statement of State Senator Harry B. Mitchell follows.)

STATEMENT OF SENATOR HARRY B. MITCHELL, STATE SENATOR OF DISTRICT No. 18,
CASCADE COUNTY, MONT.

Dear Senator and committee members, thank you for this opportunity to submit testimony in support of Senator Metcalf's SB 1405.

I am a strong supporter of SB 1405 and was the prime sponsor of a resolution in the recent Montana Legislature which, upon passage, expressed the support of the Montana House and Senate of the concepts contained in SB 1405. This resolution, its history and the voting record is attached.

The stated purpose of this public hearing is to evaluate the attitude of Montana's citizens toward SB 1405 and its features which would permit existing uses while prohibiting abuses along the longest remaining natural stretch of the Missouri River.

The elected representatives of the people—the legislature, have already expressed their attitudes on this proposal via a recorded vote which is attached, and Governor Anderson has indicated his support and approval with his signature on March 3, 1971. The people have expressed strong support for SB 1405 at two public hearings conducted at Helena and Fort Benton by the Council on Natural Resources and Development.

Such favorable reaction for Senate Metcalf's bill is to be expected in Montana because most Montanans are very proud of their state's natural beauty, healthy environment and its potential for *quality* outdoor recreation. I submit that the overwhelming majority of Montanans support the principles and concepts contained in SB 1405.

In my opinion, the Montana legislature and people are particularly pleased with the concepts contained in SB 1405 which provide immediate protection of this unique river area while, at the same time, accommodating current agricultural uses without compromising posterity and future options.

I thank and commend Senator Metcalf for sponsoring this legislation and urge the committee to recommend an early do-pass for SB 1405.

SENATE JOINT RESOLUTION No. 5

(Introduced by Mitchell, Bertsche, Lowe, Bollinger, Sorensen, Cotton, James, Mathers)

IN THE SENATE

January 7, 1971—Read first time and referred to Committee on Fish and Game.

January 14, 1971—By request time extended for additional seven days.

January 19, 1971—Committee recommend resolution do pass. Report adopted. Referred to Bills Committee for printing.

January 20, 1971—Reported correctly printed. Report adopted. Referred to Second Reading. Recommended favorably by Committee of the Whole. Report adopted. Referred to Bills Committee for engrossing. Committee recommend bill be considered correctly engrossed. Report adopted and referred to Calendar for Third Reading.

January 22, 1971—Read third time and passed. Title and history agreed to. Transmitted to House for concurrence.

IN THE HOUSE

January 23, 1971—Read first time and referred to Committee on Fish and Game.

February 8, 1971—Committee recommended that bill be concurred in as amended. Report adopted. Bill deferred to Second Reading.

February 9, 1971—On motion consideration passed for the day.

February 10, 1971—On motion consideration passed for the day.

February 11, 1971—On motion consideration passed for the day.

February 12, 1971—Committee of the Whole recommend that bill be concurred in. Report adopted and bill referred to Calendar for Third Reading.

February 16, 1971—Read third time and concurred in. Title and history agreed to, as amended. Returned to Senate.

IN THE SENATE

February 17, 1971—Bill returned from House. Referred to Second Reading for concurrence in House amendments.

February 18, 1971—Committee of the Whole recommend Senate concur in House amendments. Placed on Calendar for roll call.

February 20, 1971—On roll call Senate concurs in House amendments. Referred to Bills Committee for enrolling. Reported correctly enrolled.

A JOINT RESOLUTION OF THE SENATE AND HOUSE OF REPRESENTATIVES OF THE STATE OF MONTANA TO THE MONTANA CONGRESSIONAL DELEGATION SUPPORTING THE ESTABLISHMENT OF A SCENIC RECREATION RIVER ALONG THE MISSOURI FROM ROBINSON BRIDGE TO FORT BENTON IN MONTANA AND URGING THE MONTANA CONGRESSIONAL DELEGATION TO INTRODUCE AND SUPPORT APPROPRIATE LEGISLATION

Whereas, that reach of the Missouri River from Robinson Bridge to Fort Benton in Montana has great historic value, tremendous recreational potential-

ities, game and wildlife that are attractive to the hunter and fisherman, and still contains traces of Lewis and Clark; and

Whereas, legislation has been introduced into the United States congress to establish that reach of the river as the Missouri Breaks Scenic Recreation River; and

Whereas, the proposed legislation would preserve aesthetic and historic values by prohibiting impoundments on the wild and scenic segments of the river; would perpetuate traditional uses of the area through administration under the Taylor Grazing Act and allowance for mining and mineral leasing; would emphasize land requisition by scenic easement and exchange and would not require mandatory purchase of inholdings; and would give the state of Montana responsibility through cooperative agreement; now, therefore, be it

Resolved by the Senate and House of Representatives of the State of Montana: that the legislative assembly of the state of Montana supports the establishment of the Missouri River Scenic Recreation River to provide for wild river areas, for scenic river areas, and for recreational areas readily accessible by road in order to protect the historic sites, provide for recreation, including hunting and fishing, and preserve the area; and be it further

Resolved, That the legislative assembly of the state of Montana endorses legislation in the form of U.S. Senate Bill No. 4580 which was under consideration by the United States senate during the 91st congress, and urges the introduction and support of a like bill by the Montana congressional delegation during the 92nd congress; and be it further

Resolved, That the secretary of state be instructed to send copies of this resolution to the Honorable Mike Mansfield and Lee Metcalf, senators from the state of Montana, and the Honorable John Melcher and Richard Shoup, congressmen from the state of Montana.

I hereby certify that the within Resolution originated in the Senate.

Walter H. Mansfield.
Secretary of the Senate

William F. Hoffmann
President of the Senate
PRO TEMPORE

James Bruce
Speaker of the House

SENATE JOINT RESOLUTION No. 5

(Introduced by Mitchell, Bertsche, Bollinger, Lowe, Sorensen, Cotton, James, Mathers)

A joint resolution of the Senate and House of Representatives of the State of Montana to the Montana congressional delegation supporting the establishment of a scenic recreation river along the Missouri from Robinson Bridge to Fort Benton in Montana and urging the Montana congressional delegation to introduce and support appropriate legislation.

This bill was received by
the Governor this 25 day
of February 19 71

Jones H. Culver
Governor

By Nancy Reue

Approved March 3 1971

Jones H. Culver
Governor

STATE OF MONTANA
DEPARTMENT OF SECRETARY OF STATE

FILED

March 3 19 71

AT 11:40 AM A N

Frank Murray
SECRETARY OF STATE

BY DEPUTY

PROCEEDINGS OF THE SENATE

SENATE CHAMBERS, CAPITOL BUILDING,
OFFICE OF THE SECRETARY,
Helena, Mont., January 22, 1971.

NINETEENTH LEGISLATIVE DAY

Senate Joint Resolution No. 5, having been read three several times was passed by the following roll call vote:

Ayes: Bertsche, Bollinger, Carl, Cotton, Deschamps, Drake, Flynn, Gilfeather, Goodheart, Graham, Groff, Hafferman, Habelbaker, James, Klindt, Lowe, Lynch, McGowan, McKeon, McOmber, Mitchell, Moore, Nees, Northey, Reardon, Rehberg, Rostad, Shea, Siderius, Sorensen, Stein, Stephens, Vainio. Total 33.

Noes: Bennett, Boylan, Broeder, Brownfield, Cochrane, Dzivi, Hanks, Hibbard, Keenan, Lyon, Mackay, Manning, Mathers, McCallum, McDonald, Moritz, Rosell, Rugg, Sheehy, Thiessen, Turnage. Total 21.

Absent and not voting: None.

Excused: DeWolfe. Total 1.

PROCEEDINGS, FORTY-FOURTH LEGISLATIVE DAY

HOUSE OF REPRESENTATIVES,
Helena, Mont., February 16, 1971.

Senate Joint Resolution No. 5 was concurred in by the following vote:

Ayes: 97

Noes: 6

Absent or not voting: None

Excused: 1

SENATE CHAMBERS, CAPITOL BUILDING,
OFFICE OF THE SECRETARY,
Helena, Mont., February 20, 1971.

FORTY-EIGHTH LEGISLATIVE DAY

House Amendments to Senate Joint Resolution No. 5, having been read three several times, was concurred in by the following roll call vote:

Ayes: Bennett, Bertsche, Bollinger, Boylan, Broeder, Brownfield, Carl, Coch-rane, Cotton, DeWolfe, Drake, Dziwi, Flynn, Gilfeather, Goodheart, Graham, Groff, Hafferman, Hanks, Habelbaker, James, Keenan, Klindt, Lowe, Lynch, Lyon, Mackay, Manning, Mathers, McCallum, McDonald, McGowan, McKeon, McOmber, Michell, Moore, Moritz, Nees, Northey, Reardon, Rehberg, Rosell, Ros-tad, Rugg, Shea, Sheehy, Siderius, Sorensen, Stein, Stephens, Thiessen, Turnage, Vainio. Total 53.

Noes: None.

Absent and not voting: None.

Excused: Deschamps, Hibbard. Total 2.

RESEARCH PROJECT TECHNICAL COMPLETION REPORT

A CASE STUDY OF WATER RESOURCES DEVELOPMENT—AN ANALYSIS OF A PROPOSED PROJECT ON THE MISSOURI RIVER, AUGUST 1968 TO JUNE 1970

A-024-NY

Agreement Numbers 14-01-0001-1852 and 3032

(By Lawrence S. Hamilton, Principal Investigator, Carlos D. Stern, submitted to the Office of Water Resources Research, U.S. Department of the Interior, Washington, D.C.)

The work upon which this report is based was supported partially by funds provided by the United States Department of the Interior, Offices of Water Resources Research, as authorized under the Water Resources Research Act of 1964.

ABSTRACT

A CASE OF WATER RESOURCES DEVELOPMENT—AN ANALYSIS OF A PROPOSED PROJECT ON THE MISSOURI RIVER

As a result of the analysis it is concluded that the "Joint Report on Water and Related Land Resources for Missouri River, Fort Benton to Vicinity of Fort Benton, Montana, June 1963" fails to provide the decision maker with the range of information he would require and fails to provide a sufficiently accurate economic assessment of the benefits and costs to the Nation. Factual and conceptual inadequacies have been revealed. Factual inadequacies concern: use of reconnaissance data to formulate specific benefit and cost figures; uncertainties as to streamflow and evaporation loss; failure to include evaporation loss as a cost; failure to include reservoir filling as a cost; failure to include surge tanks and afterbays as costs; a rather amazingly low estimate for a bridge at the Judith River; a misleading figure for the mileage of the remaining stretch of wilderness waterway; inadequate consideration of the unstable nature of the Missouri Break rock formations; failure to account for or describe the scenic loss due to inundation; unsatisfactory methods of assigning recreation benefits; use of replacement flood control as a benefit of dams; use of 1957 data for power analysis. Conceptual inadequacies concern: several of the eleven supposed alternative proposals are redundant and obscure clear choice; there is an assumption that there are no alternative uses for money not employed in maximum physical development of the river; lack of consideration of marginality with the assumption of unsatisfied, constant demand for any produce or service; failure to establish a need for peaking power or to study transmission costs.

The study also concludes that the independent review process for such project development proposals is inadequate, being carried out by the Board of Engineers for Rivers and Harbors, Federal Power Commission, and the Missouri Basin Inter-Agency Committee. It is hoped that the Water Resources Council can adequately fulfill this role.

A complete report, consisting of a two volume 735 page doctoral dissertation has already been submitted to the Office of Water Resources Research. This sets forth the findings, results and conclusions relating to the research project. This is entitled, "A Critique of Federal Water Resources Policies: Hydroelectric Power

Versus Wilderness Waterway on the Upper Missouri River. (Stern, Ph.D. Thesis hearing date Feb. 1971, Cornell University).

The project objective was essentially accomplished. This was to critically analyze federal water resources policies as they applied to a major development on one of the Nation's rivers. As a case study, because of the innovation of having a joint agency report offering several different alternative developments, the study focused on the Joint Report on Water and Related Land Resources for Missouri River, Fort Peck Reservoir to Vicinity of Fort Benton, Montana, June 1963. This was particularly well suited to the case study for the following reasons: it represented a classic type of conflict between mutually exclusive plans; it involved an irreversible decision on the last "natural" reach of this major river; the report was novel in presenting eleven alternatives instead of a single recommendation; it was produced jointly by the Department of Interior and the Army Corps of Engineers; it was one of the first to comply with Senate Document 97 guidelines; similar issues are at stake on the St. Johns, the Colorado and the Snake. Moreover since no Congressional action has been taken on the report, it was felt that the study might provide more input into the decision making process.

The approach taken in the study is interdisciplinary involving first, a study of the historical and political background in order to ascertain the likely marginal impact of the new project, and then an independent economic evaluation of the benefits and costs of the preferred alternatives presented in this report.

Since the benefits of the proposed "multi-purpose" dams were approximately 95 percent hydroelectric (peaking) power, the economic analysis concentrates on the current and anticipated costs of the most likely alternative sources of power such as coal and nuclear-fueled baseload plants and pumped storage peaking plants. As part of this analysis attention is given to transmission requirements, the energy adjustment compensation, the sensitivity of the project benefits to variations in the hydroelectric plant factor, and the institutional arrangements for the marketing of Federally-generated power.

The research suggests that some factors be considered that the Joint Report had omitted altogether such as: determination of the specific needs of the market to be served, the hydro-thermal energy adjustment, evaluation of the most-likely alternatives on the same economic basis, e.g. interest rates, taxes and time-period, as the hydro, and inclusion of risk and uncertainty in the analysis. The last named can, at least in part, be deducted by means of *post-hoc* studies of similar completed projects.

Although recreation contributed only a small fraction to the total economic benefits evaluated for the dams, the alternative use of the river, if no dams were built, was to have been wilderness recreation. Hence, a substantial section of the study has to do with the evaluation of conflicting recreation proposals and involves a specific critique of the valuation method used by the Federal agencies and a theoretical critique of some recreation economics. In this, part of the research are examined: visitor-day values; methods for deriving such estimates; new Federal guidelines pertaining to water-based recreation evaluation; "willingness to pay"; and opportunity cost as alternative methods.

After the discussion of the benefits, the study turns to a consideration of the cost estimates which restricts itself to a few specific items, such as: omissions from the original estimates, (e.g. evaporation losses, filling costs, afterbays, etc.) interest rates, and inflation effects.

Throughout, the factual, conceptual and methodological shortcomings of the Joint Report itself, the specific evaluation of the hydroelectric power benefits, and the Federal review process (Federal Power Commission and Board of Engineers for Rivers and Harbors) are examined. Case studies are included in the report where these prove useful for reference or corroboration; these case studies include three Federal projects: Passamaquoddy-Dickey Lincoln in Maine, Tiber Dam in Montana, and Transmission Study 190.

In addition to material from the Federal agencies, interviews, independent calculations and case studies, there was programmed a computer-generated set of tables which indicate the sensitivity of the hydropower benefits to changes in plant factor, energy value and capacity value. Elsewhere calculations are done which show the sensitivity of the benefits to changes in the discount rate, economic life, etc. The primary purpose of the independent economic analysis was to derive the opportunity cost of maintaining the river in its natural free-flowing state, i.e. an assessment of the national benefits foregone if the dams were not built. According to the analysis the opportunity cost of preservation would be negative, that is, the nation would benefit by not building the dams, quite apart from the intrinsic advantage of preserving the last 200 natural miles of the nation's longest river, with much scenic and historic value.

The first draft of this report was circulated to all of the agencies significantly involved and comments or criticism invited. No errors of fact or interpretation were forthcoming, although some disagreement with the conclusions would be normal.

Senator Moss. Will Wesley Gibbs please come forward.

STATEMENT OF WESLEY GIBBS, STUDENT

Mr. GIBBS. Senator Moss, committee members, ladies, and gentlemen, how many of you have walked, talked, thought, and looked across a mountain, a hill, or even a small stream where you know countless generations before you must have done?

A short time ago a few others and I were privileged to take canoes down the scenic route of the Missouri River under debate today. I have walked on the very same ground Lewis and Clark must have walked upon. I have surveyed the river from points where I am sure an Indian must have looked upon the white man's churning river boats with contempt. And I have been fortunate to do the counterpart. I have tried to fish in a stream where my line constantly snagged beer cans, tires, and other debris scattered through the water. I have been in a campground that you would swear is the city dump. Today our waterways are polluted, our air heavy with smog, and our natural resources fast disappearing.

Yet, the landmarks we saw, the waterways we traveled, and the historic points we visited are untouched. If the dams are built and the beauty of the landscape marred, it will only be a memory to us, who were lucky enough to travel it. How will we be able to find the words to describe the color, the beauty, the wildlife, and most of all, the excitement we felt in traveling this river to our children? Unlike many other States, our own Land of the Big Sky has something other than industry to boast of. We can truthfully say, "Come and travel, camp, and see nature in its true state, and not in substitute form. Come and travel the river as trappers, Indians, and explorers did."

Anyone can camp in a substitute campground, but nowhere have I been where the campground is so colorful, so beautiful, and so untouched and unmarred as this scenic route of the Missouri River.

Thank you.

Senator Moss. Thank you, Mr. Gibbs. That is a fine statement coming from a young man 17 years old. I commend you for coming to tell us how you feel about the river, basing it upon your experience of being on the stream. I am sure that this will have an effect on the committee members when they study the record here.

Senator METCALF. I would completely concur. We thank you for a most eloquent statement, I think it will have a great deal of importance when the committee knows that a young man, who has his whole life to look forward to, has taken the time to come before this hearing and present his views.

Mr. GIBBS. Thank you, Senator Moss and Senator Metcalf.

Senator Moss. We will now hear from Craig Nelson.

STATEMENT OF CRAIG NELSON, STUDENT

Mr. NELSON. Senator Moss, committee members, ladies, and gentlemen, recently the Explorer Post of Lewistown, Mont., had the op-

portunity of floating down the Missouri River from Virgelle, Mont., to the Robinson Bridge.

Starting at the first of the year we planned and prepared for this tremendous trip, to be made in flat-bottomed canoes, over a period of 5 days. Relaxing and enjoying the beauty of nature that had not been marred by man and his progress since Lewis and Clark made their famous exploratory voyage up the river.

On the trip we saw such historical places as Lewis and Clark campsites and trails. Cow Island, where the Nez Perce Indians crossed the river on their journey to Canada, an Indian buffalo jump, and Old Fort Claggett, which is located at the mouth of the Judith River on the Missouri River. Other places of interest were the Hole in the Wall, Rocky Mountain Sheep Game Reserve, and many others.

We who made the trip were awed by the grandeur and beauty of the river and the surrounding countryside. Every evening the sun set in glorious splendor, to be replaced by the same moon and stars that shone down on many ancient and great men. Along the way, we found numerous old homesteads and enjoyed dreaming about the people who lived in them. Many times we made the comment, that we hoped the river would stay the same forever. We all decided we were coming back to visit this beautiful country again some day. Here people from big cities who have never had the opportunity to see pure nature, could discover the beauties of nature they have been missing.

Speaking for the explorer post, we would like to see more people see this scenic route, but in doing so we do not want to sacrifice the natural beauties. We do not feel that the river should be dammed up or improved campsites made. Half the fun of camping out is getting to a remote spot away from the evidence of civilization.

I will remember this trip down the Missouri the rest of my life, and I hope many others will have an opportunity to make this remarkable trip.

Thank you.

Senator Moss. We are very happy to have heard from you, Mr. Nelson. You, too, are to be commended. You are a fine, young man to come here and tell us about your trip on the river and your hopes as to how it may be maintained.

You have told this committee that you think the bill before us ought to be passed, is that right?

Mr. NELSON. Yes.

Senator METCALF. Thank you very much.

Senator Moss. We will now hear from C. W. Lippard, of the Montana State Farm Bureau Federation. After hearing from him, we will hear from Mr. Hanson.

STATEMENT OF C. W. LIPPARD, MONTANA STATE FARM BUREAU FEDERATION

Mr. LIPPARD. Senator Moss and Senator Metcalf, my name is C. W. Lippard, and I live on a ranch in Chouteau County. I present this statement in behalf of Montana State Farm Bureau Federation.

As you may know, the policies of the farm bureau are dictated by the membership each year in convention. Our policy on wild and scenic rivers is as follows: "We are opposed to any proposal which would prevent the economic development of a stretch of river which

has potential resource value for water supply, flood control, agriculture, forestry, recreation, tax income, or other economic use; or which would necessitate the taking of fee title to privately owned land; or which would unnecessarily involve Federal responsibility for a river which is being adequately managed by a State."

Studying S. 1405, we find it to be general and fall within our policy in a number of aspects. In view of the economic importance of agriculture to the State of Montana, we would oppose any proposal on this stretch of river that would disrupt the present agricultural use or further agricultural development. We do favor the multiple use and sustained yield of the several resources concept as stated in section 2(a).

Further studying this bill, we find a number of areas to be concerned about:

1. The large acreage—30,000—of private land that the Secretary would acquire.
2. The master plans and zoning of private property.
3. Would the installation of pumps to irrigate small acreages along the river be restricted or prohibited? What about present installations?
4. Who would administer these 180,000 acres? We feel that a State agency that has an interest in this area be considered, together with the BLM.
5. Would livestock be restricted from the river shore?

Due to the broad power given to the Secretary and the Administrator, we feel that some amendments are necessary to spell out in more detail and protect the concept of multiple use and sustained yield of the several resources.

With the proper amendments, we could support this bill.

Thank you.

Senator Moss. Thank you very much, Mr. Lippard.

Have you worked out any of the language on any of these amendments that you think might improve it?

Mr. LIPPARD. No, sir; I haven't. It has been talked about, but we have never put anything on paper.

Senator Moss. If you get it reduced to writing, I wish you would mail it to me or to Senator Metcalf, and we will see that it is considered when we consider the bill. We won't be finished working on this bill for some time yet. Anytime within the next 30 days will be fine. If you would discuss this with other members of your Bureau and have some language you think would accomplish what you have in mind, we certainly will consider it.

Mr. LIPPARD. Now, from my personal standpoint, I think this bill is somewhat broad in its language. I think that possibly some safeguard should be incorporated to protect the people that are there as of now. Now, that has been the main contention over the years. Even when these dams were constructed, what was going to happen to the people that are there and to the economy of the area?

I would like to present a personal statement, on my own behalf, to your committee, if it would be acceptable.

Senator Moss. Would you like to read it or do you have it to put into the record?

Mr. LIPPARD. I have a copy of it here that I would like to present.

Senator Moss. Please go right ahead.

STATEMENT OF C. W. LIPPARD, MONTANA STATE FARM BUREAU FEDERATION

My name is C. W. Lippard and I live on a ranch that borders this river for several miles. In the area designated as "recreation river." My father spent his lifetime on the same place. In fact he came to Montana on a steamboat.

I belong to a fast disappearing group of people that are apprehensive of the extension of government authority over people, places and things. Of a government that first took our gold, then our silver and gave us a questionable paper dollar. Of a government that seems to say that every day is Sunday and the next day is payday.

In the case of Senate Bill 1405 you could class me as belonging to the loyal opposition. The theory could be correct but the specifics have been neglected.

As I have said in my statement for Farm Bureau this bill needs some amendments to guarantee the "multiple use and sustained yield of the several resources" concept.

The plan I think of the National Park Service calls for only 1000 acres to preserve historic sites and for camp grounds. Why give authority to acquire 30,000 acres plus scenic easements? That's a lot of land and there's not too much good bottom land along the river.

My entire ranching operation hinges upon the use of this bottom land. Without it I am out of business.

I too, can support this bill if the power of the Secretary and the Administrator was not so broad.

Thank you.

MR. LIPPARD. In view of my experiences with neighbors and friends that have had dealings with the BLM, they and I believe, if an agency were to administer this bill—in the event that Congress passes it—that I would personally prefer to have the BLM administer it. I think they understand the fundamentals—the "nitty-gritty" of what we have to do.

Senator Moss. Thank you. We are glad to have your opinion and experience on this matter; having spent your whole life on the river, you certainly have a point of view we ought to consider in this bill.

Senator METCALF. Mr. Lippard, would any of your ranch be inundated if the Fort Benton or High Cow Creek Dams were built?

MR. LIPPARD. Yes, sir.

Senator Moss. I take it that you do oppose the construction of those two dams.

MR. LIPPARD. I certainly would, and I have in the past.

Senator Moss. Thank you.

MR. LIPPARD. This is a selfish standpoint.

Senator Moss. We all look out for our own. [Laughter.]

We will now hear from Mr. Jack Arnst, representing the Montana Association of Conservation Districts.

You may proceed, Mr. Arnst.

STATEMENT OF ROBERT M. ANDERSON, MONTANA HOUSE OF REPRESENTATIVES, DISTRICT NO. 17, CHOUTEAU AND JUDITH BASIN COUNTIES, PRESENTED BY MR. JACK ARNST

MR. ARNST. Senator Moss, Senator Metcalf, actually I am representing Mr. Robert Anderson, who is a Representative of District No. 17, State of Montana, and, also, State president of the Montana Association of Conservation Districts.

(The complete statement of Robert M. Anderson follows:)

STATEMENT OF ROBERT M. ANDERSON, MONTANA HOUSE OF REPRESENTATIVES,
DISTRICT NO. 17, CHOUTEAU AND JUDITH BASIN COUNTIES

For the record, I am Robert M. Anderson, State President of the Montana Association of Conservation Districts, a land-owner in the area to be affected, and State Representative from Chouteau and Judith Basin Counties.

Let me first say that I have studied various plans regarding this stretch of river that have been proposed and made public in the past ten years. No doubt there are other alternatives being considered by others, not generally known to the public. For instance, inter-basin transfer of water is not an impossibility and we must look farther than the ends of our noses into the future. In a sense, Lewis and Clark were commissioned to make their historic journey in quest of development possibilities that might be included in the Louisiana Purchase. I am sure that they did not intend that their footsteps should be preserved any more than we expect to idolize the footprints of the moon astronauts.

I do not mean to infer that Senator Metcalf's bill does not have some merit. If this stretch of river can be developed at the present time for recreational purposes at a reasonable cost, then so be it. I would urge however that the same criteria of ultimate cost and cost-benefit ratio be considered as other proposals. I recall that certain people more or less favored the construction of dams for power generation when first proposed until they found out that the power would probably be exported to other states. This Wilderness proposal certainly cannot be solely for local people. Why is this so different?

I would like to emphasize a couple of points. There is a power shortage in this nation. Many of those who oppose dams fight strip mining of coal and steam generation. They must live next to a current bush or something. These are people who are against any development in this state. They would enjoy floating the river, observing the undeveloped land. They would even restrict the use of private lands in the area to a use compatible with their desires. (Recreation comes first.) We must not do anything that would interfere with the total vacation experience. Some of these same people do the most squawking when they pay their taxes. I haven't seen any figures but what is the projected cost of this development? What will be the future costs of maintaining facilities? Do you expect the tourists to pay sufficient fees to make this undertaking self-supporting or is this to be another drain on the Federal Tax dollar? Those of you who are opposed to federal spending had better take a second look before you leap. I suspect that the concessionaires who will provide services might get fat. The taxpayers will get stuck with paying for the garbage pickup and some more federal administrative personnel.

Many of you know that I am a strong advocate of local government. I believe that a little too much power is delegated to the Secretary of Interior in this bill. He shall determine which lands shall be acquired, etc. Recreation shall have priority. Remember, you have no right to curse the great white father which you yourself created and are expanding each year.

Ladies and Gentlemen, I totally agree that we can develop the tourist industry in the state and benefit all. However, we must not stop those who wish to develop otherwise, within the capability of the land, and we are going to have to set some priorities. What use is the most important? We will face this question many times in the years to come. The multiple use concept is present in the Senators bill and it should be carried out. I have observed the Wilderness area approach being taken elsewhere to block projects. I would hope that those who back this proposal are genuinely for improving our economy through recreational development and not just against dams, irrigation, flood control, and industrial development. No single use should tie an area up forever. We should be free to change, undertaking development of those uses that are most pressing at the time, always making sure that we operate within the capability of the land.

Senator Moss. Thank you, Mr. Arnst.

Did Representative Anderson vote against Resolution No. 5, the one that endorsed this bill?

Mr. ARNST. I can't say, for sure, no. He was unable to attend the hearing today. He had some family obligations he had to take care of.

Senator Moss. I notice that Mr. Anderson's statement expresses some concern lest making the area into a wild or scenic recreation river

might impose a burden on local taxes and local residents, but our experience is quite the reverse of that. In my State, recreation has now climbed and is now the second largest income producing industry in the whole State. You have to take into consideration the services that have to be produced to take care of the influx of people coming into the State. It has been generally true that when an area becomes known and people begin to come to it, they have to be furnished with services, such as motels, meals, pack trips, and so forth. So, I wonder if this is a generalization or whether Mr. Anderson researched the economic impact of creating a wild and scenic recreation river.

Mr. ARNST. He was speaking as a landowner, as I first said. I, myself, have land along the river, and if it is tied up like the master plan in the Park Service, possibly the cattle would have to be taken off the area for a certain time. You have 5,000, 10,000 acres in grassland above the river shoreline. If you take that away, where are the cattle going to water? That is his economic thinking; that is what he fears.

Senator Moss. That is what he fears. I see.

Mr. ARNST. That may not happen, but it says in the master plan that this may be a possibility and may have to happen.

Now, I, myself, am concerned, primarily, about the grain industry in the State. The income is going down and down, and a few days ago in the Great Falls Tribune, it mentioned how many bushels of grain were produced in Montana in the 1950's, and it mentioned the total income. It mentioned it in the 1960's. These bushels are being increased, and the total income is being decreased. Somewhere this is going to come to a head where something has to be changed, and I don't think that a recreation area is going to benefit the major industry in Montana, which is agriculture. Recreation may become second and third in the time to come, but, as of right now, our prime industry is agriculture. It is hurting, whether you people realize it or not.

Senator Moss. Of course, we are talking about a limited area along the river, as against the whole productive area for grazing in Montana. I don't doubt there has been a great fall-off in the revenue from producing grain—

Mr. ARNST. No; but here is the point, Senator Moss. I think 2 or 3 years ago, I was at another hearing here in Great Falls where a member of the Corps of Army Engineers had stated something about this barge system. This is my memory of it, but if I recall correctly, he said that possibly 24 cents a bushel would be added to every bushel of grain that is exported out of Montana, if we had a barge system instead of a railroad system. I can't recall how many millions of bushels have been exported out of Montana right offhand, but 25 cents a bushel is one large amount. What I mean is that where our declining income has continued, it has to come to a stop someday, we hope. Maybe it can be bolstered with a barge system. It can still be used as a recreation area—that river. They can float down it just as well.

Senator Moss. The slack water created by dams to pull a barge system will change the river entirely.

Mr. ARNST. I don't mean dams; I mean a dredging system. That would leave the river and leave the scenic beauty as it is.

Senator Moss. How would you make those barges go?

Mr. ARNST. Dredge the river.

Senator Moss. Dredge it?

Mr. ARNST. Right.

Senator Moss. Wouldn't that necessitate a deepening and straightening?

Mr. ARNST. I don't imagine it would have to be straightened. It could follow the center channel. You know the width of that river, and so forth, and I don't believe—with the right engineering—and I am no engineer, by any means—any of these deposits from the dredging would have to be put high enough on any of the banks to cover any scenic beauty. There is nothing in the bottom of that river to preserve, as far as I know.

Senator Moss. Does it have considerable fluctuation in volume of water from high time to low time flow?

Mr. ARNST. I wouldn't say considerable, but it has some. It is controlled pretty much now by the dams from both forts. There are numerous dams from there to Canyon Ferry. There are six or seven that I know of.

Senator Moss. Thank you, Mr. Arnst.

We will now hear from O. M. Ueland, representing the State Conservation Commission of the State of Montana.

Mr. Ueland, you may proceed.

STATEMENT OF O. M. UELAND, EXECUTIVE SECRETARY, STATE CONSERVATION COMMISSION, MONTANA

Mr. UELAND. Senator Moss, Senator Metcalf, I am Ole Ueland, executive secretary of the State Conservation Commission for the State of Montana. Dean Hanson, chairman of the State commission, has asked me to present this statement.

(The complete statement of Dean A. Hanson follows:)

STATEMENT OF DEAN A. HANSON, CHAIRMAN, MONTANA STATE CONSERVATION COMMISSION

The 175-mile reach of the Missouri River between Fort Benton and Robinson Bridge offers excellent scenic, recreational, fish and wildlife, geologic, historic, and cultural values.

This same reach also offers at least one excellent damsite for storage of water which could be used for generation of power, for irrigation water to be distributed to vast acres of eastern Montana, for navigation, and for recreation.

Setting aside and use of this reach of the river for recreation, scenic, and wild river purposes, as well as present agricultural uses seems the logical thing to do for the foreseeable future. No great investments are required. A sound conservation management plan should be required to protect the land and water resource, to provide access and facilities for recreationists, and to provide access and facilities for present agricultural uses. It is the opinion of the State conservation commission that the conservation plan should be developed by local people through their conservation district and cooperating State and Federal agencies.

At some future time some future generation may find higher and better uses. As values change and necessity dictates it does seem a shame not to be able to harness the river for power or for storage for irrigation water and other purposes when the time comes when these resources can provide much additional food and fiber and other comforts for a quality life, and at the same time provide an alternate and to some extent non-conflicting recreational and cultural values.

It is therefore the consensus of the State Conservation Commission that the sections and language of Senate Bill 1405 that would tend to lock up the use of the river to prevent what future generations may term a higher and better use should not be allowed and therefore the portion of the river designated "wild river" that would be interpreted to permit no development at any time should be stricken.

Senator Moss. Thank you, Mr. Ueland, for bringing Dean Hanson's statement to us, and he recommends that the "wild river park" be stricken; although, he seems to endorse the other two categories of river preservation.

Mr. UELAND. Yes.

Senator Moss. Thank you.

Senator METCALF. Just a moment. What is the one, excellent damsite?

Mr. UELAND. I wouldn't know, for sure, to what he is referring, but I would think it would be one of the three or four damsites that are staked out down there that he is talking about.

Senator METCALF. I was wondering which one; High Cow Creek, Fort Benton, or some of the others, that would receive that high accolade from Mr. Hanson.

Senator Moss. Thank you, Mr. Ueland, for coming.

Mr. Bernard D. Shanks of Michigan State University.

Mr. Shanks will be followed by Clyde Jarvis.

STATEMENT OF BERNARD D. SHANKS, MICHIGAN STATE UNIVERSITY

I am Bernard Shanks, a Montana resident presently in the Department of Resource Development at Michigan State University. My doctoral thesis will be concerned with the Missouri River Breaks.

In conducting my research on the Missouri River I have found several references to an old western problem—the traveling medicine show. These old medicine shows used to travel around to small western towns and with great fanfare promised a quick and easy cure for all sorts of ills. The product sold was expensive and usually contained little more than a large amount of alcohol. The result was that the "cure" made you feel better for a while but the next morning after the medicine man had left town you woke up with all your old aches and pains plus a new headache. Such is the case with large-scale water development projects. When the project is over and everyone has left town you have some new headaches.

It is not possible to fully discuss the wide variety of potential problems associated with damming the Missouri River. However, I would like to point out some of the problems associated with the construction of 105 dams in the Missouri Basin. Almost out of necessity a host of ecological problems will arise, including, but not limited to, the destruction of wildlife habitat and replacement of complex, stable ecosystems with a simple unstable unit.

Prime agricultural lands have been frequently flooded resulting, especially in the upper Missouri region, in the breakup of viable ranching units. The influx of construction workers often brings a host of local problems and demands for more police and fire protection, more roads and local governmental services. When the skilled construction worker leaves, usually for another State, he leaves in his wake a shrunken tax base due to the project, but unpaid schools, roads, and bonds.

The large contracts associated with dam construction frequently are won by out-of-State companies. Of the three major contracts for Fort Peck Dam, only one went to a Montana company. In six major con-

tracts let for the construction of Garrison Dam, none went to a North Dakota company.

Forced relocation due to inundated lands behind dams is especially disruptive of social life. It frequently takes 3 to 7 years for relocated people to readjust to their new life. Older members of the local population frequently cannot afford to purchase a new home, frequently drift from place to place and often have shortened life spans as a result. Sixteen years after the Fort Berthold Indian Reservation had been split into five isolated segments by the construction of the Garrison Dam social and economic stability had not been achieved.

It is now a documented fact that large and deep manmade lakes can trigger earthquakes due to the tremendous weight of the stored water and lubrication of underlying rock formations. Finally, the construction of manmade reservoirs results in more Government control over the local economy and local life.

Suggested developments for the last reach of the Missouri River carry no flood control benefits. Feasible irrigation proposals do not exist for this reach of the river and probably would never be feasible if the Fort Peck Reservoir were fully developed for irrigation. Suggested navigation proposals are not feasible without conflicting with consumptive uses of the water in Montana. Several years ago Governor Bonner opposed the construction of a navigation channel to Sioux City, Iowa, because such a plan would use water needed in Montana for irrigation and domestic water sources. Today we can add to that list water that is needed to develop eastern Montana's coal. The only benefits of a dam on this section of the river would be for power generation—power that would be used outside the State—power that would compete with coal generated power.

Large-scale water development projects tend to be flash-in-the-pan type developments with most of the benefits being exported from the State. That is why Senator Metcalf's bill is so important. It represents resource development at its best. It makes no pretense of being a panacea for eastern Montana's economic problems but provides a solid basis for development. Of all options considered for this section of the Missouri this bill provides for the greatest flexibility in the future. This bill provides stability for the local area—not disruption. This bill provides for local control over the area's resources—not increased Federal control. This bill of Senator Metcalf's provides for self-sustaining renewable resource development. The deer and elk and other wildlife of the area will be there year after year. Year after year the range will be there for new cattle.

Montana's two great renewable resources, agriculture and recreation, are protected and enhanced by this bill. It is safe to predict that this proposal provides for most local control, the least disruption of the Montana way of life, and the greatest long-term benefits for the area. Senator Metcalf's bill declares that this section of the river is of national significance but provides for local residents. I urge its passage through Congress so this great river, enjoyed by a few in the past and many people today, will be here for countless people in the future.

Senator Moss. Thank you, Mr. Shanks. I gather from your statement that you are not much in favor of dams underneath rivers; consequently, you are for the bill, because it would use the river other than as a storage receptacle for water by the dams.

Mr. SHANKS. That is correct.

Senator Moss. Obviously, you have done a lot of study on this, and we are glad to have your statement in our record.

Thank you.

Mr. SHANKS. I would like to add a few more comments. You have heard mentioned today several times the proposed navigation up to Fort Benton. I would like to point out that those of you who are familiar with the navigation to Fort Benton would realize that the steamboats, in the old days—even though they drew only 40 inches of draft—they practically had to be carried over the rapids in the Missouri in the lower part of the river. It is extremely doubtful whether any of these navigation proposals would be feasible this far up the river without putting an immense amount of demands on the irrigation water and water for use in Montana. This is the problem with some of the early reservoirs, that the water was used for navigation, barge traffic lower down the Missouri, and could not be used in Montana.

Ira Martin Trittenton, probably one of the most famous Army Engineers, wrote in his famous book, "The History of the Missouri River Navigation," in 1902, that it was extremely foolish to try to develop the navigation of the Missouri River after the railroads went through the West.

Thank you.

Senator Moss. Thank you. We are happy to have your observations, too.

We will now hear from Mr. Clyde Jarvis, followed by Mrs. Knight.

Is Mr. Jarvis here? He has a statement here with us. We will insert that in the record, and if he should come in we can hear his testimony. We will put his statement in the record at this time.

(The complete statement of Clyde Jarvis follows:)

STATEMENT OF CLYDE JARVIS, PRESIDENT, MONTANA FARMERS UNION

Mr. Chairman, I am Clyde Jarvis, president of the Montana Farmers Union, and I wish to state our opposition to Senate Bill 1405. While the Montana Farmers Union supports the development of Montana's resources in a manner which will assure benefits to all of Montana's people, we oppose the single purpose development of the Missouri River as proposed by Senator Metcalf.

We believe that agencies of our local, state and federal government must cooperate in programs of project planning and development. There must be coordinated development of reservoirs, irrigation projects, power plants, water ways and the recreation and conservation possibilities of our river basins.

I have come to give support to the development of additional hydro-electrical generating facilities on the Missouri River.

INTRODUCTION

What meat and potatoes are to a farmer's meal, electric power is to the life of the American. Few commodities pervade the lives of our people to the extent that electricity does; an adequate supply then becomes a matter of fundamental necessity to each and every one of us.

The primary purpose of the Montana Farmers Union is having representation at this meeting is to observe the process which transpires and to keep itself aware of the problems that face the people of Montana. It demonstrates the concern of Montana's largest farm organization in the matter of power and resource development; its goal is development beneficial to all of Montana's people.

MONTANA FARMER'S UNION POLICY

The 1971 policy and program of the Montana Farmers Union states in part, "Our river waters are a natural resource belonging to all the people of the nation.

Agencies of our local, state and federal government must cooperate in programs of project planning and development. There must be coordinated development of reservoirs, irrigation projects, power plants, waterways and the recreation and conservation possibilities of our river basins."

The Montana Farmers Union is interested in cheap power. Inexpensive energy can be the vehicle upon which industry develops. At this time, Montana is in dire need of additional industrialization. Much of this industry would be farm-oriented and would make it possible for the family farmer in Montana to continue not only a profitable but a satisfying existence.

Any planned development must provide adequate power for those in need of it, but such planning must make provision for adequate guarantees of protection of the environment.

Ecological assurance must be based in the primacy of man. Ecological concern must be essentially concern for the well being of men.

DEVELOPMENTS MUST BE ECONOMICALLY AND SOCIALLY FEASIBLE

It is necessary that the planned developments render benefits at least commensurate with their costs, both economic and sociological. It would appear at this juncture that the placement of additional generation units on the existing facilities of the Missouri River would meet economic tests. However, it would be unwise to implace certain generation facilities if the effect of the addition of these generation facilities would be to delay other river developments such as the building of High Cow Creek Dam and the Fort Benton Dam or developments making use of the coal deposits of Eastern Montana. At this time, Montana needs development so that its people may share in the general prosperity of the nation. We are, after all, talking of the development of a Montana resource; although it cannot be said that Montanans have sole claim on Montana's resources it surely can be said that they have the first claim.

The economic plight of Montana is serious. Headlines in the *Great Falls Tribune*, December 4, 1970, quoted Governor Forrest Anderson as saying that "Montana is in the worst economic decline it has experienced since the end of the Second World War. * * *" Governor Anderson went on to say that the state had a "colonial economy" due partly to the extractive nature of industry and dependence on resources. The people of Montana can no longer simply stand by and watch the continued depletion of Montana resources when such depletion does not result in adequate benefits to the people of Montana.

Benton J. Stong, Administrative Assistant to Representative John Melcher, in an address to the Basin Electric Cooperative in Bismarck, North Dakota, on November 12, 1970, said,

"The problem that remains in this area is whether you are going to generate power for export to industries on the West Coast or to the East and South, and remain a colonial raw materials source tributary to existing urban centers, supplying them with your energy (and your most intelligent and competent young citizens, too, through out-migration) or if you are going to use at least a part of your power potentialities to trigger your own economic growth. Abundant, low-cost power can be our foundation for an economy which can afford the sort of educational system, health services and other social amenities that the more affluent areas of the nation enjoy, if the upper Missouri Basin will make it that."

Mr. Stong spoke of the entire upper Missouri River Basin; what he says about the upper Missouri River Basin can be said about Montana with no equivocation whatsoever. Therefore, when we talk about the development of Montana resources, let us talk about what the development of these resources does both to and for Montana. Thus, we must look at the addition of these generation facilities from the point of view of whether or not the simple addition of power facilities will make other developments economically unfeasible. If this project destroys or materially delays the possibility of more significant projects in the area of the Missouri River or Eastern Montana generally, then we must oppose it.

WILL OTHER DEVELOPMENTS BE DELAYED?

What other developments can we look at? Congressman Link of North Dakota has talked of the proposed Jamestown Canal and a system that would develop Missouri River barge transportation all the way to the Fort Peck Reservoir. We in Montana are concerned about the freight rates endemic to this state; we dream of, and in fact we dare to plan on, the extension of barge traffic to the heart of Montana. We plan for the day when recreational development in Mon-

tana will become a truly significant reality. We look to the day when added irrigation water makes the operation of family farms in this area once again profitable. We look to the day when the large reach of the Missouri River coursing through the center of Montana provides an abundance to the people of Montana equal to that of the other great river basins of the United States. Today the Missouri is a barrier separating northern and middle Montana; tomorrow it should be the vehicle of growth and strength for Montana. We approve additional generation facilities; but these are secondary in importance to such broad developments as High Cow Creek Dam, barge traffic and coal fields.

Presumably the nature of the type of installation proposed by the Corps at this time will not interfere with the coal developments taking place in Eastern Montana, since the proposed generation units apparently would be used for periods of peak power requirements, whereas the coal will be used for basic, steady needs. It must be said that the development foreseen in Eastern Montana because of the MHD and other coal processes is looked upon with favor by this organization. To take these potential developments from Montana would be no favor to her people. We would not favor any action which would bring about this result.

ADDITIONAL ELECTRICAL ENERGY IS NEEDED

There can be no question that additional power generation is necessary. Knowing that the Corps of Engineers has access to all the technical information necessary to determine the feasibility of projects of this kind, we have deliberately elected to choose from the magazines and newspapers published by laymen to develop our case for power need. First, of course, one might read with interest a comment made by D. Bruce Mansfield, in an article published in the December 1, 1970, issue of *Look* magazine. Mr. Mansfield told the story of a group "yearning to flee the grittier aspects of civilization." They publicized their hope to form a commune away from the "modern things that pollute the earth." These would-be escapees, however, added a postscript: "We want a place with electricity."

The *Tacoma News Tribune*, February 4, 1971, carried an article describing 19 voltage cutbacks in a two-week period in the areas from Chicago to New England. The really frightening part of the whole picture is the fact that this acute shortage of electricity was considered to be "but a bleak portent of things to come . . ."

While the Northwest has not yet suffered extensive brown-outs, we are finding that nuclear power is not a proven answer to future needs. Witness the following news reports:

1. The October 22, 1970, *Great Falls Tribune*, page 37, headlined "Infant deaths up in area of nuclear power reactor". This article dealt with the reactor in the area of Morris, Illinois, near the population center of Illinois.

2. The *Tacoma News Tribune*, on February 2, 1971, on page 32, carried an article which said, "(Seattle) City Light Superintendent John Nelson says stepped-up efforts are needed to line up new electric power sources in view of the reactor shut-downs at Hanford. * * *

3. The coup de grace was announced in the *Seattle Post Intelligencer* on the 3rd day of February, 1971, in an article headlined, "Nixon stands firm on Hanford Closure." The article said, "President Nixon stood firm yesterday on his closure of a power-producing Hanford reactor while public power officials huddled with government leaders in Richland to explore means of getting the reactor operating again and forestalling possible brown-outs." Nearly one-half of the article dealt with the danger of nuclear radiation and the public problems which had arisen in the Hanford case.

Nor are hydrocarbons the answer to all future power needs. The *Seattle Post Intelligencer* on February 5, 1971, in an article entitled, "Energy Gap Growing More Crucial Each Day" said, "Pacific Northwest residents, getting 96% of their electricity from hydro power houses, may have difficulty in appreciating the dilemma of the Eastern states, which have been enduring brown-outs and lowered voltages with increasing regularity.

"The U.S. has let itself become too dependent on foreign oil, especially on imports from the volatile Middle East.

"The result is that many big Eastern and California utilities have a tough time stocking up very many days ahead on fuel needed to power industry and keep houses warm.

"While the Northwest gets 96% of its electricity from the water power and heats nearly $\frac{1}{4}$ of its homes electrically, 81% of the electricity used by the rest of the United States is generated from conventional steam plants, which require coal, oil, gas or nuclear fuel.

"Although the Pacific Northwest has been fortunate thus far to have ample hydro power, it is now entering the era where its growing electrical demands will have to be furnished by plants fired by either fossil or nuclear fuels." This article included a graph showing the change in the use of certain sources of energy. In that graph, it was made clear that gas and oil were the sources of energy most generally used for new sources of power. Sadly, gas and oil are neither clean sources of power nor are they replaceable.

Everyone agrees that there is a burgeoning demand for electrical energy. In an article published in the February, 1971, edition, *The Plain Truth*, a religious magazine copyrighted by Ambassador College, departed from its usual religious format to ask the question, "What's behind the energy crisis?" The article was introduced by a statement saying, "The Western world—especially the United States—is on an astounding energy binge. Authorities are concerned, wondering where we will get fuel to supply our burgeoning cry for More Energy. Few, however, ask the most basic questions of all: should we as a society be so utterly dependent on non-renewable energy sources? Should we continue to use ever greater amounts of energy?" Much of the burden of the article went on to deal with the need to reduce the amount of energy used. Very few persons, I am sure, would agree with this direction in their own lives. Who among us is willing to give up our dishwasher, our washing machine, our air conditioner, our blender, our new garbage cruncher?

Far be it from most of us to consider ways of reducing the amount of power used. Rather, we are constantly in quest of new industry and new ways of doing things. To speak of reducing the amount of pollution in the atmosphere is to speak of requiring more electricity generally for most industrial anti-pollution devices require electrical energy. The only rational solution is to find a way in which to produce adequate power to take care of the needs. Only one source of energy provides the necessary power without air pollution—falling water.

IMAGINATIVE PLANNING IS REQUIRED

Those of us who are involved in the development of resources must have sufficient foresight and daring to plan in such a way as to provide viable agricultural and industrial development as well as satisfying the transportation, irrigation, and recreational needs of the area. We must be willing to undertake daring plans to solve the overwhelming problems which we have just spoken of. Just such a daring plan takes form in the North American Water and Power Alliance. The NAWAPA water system would develop water resources all the way from the Yukon to the Pecos and Gila Rivers in the Southwest. Let no man dare say that such a plan may not be carried out. Let us think in terms of navigation from the Port of New Orleans to Great Falls, Montana. Let us think in terms of recreation. Let us think in terms of irrigation. Senator Robert Kerr was thought by many to be a dreamer when he thought of seaports on the Arkansas River. Kerr was not a dreamer—he was a most practical man in the midst of a most practical profession, politics. His dream is reality. The food, fibre and mineral resources of the Missouri Basin justify equal confidence and daring in planning the future of the Missouri River. Either the shackles are removed from the Missouri River developments in Montana or the people of the area will become fewer and fewer and the contribution the area makes to our national well-being will become smaller and smaller. In a day of crowded and confused cities it serves no beneficial purpose to force Montana people to migrate to cities only to become new problems for the already over-burdened city.

Senator Moss. Mrs. Ralph Knight, representing the National Council of Garden Clubs and the Montana Federation of Garden Clubs.

STATEMENT OF MRS. RALPH KNIGHT, NATIONAL COUNCIL OF GARDEN CLUBS AND THE MONTANA FEDERATION OF GARDEN CLUBS

Mrs. KNIGHT. I am Mrs. Ralph Knight, president of the Rainbow Garden Club of Great Falls, Mont. Our national president, Mrs. Max-

well Steele, requested that I represent the National Council of Garden Clubs and the Montana Federation of Garden Clubs at this hearing.

The National Council of Garden Clubs and the Montana Federation of Garden Clubs wish to go on record as approving S. 1405.

They also wish to propose that the Park Service administer recreation and preservation of the Upper Missouri River with multiple uses and that the Bureau of Land Management have jurisdiction of grazing and related agricultural aspects.

Thank you.

Senator Moss. Thank you very much, Mrs. Knight. We are pleased to have that, and we have the National Council of Garden Clubs and the Montana Federation of Garden Clubs supporting S. 1405.

Mrs. KNIGHT. Yes.

Senator Moss. Thank you.

We will now hear from Miss Wilson, and she will be followed by Mons L. Teigen.

We are pleased to have you here, Miss Wilson, representing the town of Big Sandy and Big Sandy Rotary Club.

STATEMENT OF MISS WILSON, BIG SANDY, MONT.

MISS WILSON. Senator Moss and Senator Metcalf, I have two different briefs here that I would like to read. They aren't too lengthy, and then I will give them to the reporter.

Senator Moss. Very good; you may proceed.

MISS WILSON. On behalf of the town of Big Sandy, we, the town council, hereby, wish to make known our stand concerning the 175-mile stretch of Missouri River from Fort Benton to the Robinson Bridge.

We, the town council of Big Sandy, endorse the plan as presented by Gov. Forrest Anderson, dated August 11, 1969.

(The complete statement of Gov. Forrest H. Anderson, August 11, 1969, follows:)

STATE OF MONTANA,
OFFICE OF THE GOVERNOR,
Helena, Mont., August 11, 1969.

HON. GLENN HUMPHREY,
Mayor, Big Sandy, Mont.

DEAR MAYOR HUMPHREY: Today I have requested the:

(1) Creation of a Missouri River Regional Economic Development Commission under the Economic Development Act of 1965 for the states of Montana, North Dakota, South Dakota, Nebraska, Wyoming, and Western Iowa.

(2) Authorization by Congress for a Comprehensive Study of the Missouri River Basin and Contiguous Areas.

This proposal will benefit all of Montana and every segment of its population. I ask your assistance and cooperation in achieving our Goal.

Sincerely,

FORREST H. ANDERSON,
Governor of Montana.

Attachments.

STATEMENT OF HON. FORREST H. ANDERSON, GOVERNOR, STATE OF MONTANA

Today, I am announcing plans for creation of a *Missouri River Regional Economic Development Commission*.

I believe this program will be the Golden Key which will unlock the vast wealth and untapped resources of Montana and the nearby states of North and South Dakota, Wyoming, Nebraska, and Iowa.

The economic benefit from such a project would be the largest and most comprehensive ever achieved for the State of Montana and her neighboring states. It would be a permanent and constantly expanding project which could provide a solid economic base, and assure orderly development of a region of the United States with some of the largest untapped and undeveloped resources on the North American Continent.

During my discussions with officials in Washington, D.C., and in Seattle during the Western Governors' Conference, it was apparent *low-cost transportation* could open the door to development. Any industry in Montana—whether it be agriculture, ranching, manufacturing or raw materials—must have access to low-cost transportation to be competitive in the domestic market place.

I propose to achieve this goal through the program mentioned previously.

Creation of the Missouri River Regional Economic Development Commission, under provisions of the Economic Development Act of the United States Congress in 1965, would encompass the states of Montana, North and South Dakota, Nebraska, Wyoming and Iowa. It would be similar to other such Commission established throughout the United States.

I also propose to request the Congress to authorize a comprehensive study of the entire Missouri River Basin and contiguous areas.

Such a study would provide a basis for further legislation to authorize various projects for the full economic development of the area. It would determine, for example, the feasibility of constructing a navigable channel on the Missouri River from Sioux City, Iowa to Fort Benton, Montana or other alternate methods of providing low-cost transportation to Montana and the other states.

Of all the projects I have considered to get Montana moving into the mainstream of 20th Century prosperity and opportunity, I am confident this is the one which will do the job.

Everyone in the region affected by this development will benefit. Wage earners, professional people, farmers, ranchers, and manufacturing, oil and mineral industries—the list could go on and on—will discover new markets, new industries, new jobs and new opportunities.

Once again, our most valuable natural resource—our young people—will find it possible to remain and secure employment commensurate with their education.

An expanding economic base will be better able to meet the dollar demand services required of forward-looking, responsive state and local governments.

Furthermore, we must recognize that Montana and her neighboring states, as members of this great Union of States, bear some responsibility to assist in solving the social and urban crises which confront our Nation. This project would be one of the first steps to provide new opportunities, fresh air, and clean water to those who wish to seek a decent living outside of the large, urban centers.

We have the knowledge and the necessary laws to assure the wise production and use of our resources. We have among the best laws to protect our air and water from pollution. In short, we can be the recipients of a generation of "clean" industries.

I have discussed my proposal with members of our Congressional delegation; Senators Mansfield and Metcalf, and Congressmen Olsen and Melcher. I have their assurance that they will take the leadership in Congress and urge bipartisan support among their colleagues.

I have today sent telegrams to the Governors of the other states which would comprise the proposed Missouri River Regional Economic Development Commission.

In an effort to seek the broadest possible support and assistance for this major project. I have sent wires to other leading political figures of both parties in Montana, and to all major organizations representing industry, labor, farming, ranching, mining and oil in Montana.

Letters have been dispatched to every elected State official in Montana, requesting their official and personal support for the successful accomplishment of this project.

MISS WILSON. This is submitted from the Honorable Glenn Humphrey, mayor of Big Sandy, and then I have another.

SENATOR METCALF. May I make a comment?

MISS WILSON. Yes, you may.

Senator METCALF. Governor Anderson was invited to testify at this hearing. I think he has chosen a most attractive and eloquent person to read the kind of testimony he would have presented, had he been able to attend.

Miss WILSON. Thank you, Senator.

Senator METCALF. We had thought the Governor would make his report on September 15. He will again be invited to testify and justify this slack water channel. He said in his statement that he discussed it with the congressional delegation. He may have, but that doesn't mean that the congressional delegation agrees, in toto, with his proposal; so, I am glad that you have brought this matter to our attention. I do hope, however, that Governor Anderson will appear in person and present his own opposition.

Miss WILSON. I am just carrying a message from my mayor. [Laughter.]

Miss WILSON. Then I have another one from Howard A. Wiederrich, president, Big Sandy Rotary Club, and I would like to read it at this time.

This club voted unanimously to go on record as being totally opposed to Senator Metcalf's "wild river" bill, as written.

We feel that the people of Montana should have a guarantee to the use of all resources this river can provide for future human needs.

Dams could provide us with large bodies of water which have always, and always will, attract more people than any stream ever has. They could provide us with pollution-free power, which we are fast running short of.

This would provide us with river crossings already badly needed, plus providing irrigation for far more acres of better land than is now being irrigated on the river bottom now. And, don't forget with dams and modern technology, Fort Benton could again be the head of navigation, barging our produce down-river plus manufactured goods up-river.

Personally, I cannot see human needs of our future generations giving way now to a few selfish and short-sighted minority group's recreational desires at the government's expense and provide more government property for "hippies," undesirables and other human pollution to camp on and dare you to touch them.

Perhaps we should ask our young folks if they feel that they and their children can survive on recreation and history preserves.

Thank you.

Miss WILSON. Senator Moss, at this time, I would like to add a few comments of my own, if I may.

Senator Moss. All right.

Miss WILSON. For the last 8 years, I have done quite an extensive study concerning the Missouri River, with my late father, Hugh Lawrence, from Big Sandy. I would like to say that I know this river. I have camped on it. I have ridden horseback on the trails. I have swum in this river. I have taken boat trips. I know the people that live in this area. We have, as a community, discussed this, and I know that over 90 percent of the landowners, along both sides of the river, if given their choice, have signed and sent in a petition stating that they would prefer dams instead of the wild river. Senator Metcalf, I believe that you, at some time in the past, received these petitions.

Senator Moss. Is this the Big Sandy area where the people are generally opposed to it?

Miss WILSON. Big Sandy and that whole stretch of the river; yes, sir.

We feel very deeply about it. We love this area, and we live in this area. We feel that we are in desperate need of an economic boost in this area, and we hope that you will consider this.

Thank you.

Senator Moss. Thank you, Miss Wilson, and we are happy to have you with us today and have the benefit of the material and the briefs that you have submitted, as well as your own views on the bill.

We will now hear from Mons L. Teigen, secretary, Montana Stockgrowers Association. He will be followed by Riley Wm. Childers, of the Montana Associated Utilities, Inc.

Mr. Teigen, you may proceed.

STATEMENT OF MONS L. TEIGEN, SECRETARY, MONTANA STOCKGROWERS ASSOCIATION

Mr. TEIGEN. Senator Moss and Senator Metcalf, ladies and gentlemen, my name is Mons L. Teigen, and I am executive secretary of the Montana Stockgrowers Association. I live in Helena.

Our organization of more than 5,000 members, presently, has been representing the cattle industry in Montana since 1884. Understandably, much of Montana's history has been woven by early day ranchers which is but one of the reasons our organization has more than a passive interest in S. 1405.

One of the few remaining areas in this country, largely unchanged from the way it was when Lewis and Clark trekked through in 1805, is the Missouri River between Fort Benton and the Fred Robinson Bridge. This area has been able to retain its wilderness character throughout the years due to the lack of accessibility, its remoteness and the fact that the primary use of the area has been by the range cattle industry, an industry which disturbs the natural environment about as little as any commercial industry in Montana. The Montana Stockgrowers Association believes that this industry has earned high marks as a result of its stewardship of this and other areas over the years. However, with the recreation pressures facing this particular section of our State at this time, and the increasing popularity that river floating holds for the recreational public, there is a need for strong measures to protect the area.

Our association has previously asked that this stretch of the Missouri be preserved in its free-flowing state, and S. 1405 adequately fulfills this request. Indeed, the bill appears to be the ideal vehicle under which this area can be preserved for the benefit of posterity, as well as present users. The idea that the Secretary of the Interior be authorized to preserve the river under multiple-use principles and the terms of the Taylor Grazing Act is commendable. The Bureau of Land Management has been closely associated with this reach of the river for many years and is the logical agency to further develop its historic and recreational values under the terms of this act.

The Montana Stockgrowers Association wholeheartedly supports S. 1405 in its present form with the limitations contained therein as to acreage and jurisdiction. We would like to thank the committee for holding hearings on this important matter out here in the area effected and hope for speedy consideration by the Congress.

Thank you.

Senator Moss. Thank you, Mr. Teigen, for that very good statement from the Stockgrowers Association. As you point out, the top grazing cattle industry is using the area we are talking about, the majority of them, is that right?

Mr. TEIGEN. That is right.

Senator Moss. Mr. Childers, executive secretary of the Montana Associated Utilities, Inc. Is Mr. Childers here? Do we have his statement? We do have his statement, and his statement will be placed in the record. If he should come in we will hear him, but his statement is in the record.

(The complete statement of Riley Wm. Childers follows:)

STATEMENT OF RILEY WM. CHILDERS, EXECUTIVE SECRETARY, MONTANA ASSOCIATED UTILITIES, INC.

I am Riley Wm. Childers, Executive Secretary of Montana Associated Utilities, Inc., an association of Montana Rural Electric Cooperatives.

By resolution our association opposes the Missouri Breaks Scenic River Bill and supports hydro development of the Missouri River.

I want to express my opposition to the Missouri Breaks Scenic River Bill S. 1405 as it is being proposed. Montana Associated Utilities, Inc. favors the utmost development of our natural resources for the benefit of all concerned and we feel this can only be accomplished by developing to the fullest capacity of all aspects including, recreation, flood control and hydro power.

Testimony favoring development and preservation in the same breath does not seem to me to be compatible. Development of an area or natural resource is not going to leave it preserved in its natural state. Anyone who had witnessed the 175 mile stretch from Fort Benton to the Robinson Bridge, I am sure, would agree that any amount of development will certainly not make the area any worse off than it is and preservation in its natural state is what has existed there since its discovery—and long before.

It appears to me the setting aside of this and other areas in wilderness and wild river sanctuaries is only an ulterior means to an end, and when the time is finally suitable for corporation developments and exploitation the areas will still be there waiting.

We would favor full scale development, as soon as practical, to help develop our state, alleviate our national power crisis, control the threat of floods and provide more and better recreation.

The need for electricity is growing much faster than the facilities to make it. We need more competition in the energy field, more public ownership of power generating facilities.

Senator Moss. Mrs. Olga Cohen.

Mrs. COHEN. Of all the people that are here, I represent no one.

Senator Moss. Well, you represent yourself. That is very good.

Mrs. COHEN. Mr. Moss and Mr. Metcalf, I am a citizen of Montana and an outdoors person. I have traveled on the river, and I feel that this bill will provide us with a marvelous recreation area, and I want to add my "Amen" to everything that has been said in favor of this bill, and I thank you very much.

Senator Moss. Thank you, we are very glad to have had you come here and represent yourself, as a citizen of Montana. That is good. I am sure the Senator appreciates the endorsement of his bill.

Senator METCALF. I say, "Amen," also.

Senator Moss. Mrs. Margaret E. Adams, member of the Great Falls chapter of the Montana Wilderness Association.

STATEMENT OF MARGARET E. ADAMS, GREAT FALLS CHAPTER OF THE MONTANA WILDERNESS ASSOCIATION

Mrs. ADAMS. I am Margaret Adams of Great Falls, Mont. I am a native of Montana, and, because of that, I guess, I have some special feelings about the river and its history.

I would like to just hand to you the prepared statement that I made, and then I would like to add a couple of comments and not take your time to read this statement.

Senator Moss. All right. The statement, in full, will be in the record, as though read, and you may make any other comments you would like.

Mrs. ADAMS. My name is Margaret E. Adams, resident of Great Falls. I wish to speak in support of Senator Metcalf's bill No. S. 1405. I am a native of Montana and I've watched with some concern the changes occurring in our State as the pressure of population and the tourist public makes itself felt. I am by profession a school administrator and so I'm concerned about the future resources of this State for the youngsters now growing up in the State. As part of my continuing training for my profession I've spent six summers in Colorado working on graduate degrees and down there I've seen firsthand the effects of population on the natural resources of a State.

As a native of the State, I'd like to keep things much as they are—but I recognize that we can't do that. I remember hearing a speaker say in Great Falls a year or so ago that if an alert travel agency in Los Angeles would discover the possibility that we could have 1,000 to 1,500 tourists arriving in Great Falls every weekend on Friday evening to spend the weekend in our State fishing, floating, hunting, skiing—recovering from the smog of Los Angeles. To the businessman on main street such a figure must glitter like gold, but to one who has seen the destruction of many areas by people erosion it's a frightening statistic.

Each year there are an increasing number of visitors to the State and natives of the State who take trips down the Missouri, either float trips or hiking or horseback trips. Because there is no control of this traffic and little control of the campsites, the historical sites, the unique geological formations, damage is now being done to the very aspects of the Missouri which Senator Metcalf's bill seeks to protect.

If we are going to expect the young people of our country to respect the efforts made by such historical greats as men of the Lewis and Clark Expedition, then we must preserve something against which the young people can measure these efforts. The historical stretch of the Missouri between Fort Benton and the Fred Robinson Bridge gives us such a measure. No one can float that river, walk those hills, climb those great escarpments without a deep sense of respect for those earlier travelers. Taking the original journals of Lewis and Clark in hand and walking past, or boating past scenes described by them is a thrill never to be forgotten.

Senator Metcalf's bill would not prevent dams on other portions of the Missouri and it would not change the agricultural use of most of the land and it would protect the hunting and fishing now enjoyed along the "Breaks." It would prevent the building of unnecessary dams upon this very historical stretch of the river. We have in northern Montana upon the tributary of the Missouri, the Marias, the Tiber Dam which was built for "flood protection and irrigation" during the term of President Truman. No acres of land are yet irrigated from that dam and the ranch land nearby is much like the ranch land of the Missouri area. If we are not using the capacity of an already built

dam for irrigation purposes in Montana, why should we destroy another free-flowing river to supply water to theoretical irrigation farms?

Whether we establish some protection for the Missouri or not, the Missouri is going to continue to be used. If we adopt Senator Metcalf's bill, we can prevent some abuse of the river.

I urge the passage of S. 1405 to preserve for future generations a bit of America much as it was when Lewis and Clark traversed this area, and to preserve the maximum recreation potential of the river for the increasing recreation created by national population growth and by increased leisure time.

Mrs. ADAMS. Thank you. I guess because I grew up in Montana, I am sympathetic to the stockmen's viewpoint and the grain rancher's viewpoint.

There is one thing I would like to discuss, so far as the barge canal. We are talking about 175 miles of river that is irreplaceable and that is different from any other piece of river that is left. If we bring barge canals up into the Dakotas and into eastern Montana, why couldn't we bring the barge transportation just as far as the Fred Robinson Bridge? That would still be in the central part of Montana, and you would still have transportation that didn't interfere with the historical aspects of the river. We would have the cheap transportation in which the grainmen are interested and if it is possible to barge grain over the tops of all those dams, economically, maybe that is the aspect we should look at.

The other thing I would like to point out is the comments we have heard about irrigation and the need to bring economics to Lewistown and the Big Sandy. We have a dam setting in north-central Montana, the Tiber Dam on the Marias River, which was built during President Truman's term, for irrigation and flood control. We don't as yet, have an acre of land irrigated by it. Big Sandy was one of the biggest supporters of that dam at the time it was being proposed, because all of the flats around Big Sandy were to be irrigated. We haven't irrigated any of them yet. The dam sets there and the water sets behind the dam. No irrigation yet.

Thank you, Senators.

Senator Moss. Well, the dam actually impounds water, but there is no way to take it out; is that it?

Mrs. ADAMS. They have never completed the irrigation project. It was proposed on the basis that farmers would want to change from dryland farming to irrigated farming, but once the dam was built, the farmers didn't care to change over from one kind of farming to another. They don't want to change from 3,000 acres to 160,000 acres.

Senator Moss. Thank you.

Mr. Bob Simpson, field director, North Carolina Wildlife Federation. It is unusual to have someone come all the way from North Carolina. We are glad to see you.

STATEMENT OF BOB SIMPSON, FIELD DIRECTOR, NORTH CAROLINA WILDLIFE FEDERATION; MEMBER, OUTDOOR WRITERS ASSOCIATION OF AMERICA

Mr. SIMPSON. Thank you, Senator. I feel a little bit lost when you introduce me that way, but I would like to say that, basically, I am

an outdoor writer, and I do have a genuine interest in this area. I think I have traveled quite a ways to state an opinion of the Missouri River Breaks.

I am very much in favor of it, as this bill has been suggested by Montana's most able Senator.

I first heard about the Missouri River Breaks from my father, who homesteaded in this great State many years ago. Since then, I have discovered it is very unique. In many ways, it is unparalleled in its beauty.

I now live in the heavily populated East, and listening to some of the comments about this great development, and so forth, I would like to comment that the East, generally, is an environmental disaster area. We have unclean water and unclean air. We have saline intrusion of underground water supply. We have complete defacement of our recreational areas. We have long lines of unemployed as a result of over-industrial development. Don't forget the outrageous cost of all this, the State taxes that have to pay for these benefits. We have income tax; we have property tax; we have sales tax. We have taxes that people in this State have never even thought of, and they are all paying for these great improvements. I don't believe it.

My statement, basically, is this. I would like to make a long speech on it, because I feel very strongly, but I won't.

I often wonder who has written the rules for progress, for there is no evidence justifying the need for the alteration of this historic and magnificent stretch of river, the Missouri River Break. Millions of Americans now know of this portion of the great and wide Missouri. While the majority of them will never see it, and they certainly will never float it, they will insist that this segment of the river be saved in its present state until such time as it is truly needed for another purpose.

There are no major historic rivers left that have not been dammed. Today's enlightened people will demand a place be left as it was when Lewis and Clark made their explorations. We now know that many of the huge dams that were built in the past have proved to be expensive farces that we, the citizens and taxpayers, pay for so that self-seeking interests can have a cheap factory site or sell ill-planned developments or cheaper electric power, under the costly guise of progress.

Now, there may be a time in the distant future when we will need to alter this beautiful stretch of lonely grandeur, but until that time, let us not destroy this section of the mighty Missouri, unless we believe there will be no tomorrow.

As an outdoor writer, who travels thousands of miles yearly in search of beauty and tranquility, I find that I must tell my readers that our greatest natural resources are going fast. I ask you, the representatives of the people, to use your wisdom in deciding whether our children have the right to make decisions on the use of any of our land, or must we leave them nothing but still waters of silt-filled streambeds, instead of a free-flowing example of our great heritage. Please make this a sacred place where our children and future generations can get some inkling of what great adventurers their forefathers were.

In summary, I wish to add my endorsement to S. 1405, but I would like to add one warning. We often destroy what we love the most.

I would like to suggest that we find some way of keeping usage restricted to that to which the land is able to sustain.

Thank you.

Senator Moss. Thank you for your very fine statement, Mr. Simpson. We appreciate it, and we know that you write a great deal about outdoor experiences. We are glad to have your viewpoint on the bill before us now.

We will now hear from Mr. Kenneth Boggs from Geraldine, Mont. Mr. Boggs, would you like to come forward.

STATEMENT OF KENNETH R. BOGGS, GERALDINE, MONT.

Mr. Boggs. Senator Moss and Senator Metcalf, I am Kenneth Boggs, and I live in Geraldine. We have the Missouri River on the west, on the south, the east, and the north. We are surrounded for about 30 miles in each direction, except the south. We value our area very highly. We think it is a wonderful area. I should qualify my remarks by saying that I am speaking for no one but myself, also. I am speaking what I believe. I have a hobby, and I am just a plain, Missouri River rat. I run up and down the river quite a bit. I wish to present the concept of the total use of the Missouri River from Fort Benton to Robinson Bridge.

There are factors of great importance that have not been mentioned, and I wish to enumerate some. First is the time that we are able to enjoy this river; how many months of the year? Well, I have traveled it many times, and I followed the same practice as Lewis and Clark did and, also, the river boat captains. When they traveled the river, they had to have high waters. They had to have water. As you fly over the river today in an air-conditioned airplane, you won't feel the heat down in the river bottom. Probably won't have a rattlesnake take a pass at you, either. The river is dry. You can go down with a rowboat, a 14-foot rowboat, and many, many miles of the river, your oars will touch bottom. A lot of people don't know this. This is a big river. It is a river that has deep water, and it does, for 60 days a year. The rest of the year, it has very limited use. I have sat on the riverbank of the Missouri, and my estimate at this time—I was there over the 4th of July—and river travel down the river in the 2 days I was there did not exceed five different boats. I would say I saw no more than five leisure people going down the river. Believe me, the average daily count through the year would probably not be over one or two boats. In the summertime, possibly you would see three or four. It is mainly because it is unsafe to travel a small rowboat or a canoe that is faster. A powerboat is not passable at this time of the year without shearing the propellers and tying up the river with your boat and motor. In the fall of the year, there are a few hunters that travel. It is a very good hunting area. It would be destroyed very quickly with masses of people. The deer can't stand a lot of people shooting at them all the time. There is a limit as to how many we can have. We should preserve some of them. They became very scarce in that area as much as 10 years ago with unlimited pressure. The ranchers themselves had to take drastic action in limiting who could go onto their land and hunt. The deer almost became extinct. Thanks to them, they preserved it.

The next thought I have in mind is Montana needs industry badly. Industry has been fought bitterly by several different groups for various reasons. We have the resources passing right beyond our doors and on into other States who are grabbing onto every drop of water in their greedy hands. I say, "Stop giving away our water. Use it for the good of the most people, conserve it."

My position is multiple use, recreation. One hundred times more people will derive enjoyment from High Cow Creek proposal than 2½ months of present use.

The next is river transportation. Maybe 50 or 100 years from now, barges can come to Fort Benton and reduce our freight rates in and out of Montana, which will support our economy.

Power development, we need many times the power that is produced in Montana today. Why let it roll on down the river?

Irrigation, ranching, and farming to help produce feed and food. Our barren eastern Montana desperately needs this water for their use. Grazing will be multiplied instead of being reduced with irrigation. Let central Montana enjoy these benefits instead of having a closed monopoly for 2½ months for the enjoyment of so few.

I am against S. 1405.

Senator Moss. Thank you for your statement on that, Mr. Boggs.

We will now hear from Mrs. Arlin Raggert.

STATEMENT OF MRS. ARLIN RAGGERT

Mrs. RAGGERT. Mr. Chairman, Senator Metcalf, I am here to speak as an individual in support of S. 1405. I do not have a prepared, written statement, because I did not come prepared to talk, but I couldn't contain myself.

I have studied water problems through the West for many years. I was a member of the State Board of League of Women Voters, and they sent me to many conferences in Salt Lake and Boise. Before the Colorado River Basins Act was passed, in 1968, I believe, there was much discussion of interbasin transfer of water. In fact, whenever they looked at their water problems, they immediately looked to the very wet northwest and hoped that they could, some way, have access to the water. I am completely sympathetic. I know that the League of Women Voters worked on a national scale, and I am not speaking on behalf of the league. I am speaking as an individual.

Well, when the Colorado River Basins Act was passed, I believe it was Senator Henry Jackson that had written into that act a 10-year moratorium on all discussions of interbasin transfer of water. I think that is over in 1978.

I speak in support of this particular bill, because I feel that this is one way to protect the most precious commodity we have in Montana and that is our natural resources.

Thank you for giving me this time.

Senator Moss. Thank you, Mrs. Raggert, for your statement of endorsement.

We have now completed our list of witnesses.

We say we have had a good hearing. I am pleased that so many remained during the whole day to hear the witnesses. This indicates that there is a great deal of interest in the matter that is before us. Senator

Metcalf has been working on this bill for a long time and he is still trying to perfect it in any way possible; so, we are very glad to have the number of suggestions that have been made here.

Now, this is only the beginning. This is an early field hearing. There will be further hearings held in Washington where the departments may be heard and where the Governor will be asked to respond. There is time and opportunity, if any of you care to, to send in a letter or a memorandum to the committee, Senator Metcalf or to me, if it pertains to this bill or contributes at all to the matter before us. It will be placed in the record. We will hold the record open for 30 days for that purpose. If any of you having sat here and hearing someone else testify think you have something you can contribute, I invite you to send it in. We don't want to just engage in a t'is-t'aint sort of thing. If you have any concrete evidence or suggestions that you think would help the committee in its consideration, we would welcome it for the record.

I am most appreciative of the way the hearing has gone and the fact that we have been able to do a great deal here today in Great Falls. I appreciate my colleague, Senator Metcalf, for arranging to have this hearing in the center part of the State, and I am looking forward to flying with him over the river this afternoon.

Senator METCALF. Mr. Chairman, I know that Senator Mansfield would agree that we are very grateful to you for giving up a very valuable part of a recess to come to Montana and preside over these hearings. We both know what a sacrifice it is to give up your very valuable time. We are also delighted that you have enjoyed the hospitality of this area. I also want to congratulate the people who have testified at the hearing. I think it has been a splendid hearing and we have heard many points of view and gotten some new ideas for re-drafting and changing the construction of some of the language to improve the bill. I think this is an outstanding example of bringing the Government to the people.

Thank you very much.

Senator Moss. Thank you all. We are now adjourned.

(Whereupon, at 3:25 o'clock p.m. the hearing was adjourned.)

APPENDIX

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

EXTENSION OF MISSOURI RIVER NAVIGATION TO GREAT FALLS, MONTANA

A "Review Report on the Missouri River in North Dakota, South Dakota, and Nebraska," by the Omaha District, Corps of Engineers, dated April 1965, included a section on navigation (copy attached) which briefly discussed this possibility up to the Montana-North Dakota State line. Several routes were considered: one entirely along the Missouri River; the other along the Missouri to the James River, to about Jamestown, North Dakota, and thence across the divide to Garrison Reservoir and again along the Missouri River. Very preliminary cost estimates for the James River route amounted to about seven hundred and fifty million to one billion dollars. The only estimate made for the other route was that it would exceed that for the James River, since it would have to provide for navigation passage through the non-navigable dams of the Upper Missouri River reservoir system.

About 150 countries would be served by such a system, providing potential savings to about 850,000 tons of commerce annually at a net savings of about \$1 per ton for the extension along the Missouri River route, and slightly more for the other route.

These estimates result in a benefit to cost comparison of about \$1,000,000 savings to \$40,000,000 cost, annually or a benefit to cost ratio of 1.0:40.0. Extension of such a system further upstream would not significantly modify the preliminary B/C relationship.

Therefore, while it seems physically possible to construct such a system, the very large gap in its economic justification precludes the need for further, more detailed studies.

V. NAVIGATION

13. General

Only a preliminary economic survey was made in association with potential extension of navigation above Sioux City to the Montana-North Dakota state line. More detailed evaluations were made in association with potential extension of navigation above Sioux City to Yankton, a few miles below Gavins Point Dam. Basic traffic surveys, future projections, and evaluations of potential savings were made with the assistance of the staff of the Chief of Engineers. The following paragraphs describe prospective water-borne commerce, the surveys and analyses made, and the type of vessel traffic that could be anticipated.

14. Extension of navigation to Montana-North Dakota State line

(a) *Facilities required.*—As noted above, preliminary studies were made of potential extension of navigation above Sioux City to the Montana-North Dakota state line. These studies included consideration of two possible alternative navigation routes. The first, entirely along the Missouri River, would utilize a canalized slackwater channel above Gavins Point Dam involving locks at the existing dam structures and additional locks and dams in the open-river reaches

between the existing reservoirs. Twelve locks would be required at existing dams and five additional locks and dams would be required in the reaches between reservoirs. The second route would lie along the Missouri River to the mouth of the James River, along the James River to the vicinity of Jamestown, North Dakota, across the divide between the James River basin and Garrison reservoir, and thence along the Missouri River to the Montana-North Dakota state line. For this route, approximately 20 locks and dams would be required above the mouth of the James River.

(b) *Potential commerce.*—The overall tributary area which would be the source or destination of water-borne commerce that might move over a navigation project between Sioux City and the Montana-North Dakota state line includes three counties in Nebraska, 66 in South Dakota, 53 in North Dakota, 11 in eastern Montana, three in eastern Wyoming, and 11 in western Minnesota, or a total of 147 counties. See plate 1, appendix III. Traffic surveys developed a total of approximately 5,400,000 tons of potential base year commerce, of which about 2,720,000 tons were eliminated, for various reasons, during the screening process. The remainder of about 2,680,000 tons consisted of grains, about 88 percent, and miscellaneous commodities, about 12 percent. See exhibit 3, appendix III, for additional details.

(c) *Economic evaluation.*—Since grains constituted the bulk of the potential commerce, 88 percent or 2,349,000 tons, this commodity was selected as representative commerce for a preliminary evaluation of transportation benefits. Such analysis revealed that, of the original water-adaptable 2,349,000 tons, 1,476,000 tons should be eliminated because of no savings or insufficient savings to warrant movement by water. Potential annual savings on the remaining 873,000 tons totalled \$824,000 for movement over the Missouri River route or \$1,031,000 for movement over the James River route. Such savings would be so far short of enough to justify the cost of the overall improvement that further, more detailed studies obviously are not warranted at this time. It must be concluded that, although it is physically practicable to extend navigation on the Missouri River to the Montana-North Dakota state line along either of the routes described, foreseeable benefits are not sufficient to justify such improvement at this time. Accordingly, projections of potential future commerce and transportation savings thereon and estimates of improvement costs were not made. Further information concerning the preliminary economic survey associated with this potential improvement is contained in appendix III.

15. *Extension of navigation to Yankton, South Dakota*

(a) *Scope of studies.*—Preliminary studies of potential improvement of the Missouri River from Sioux City, Iowa, to Gavins Point Dam for the combined purposes of navigation to Yankton and bank-erosion control in the entire reach revealed reasonable prospects for economic justification, and detailed studies of survey scope accordingly were undertaken. At the time traffic surveys and evaluation of transportation savings were initiated, improvement of this reach by both open-river regulation and canalization, as alternatives, was under consideration. Evaluation of base-year potential traffic and base-year transportation savings, accordingly, was made for both types of improvement. It was subsequently determined, as discussed later herein, that canalization was not economically feasible. Future projections of traffic and transportation savings, therefore, were made only for improvement by open-river regulation.

U.S. SENATE,
COMMITTEE ON PUBLIC WORKS.
Washington, D.C., September 23, 1971.

HON. LEE METCALF,
U.S. Senate, Washington, D.C.

DEAR LEE: Thank you for your recent letter requesting information regarding the cost of developing the Missouri River for navigation from St. Louis to Fort Benton, Montana.

The Corps of Engineers has no currently active study which proposes major improvements for flood control or navigation in the upper Missouri River basin in Montana. In a report on a study of the Missouri River basin in North Dakota, South Dakota, and Nebraska, consideration was given to extending the navigable waterway upstream from Sioux City, Iowa, to the Montana-North Dakota state line. This report, prepared in 1965, was subsequently returned by the Chief of

Engineers to the reporting officers for further study. No work is underway at this time on the additional studies.

In the study made in 1965 several routes were considered: one entirely along the Missouri River; the other along the Missouri thence following the James River, to about Jamestown, North Dakota, and across the divide to Garrison Reservoir and again along the Missouri River. Very preliminary cost estimates for the James River route ranged from about seven hundred and fifty million to one billion dollars. The only estimate made for the other route was that it would exceed that for the James River, since it would have to provide for navigation passage through the non-navigable dams of the upper Missouri River Reservoir system.

The studies made by the Corps of Engineers show that the extension of navigation to the Montana-North Dakota state line was not justified by a wide margin at that time. The feasibility of a navigable waterway upstream from the Montana-North Dakota state line to possible terminal points such as Great Falls was not considered by the Corps of Engineers.

I trust this information is sufficient for your present needs.

With kind personal regards,

Truly,

JENNINGS RANDOLPH,
Chairman.

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C., 14 September 1971.

HON. JENNINGS RANDOLPH,
Chairman, Senate Committee on Public Works,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: During the August recess the Senate Interior Subcommittee on Parks and Recreation held a hearing in Great Falls, Montana, on S. 1405, my bill to establish the Missouri Breaks Scenic Recreation River in the State of Montana.

In the course of the hearing a few witnesses raised the possibility that development of the river should include the construction of dams, locks and canals as necessary to make the Missouri navigable from St. Louis to Fort Benton, Montana. As the hearings proceeded it became clear that an Army Corps of Engineers estimate of the cost of such a massive construction project would be a necessary addition to the record of the hearing.

I request that you, as Chairman of the Senate Committee on Public Works, direct the Corps of Engineers to provide the Subcommittee with an estimate of the cost of such a project. The inclusion of this information in the Great Falls hearing record would enable the Congress to make crucial decisions affecting the future of the upper Missouri River in Montana.

Thank you your assistance.

Best personal wishes.

Very truly yours,

LEE METCALF.

MONTANA STATE HOUSE OF REPRESENTATIVES,
Billings, Mont., August 31, 1971.

Senator FRANK MOSS,
Senate Subcommittee on Parks and Recreation, Senate Office Building, Washington, D.C.

DEAR SENATOR MOSS: I wish to reassert my support of the Missouri Breaks Scenic Recreation River as proposed by S. 1405 introduced by Senator Metcalf.

The matter of the Missouri Breaks Scenic River was considered at length during the Montana 42nd Legislative Assembly as the subject of Montana Senate Joint Resolution Number Five. I supported this resolution and was among the 97 members of the Montana House of Representatives who voted for it. This resounding vote was a near unanimous expression of support for S. 1405 by the duly elected representatives of the people of Montana.

The remaining 175 mile free-flowing segment of the Missouri is a unique national resource with outstanding historical, scenic and recreational values. In view of the extensive impoundments and water development projects which have already harnessed 93% of the Missouri's 2,500 mile course, I believe it would be an

urgent national priority that this remaining free-flowing reach of the Missouri be declared a scenic recreation river.

Please incorporate this letter as a part of the hearing record for the Senate Subcommittee on Parks and Recreation at its hearing in Great Falls, Montana, on August 16, 1971, concerning S. 1405.

Very truly yours,

GEORGE DARROW,
Montana State Representative.

THE WILDLIFE SOCIETY,
MONTANA CHAPTER,
August 16, 1971.

Senator FRANK MOSS,
Senate Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR MOSS: The Montana Chapter of The Wildlife Society is a state affiliate of the national Wildlife Society. A professional wildlife management organization, the Montana Chapter membership is made up of professionally trained and employed wildlife biologists. The members are employed by federal, state, county, city, and private agencies, universities and organizations, and represent a cross-section of workers in most phases of resource and environmental management. We are dedicated to good wildlife management which is dependent on good environmental management.

The Montana Chapter of The Wildlife Society has a resolution on record passed by the membership as follows:

Whereas, Montana has unique rivers or stretches of rivers remaining in their free-flowing, natural condition,

Whereas, there is a need to preserve the values inherent to free-flowing rivers necessary for man's quest for quality recreation.

Whereas, there is a need to gain knowledge of the aquatic populations and their ecology in free-flowing rivers,

Whereas, free-flowing rivers do not have the legal protection or recognition necessary to maintain them in their present condition and are therefore being destroyed and lost to future generations,

Now, therefore, be it resolved, that the Montana Chapter of The Wildlife Society requests that a positive program for the maintenance, preservation, and improvement of Montana's remaining free-flowing rivers be undertaken at all levels of government.

The Council of the Montana Chapter of The Wildlife Society hereby urges that Senate Bill 1405 be passed.

Respectfully yours,

BART W. O'GARA,
President.

MISSOULA, MONT., July 28, 1971.

Hon. LEE METCALF,
*Senate Office Building,
Washington, D.C.*

MY DEAR MR. METCALF: Just a short letter to tell you that many of us in western Montana appreciate your efforts to provide wilderness status for the Magruder Corridor and for re-introducing a bill to establish a "Missouri Breaks" wild, scenic and recreation river.

Sincerely yours,

VITO A. CLIBERTI, JR.
NORTHERN ENVIRONMENTAL COUNCIL,
DULUTH, MINN., August 4, 1971.

Hon. LEE METCALF,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR METCALF: The Northern Environmental Council wishes to go on record in full support of Senate Bill 1405, preserving the Missouri Breaks area of the Missouri River, from Fort Benton to the Robinson Bridge.

This last undeveloped portion of the River, traveled by the Lewis and Clark expedition, deserves to be maintained in a natural condition, now only because of its great scenic value, but because of its special place in the history of our nation.

We urge this legislation because it would forestall efforts by the U.S. Army Corps of Engineers to construct dams on this outstanding stretch of the River. There is an opportunity for a dam above Fort Benton, which would not in any way affect this portion of the River. It would provide a booster power source for an intertie between the Missouri Basin and Columbia River developments. Such an intertie would make possible the transfer of power during off-peak periods between the Upper Midwest and the Pacific Northwest, thus reducing the need for nuclear plants.

A copy of the Northern Environmental Council's Policy Research Paper No. 2 "An Environmental Alternative Electric Power Plan for the Upper Midwest" contains this proposal.

We would appreciate inclusion of our Policy Research Paper No. 2, and this statement, in the Senate hearing.

Very sincerely yours,

PAUL W. LUKENS, *Chairman.*

[NOREC Policy Research Paper No. 2, June 1970]

AN ENVIRONMENTAL ALTERNATIVE ELECTRIC POWER PLAN FOR THE UPPER MIDWEST

FOREWORD

"At its present rate of growth, the electric power industry will exceed the physical capacity of the environment to absorb its wastes in the not-too-distant future. Even if all of the problems of controlling sulfur dioxide, nitrogen oxides and radioactive wastes from various kinds of power are solved, the waste heat from power plants *now planned* will eventually create substantial disruption of the environment. . . .

"In short, present projections show by the year 2000—if not well before that time—we will be in serious environmental trouble unless the increase in power generation is slowed, and that if the increase is to be halted in time we must begin to act immediately."

[From *The Space Available*, a report of The Committee for Environmental Information, Environment magazine, March, 1970]

During most of the 20th Century the demand (and supply) for electricity has surged forward in nearly geometric proportions. As long as an expanding economy with growth as its goal is a dominant motivation of our society, electric energy consumption and production are key elements to success. Since 1950, our annual per capita consumption of electricity jumped from 2,600 kilowatt hours to 7,590 in 1969; demand has doubled every 10 years (population is increasing by 1%). 1969 power consumption was 10% above 1968!

To meet the estimated future demand, generating capacity would have to rise from an estimated 1.52 trillion k.w.h. in 1970 to 5.8 trillion k.w.h. in 1990 (340 new generating plants!) There are now some 300,000 miles of transmission lines in the U.S. occupying 4 million acres of land. An estimated average of 20,000 miles would have to be built annually until 1990—using an additional 3.1 million more acres.

The environmental impacts of the electric power industry—clearly significant—loom up in even more awesome proportions. A few indications—

50% of the sulfur oxides and 25% of the particulates polluting the air are derived from fossil fuel generating plants. An accompanying reduction in the earth's oxygen supply and increase in carbon dioxide are also significant impacts.

By 1980, one-sixth of all fresh water runoff in the U.S. will be required for cooling purposes with thermal pollution as a by-product.

More than 10,000 acres of fragile watershed land are irretrievably damaged by exploitive strip mining annually, which leaves whole mountainsides and communities sick and dying for coal used largely in electric power production.

Nuclear power plants produce radioactive wastes extremely difficult of disposal, high thermal pollution potentials and represent a serious accident risk to surrounding populations.

Transmission lines for high voltages slash through parks and scenic areas without regard for esthetic impact or effect on community life.

The United States is without a coordinated national electric power policy and program. It has, instead, a whole network of local and regional power sys-

tems—uncoordinated and often unconnected. As a result each segment—company, municipality or R.E.A.—must plan for its own power supplies, transmission lines and distribution. These are often duplicating and inefficient and result in damaging impacts on the environment not consistent with our national objectives. Power blackouts are one direct result.

These things need not take place any longer in a nation which is re-dedicating itself to restoration and preservation of its environment. But they will take place if foresighted action is not taken now. There are alternatives. For example: Northern States Power Company has announced that it will need six huge new nuclear plants by 1985 of the size now under construction at Monticello, Minnesota. These new generating plants in turn will require hundreds more miles of transmission system which will further disrupt the countryside, and billions of gallons of cooling water which will result in added thermal pollution. It is our contention that a more viable *national power policy* could make use of other power generating sources which do less damage to the environment even if the cost is higher or requires some sacrifice of economic growth.

Many authorities and environmental conservationists are raising a basic question: If environmental degradation is certain to result from this projected expansion, do we *really* need to continue this extravagant use of electrical energy? Clearly, the exponential rise in power demand must break sometime. In view of the pollution hazards the time is now.

To avoid some of the causes of environmental degradation and to mitigate other unavoidable impacts, this research paper offers some alternatives to broaden the arena of decision-making so as to include maximum possible public participation. It is based upon a series of research papers and proposals which were carefully developed in studies by highly qualified specialists (see references), and which are brought together into a single plan for the first time. This report is intended to point the way to more study and action to develop more imaginative alternatives than those now on the drafting boards.

What are these alternatives? There are many which, if combined, could take care of nearly all of our essential power needs without a *huge construction program*. In addition to conservationists and consumer groups, this paper is specifically addressed to the decision-makers who will greatly influence national and regional power policy in the coming months and years.

ALTERNATIVE SOURCES OF ELECTRIC POWER FOR THE UPPER MIDWEST

The following proposals are derived in part from a series of studies which were made—but largely unimplemented—by the U.S. Department of Interior during the 1960's. Because some of them might have raised power costs they were rejected for that reason. But in terms of the total social and ecological damage—cost to the environment—they would be cheaper in the long run than the dangerous air, water, and radio-active pollution which will certainly aggravate our now already critical environmental problems. We frankly seek environmental efficiency at the expense of low first-cost engineering and economic efficiency.

1. *Missouri Basin-Bonneville Power Authority Inter-tie*

Inter-tying regional power systems has the great advantage of providing power for peak loads—especially from regions lying in different time zones—as well as providing emergency power during shutdowns, changeovers and generating failures. A special study completed by the U.S. Department of Interior in April 1968,¹ shows that substantial blocks of power can be exchanged between the Upper Mississippi Region, the Upper Missouri Valley and Bonneville Power Systems—especially during the early evening peak loads (see map). Construction of a “common carrier” ultra-high voltage transmission line and inter-tying the three Regions should be undertaken by the U.S. Government or a power-pool combine to extend present federal transmission systems lines from Western Minnesota to the Twin Cities and to connect the Missouri Basin Federal System with the Bonneville Power Administration on the Columbia River. Peak power can thus be shunted back and forth, thus reducing the need for new generating facilities. A new federal hydro-electric power plant at Fort Benton, Montana (above the proposed Lewis & Clark Wild River stretch)² should be constructed

¹ Western Transmission Study 190—U.S. Department of Interior—Washington, D.C., April 1968.

² Joint Report on Water . . . Resources Development—(Upper Missouri River—U.S. Department of Interior and U.S. Army Corps of Engineers—June 1963.

to boost power "load drop" (200 Megawatts) between the Bonneville and Missouri Systems. It is estimated that at least two large power plants could be eliminated by this inter-tie. A low-sulfur coal power resource is available in Montana-Wyoming which can be developed to provide an additional source of energy if air pollution controls can be installed.³

Recommendation: A joint planning team of MAPPA, Federal Power Commission and U.S. Department of Interior should be formed to implement Western Transmission Study 190.¹

2. Install Low Head "Bulb Type" Turbines in Mississippi River Navigation Dams

A substantial block of hydro-electric power is now going to waste at the navigation dams on the Mississippi River from Hastings to St. Louis. Until recently, their low head or "drop" was considered insufficient to produce electric power economically. Now, however, turbines have been developed which operate efficiently with very small heads but require heavy flows of water. Preliminary studies⁴ show these would be eminently practical on the dams and that they could be tied into existing systems. Definite plans are now underway to install the first of these low head turbines on the Ohio River navigation dams comparable to those found on the Upper Mississippi. Power generated on the first five Mississippi River dams below the Twin Cities would be the equivalent of one of the large nuclear and fossil fuel plants.

Recommendation: FPC leadership working with the U.S. Army Corps of Engineers and MAPPA should prepare plans for installing these generating systems.

3. Re-establish Recently Abandoned Small Hydro Plants

The electric power companies in the Region have been abandoning small hydro plants at a rapid rate on the grounds of "inefficiency" (meaning higher cost per Kilowatt hour). The utility's engineers are only looking at direct cost without considering the fact that these small power-dam-units are completely "clean" and do not cause any environmental damage—thermal, air or nuclear pollution. They should be re-installed with modern equipment at the earliest possible dates on the initiative of the power companies and hooked into local power lines.^{5a} Flow augmentation reservoirs such as the Chippewa Flowage in Wisconsin and the St. Louis River in Minnesota should be managed so as to give proper weight to fish, wildlife, recreation and scenic values by maintenance of maximum conservation pools and to minimize the unsightly "yo-yo" drawdown effects.

Recommendation: Each utility which held licenses to generate power from abandoned reservoirs should promptly re-install hydro-electric generating equipment and seek rate adjustments as needed.

4. Inter-tie with Manitoba Hydro Authority

A study made in 1963, by the U.S. Department of Interior⁵ and largely unheeded, showed substantial blocks of electric power could be imported during off-peak periods from Manitoba Hydro Power Authority. Plans for an inter-tie and exchange of power are in process of development. The one developed dam on the Nelson River and transmission tie lines to the U.S. border will make inter-tying a very logical and economical system.⁶ There is a need to construct 7 more hydro-electric dams and generating stations on the potential sites on the Nelson River. This could be accomplished with substantial new U.S. investment—in lieu of fossil fuel or nuclear energy plants in the U.S.

Recommendation: It is recommended that the U.S. Department of Interior and the Federal Power Commission put a joint task force to work in the Region with the Mid-Area Power Planners centered in Minneapolis to work out a plan with these specific alternatives. (See Item #9)

OTHER MEASURES TO AMELIORATE ENVIRONMENTAL DESTRUCTION

5. Rate Revision to Reduce Demand and Consumption

Electric power rates to the consumer have declined as consumption increased. This system, thoroughly embedded in the rate structures of state regulatory com-

¹ See footnote 1, p. 100.

³ Cool Resources for Electric Generation—Ken Holum Associates, Washington, D.C., January 1970.

⁴ National Power Survey, Report of Federal Power Commission, Washington, D.C., 1964.

^{5a} Common carrier line should be publicly or jointly owned so as to be available to municipal, private and R.E.A. systems equally.

⁵ Fuel and Power Study—Lake Superior Region—U.S. Department of Interior, April 1968.

⁶ Mid-Continent Area Planners Report—Minneapolis, Minn.—June 1968.

missions has encouraged increasingly extravagant use of electric power. Beyond providing minimum basic needs pricing of electric power should be designed to discourage wasteful uses and an incentive placed on reducing unneeded uses. It is recommended that a complete revision in rate structure be made to discourage wasteful uses of electricity by homes, commercial or industrial consumers. This will require establishing a minimum basic rate accelerating rapidly enough to discourage uneconomic use of electricity. The utilities should cease promoting acceleration of electrical use and, instead, encourage consumer economy. An estimated saving of 500 Megawatts of future demand can be achieved by 1985.

Recommendations: The Federal Power Commission should take the lead in conjunction with state regulatory commissions to develop an environmental rate structure.

6. *Consumer Self-Discipline*

The consumer himself can take direct action to prevent the need for more environmental impacts by electric utilities (turn off lights not in use!). The electricity wasted by consumers is in about the same proportion as the other mounting wastes in our society. Self-discipline by our citizenry is one major route to this major saving. One less power plant would have to be built with a substantial saving in the Region.

Recommendation: It is recommended that consumer, utility, conservation and all of the civic organizations join in a campaign to encourage an awareness of the need for reducing power consumption.

ADDITIONAL ACTIONS TO CONTROL ENVIRONMENTAL IMPACTS OF ELECTRIC POWER

7. *Recycling of Aluminum Waste*

Tremendous amounts of electric power are consumed to reduce aluminum ore (bauxite) in the Pacific Northwest, and in the Tennessee Valley Authority. The huge aluminum plants are estimated to use the power equivalent of all kitchens in the U.S. (4% of the national total). An active campaign for collection and recycling of such wasted scrap as beer cans, other containers, and foil, could provide for our aluminum needs with a substantial reduction in power demand.

Recommendation: A national campaign enlisting scrap dealers, aluminum and soft drink companies and breweries should be launched to recover waste aluminum and recycle it through existing systems to reduce electric power now used in primary ore reduction.

8. *New Power Sources-Accelerated Research*

According to one authority, Donald Freeman, Director of the President's Office of Science and Technology, the power industry spends 7 times as much on promotional sales and advertising as on research.⁷ These funds could and should be re-allocated to research into at least two potential "break-through" new power sources—the fuel cell, electrogasdynamics (EGD), and magneto-hydrodynamics (MHD) which convert burning coal, gas, oil (or other heat source) directly into electricity.

Experimental laboratory work by the U.S. Geological Survey in 1961 on the fuel cell using ordinary municipal sewage produced electrically, a clean waste effluent and agricultural fertilizer—yet it has never been carried into the pilot plant stage. If successful on a large scale it could solve three major problems in our society: better sewage treatment, a new source of energy and utilization of waste.^{7, 9}

Recommendation: Both to encourage needed basic research and to discourage wasteful consumption of electricity it is recommended that all the costs of promotional advertising (Reddy Kilowatt is Penny Cheap, Heat Electrically, etc.) be omitted from inclusion in the basic rate structure chargeable to the consumer. *It is recommended* that research into new power production technology and environmental mitigation be included in rates and that the utilities join in establishing a central research and development facility for developing wholly new power production methods.

9. *New Federal Legislation Needed*

Several very significant bills have been introduced into the Congress to provide for greater public control over planning and administration of power sys-

⁷ "The Space Available"—(Report from The Committee for Environmental Information)—ENVIRONMENT magazine, March 1970, St. Louis, Mo.

⁸ "CE Letter on Electricity and the Environment"—The Conservation Foundation, March 1970, Washington, D.C.

⁹ "Power Without Pollution"—Musgrove & Wilson, Reading University, New Scientist March 5, 1970.

tems. Since the electric utility industry is a regulated monopoly and since power shortages, blackouts and environmental damage are not adequately controlled in the public interest there is a need for new criteria, concepts, and regulation. Of the four legislative proposals which have been introduced, the *Electric Power Reliability Act* (S. 1071, Kennedy) gives controls over inter-ties, power line (and gas line) rights-of-way location and conservation and new generating plant location. Informed Congressional sources say there is strong electric power industry opposition to proposals which would give the federal government new authority over power plants and transmission and that "the electric power lobby is ready to fight very hard on this".

Recommendation: New legislation will be needed—preferably the *Electric Power Reliability Act*—to prevent even more environmental damage by this burgeoning force. This law would make possible regional and nation-wide power planning, require greater consideration of environmental values and make possible the proposals set forth in this paper.

10. Power Line Rights-of-way and State Eminent Domain Laws

As a result of numerous conflicts over high voltage transmission line location the Federal Power Commission proposed a new set of environmental criteria in 1968-69.⁸ These were vetoed by F.P.C. Commission John Garver (a former Under Secretary of Interior) on narrow legalistic grounds. To offset this tragic deficiency in federal leadership, a number of state legislatures (Washington, Maryland, Vermont, Maine, and New York) have taken control back from that granted to utilities (autonomous use of eminent domain) by requiring approval by state environmental agencies over transmission line location and siting of generating plants. (Note: Oil and gas pipelines and highway routes should also be included in any legislation.)

Recommendation: The Northern Environmental Council recommends similar laws be passed by the four states in its Region and will supply copies of the laws for interested legislators and conservation groups.

11. End Subsidies to Nuclear Power Plants

According to Prof. David R. Inglis, a professor of Physics at Massachusetts Institute of Technology, the risks to human life and the natural environment from atomic power plants (accidents, explosions and radio-active pollution) are still too great to warrant further expansion. "The hazard of nuclear explosion and destruction . . . by a local radioactive contamination is so serious as if it were by an atomic bomb", he stated. He is highly critical of methods of disposing of radioactive wastes (usually by dumping them into the oceans or burying them).

Recommendation: Halt the building of nuclear plants by ending both the insurance and R & D subsidies which A.E.C. grants to the utilities. The proposed A.E.C. gaseous diffusion (uranium enriching) plant at Knife River on Minnesota's North Shore of Lake Superior will be rendered unnecessary.

CONCLUSION

The 11-point plan for reducing environmental impacts would utilize existing sources of energy more efficiently and would harness presently unused sources of hydro-electric power (non-polluting). The cost to the consumer may rise slightly but the high cost of environmental degradation would be reversed. Joint planning between the investor-owned power companies and the publicly owned systems could make possible the realization of this plan for conserving the environment. It will take substantial leadership by the Federal Power Commission and the U.S. Department of Interior and the Mid-Continent Area Power Planners.

This study did not attempt to develop the potentials existing in power exchanges with the T.V.A. area, Chicago, or Eastern Region. Such possibilities hold an equal premise and should be pursued vigorously.

If only the first 6 recommendations from this paper are adopted, all of the power projections for this region can be met without construction of new fossil fuel or nuclear power plants. A preliminary estimate of the potential power is set forth in the table below.

⁸ See footnote 8, p. 102.

Summary of power potential from alternative sources on savings

	Kilowatts
1. Regional Interties (off-peak power)-----	1, 000, 000
2. Installation of turbines in Upper Mississippi Navigation Dams (low head bulb turbines)-----	400, 000
3. Re-establish Abandoned Small Plants (use existing dams)-----	100, 000
4. Manitoba Hydro Intertie (projected exportable surplus—1985)-----	1, 000, 000
5. Savings from Rate Revisions (increase above base rates)-----	500, 000
6. Savings from consumer self discipline (turn off lights)-----	400, 000
Total -----	3, 400, 000

The alternative power sources offered herein may not, in all cases, be the lowest first cost—and are not intended as such. Preservation of the environment requires some sacrifice of low kilowatt hour engineering and economic efficiencies available in the highly polluting nuclear and fossil fuel plants. A Gallop Poll conducted a year ago for the National Wildlife Federation, showed the vast majority of people are willing to pay more for a clean environment. There undoubtedly will be criticism of these proposals by those accustomed to thinking in lowest first-cost conventional wisdom. To them we merely ask that they now reconcile the old yardsticks so as to avoid the certainty of further environmental degradation. If we continue to disregard ecological intangibles in planning for our future power sources, it is reasonably predictable that there will come a time when life on earth will no longer need any power.

The Northern Environmental Council is composed of conservation and citizen groups joined into a common effort to prevent environmental deterioration of the northwoods, lakes, and prairielands of Northern Wisconsin, Minnesota, Michigan's Upper Peninsula and North Dakota.

OFFICERS OF THE COUNCIL

Prof. Paul Lukens, Chairman (Biologist—Wisconsin State University, Superior, Wis.).
 Daniel Engstrom, Vice Chairman (S.E.D., University of Minn., Duluth, Minn.).
 Herbert Bergson, Secretary (Pres., Save Lake Superior Association).
 James Buchanan, Treasurer (Audubon Society—Duluth).

EXECUTIVE COMMITTEE

Officers of Council	Arnold Overby
Prof. Dale Olsen	Martin Hanson
Milton Pelletier	Charles H. Stoddard, ex-officio

CONSULTANTS

Charles H. Stoddard, Resource Consultant, Minong, Wisconsin.
 Sigurd Olson, Ecologist, Ely, Minn.
 Truman Price, Electric Power Policy Specialist, U.S. National Water Commission, Washington, D.C.
 Robert Nelson, former Deputy Assistant Secretary (Water and Power), U.S. Department of Interior, Washington, D.C.

MEMBER ORGANIZATIONS OF THIS COUNCIL

Brule River Sportsmen, Inc. (Wisconsin).
 Citizens Committee for the Voyageurs Park.
 Citizens Organization for a Sane World (Minnesota and Wisconsin).
 Conservation Committee—A.F.L.—C.I.O. (Duluth Central Labor Body).
 Douglas County Fish and Game League (Wisconsin).
 Duluth Bird Club—Audubon Society.
 Ernie Swift Memorial Conservation Committee (Wisconsin).
 Friends of the Wilderness.
 Izaak Walton League—Duluth Chapter.
 Lake Superior North Shore Association.
 Minnesota Environmental Citizens Association.
 North Dakota Natural Science Society.
 Save Lake Superior Association.
 Save Our Sylvania Action Committee (Michigan and Wisconsin).

Students for Environmental Defense (Minnesota and Wisconsin).
 Superior Junior Woman's Club (Wisconsin).
 The Wilderness Society.
 Twin Ports Clean Air Committee (Wisconsin and Minnesota).
 Unitarian Environmental Committee—Minnesota.
 United Northern Sportsmen (Minnesota).
 Wisconsin Resources Conservation Council.

HAVRE, MONT., August 11, 1971.

Senator FRANK E. MOSS,
New Senate Office Building,
Washington, D.C.

In a resolution adopted by the Havre Area Chamber of Commerce Board of Directors, we ask you to include the following as written testimony in the hearings of Senate Bill 1405.

"The Havre Area Chamber of Commerce recommend the passage of Senate Bill 1405, introduced by Montana Senator Lee Metcalf. Havre, North Central Montana and the boundaries of the Missouri Breaks Scenic Recreation Area support the designation of this one hundred and seventy-five miles from Robinson Bridge to Fort Benton being recognized as a *National Recreation and Scenic River*.

A new horizon of recreation development exists here. Management objectives of the "river" will protect the preservation and recreation uses to preserve its semi-wilderness, and afford Northern Montana the opportunity to invite visitors to explore the scenic waterway and see the numerous historic sites, geological features, and the plentiful wildlife within this river corridor.

Based on our review of the material presented to us, we recommend an amendment be included in S. 1405 to permit the Secretary of Interior to designate the National Park Service as the administrator for the Recreation Phases of the Program. We believe their management experience in recreation to be consistent with the objectives of this bill."

Respectfully submitted,

HAVRE AREA CHAMBER OF COMMERCE.

UNIVERSITY OF MONTANA,
 DEPARTMENT OF ANTHROPOLOGY,
Missoula, Mont., August 14, 1971.

Senator LEE METCALF,
Federal Building,
Billings, Mont.

Subject: Missouri River Hearings—Lewistown, Montana.

DEAR SIR: The topic of today is the value of the area of the Missouri River known as the Missouri Breaks between Fort Benton and Robinson's Bridge in the state of Montana. Values are relative and all must be considered. The "development" of this stretch of river in this case means damming the river and thus flooding the area up river. This type of development has no respect for tradition, history, prehistory or aesthetics. This area is one of the last unchanged stretches of a great river which remains much like was when Lewis and Clark made their journey to the Pacific. Surely, this small section of one of the world's longest rivers deserves to be retained in its original state for future generations.

Its present value as a historic and recreational area needs to be developed—not destroyed. To dam the river may be progress and development to some individuals but in view of the small amount of "undeveloped" Missouri River that is left, this is destruction. In this case, the Corps of Engineers is not developing or improving or giving a dam for progress but removing another segment of the natural heritage Americans have left.

Decisions which may forever destroy another segment of our history and prehistory must reflect the will of the American people as well as special interests here in the state of Montana. At a time when historic and recreational areas are at a premium irreversible decisions must be very carefully made.

Sincerely yours,

DALE E. FREDLUND,
State Archaeologist.

MONTANA INTER-TRIBAL POLICY BOARD,
Poplar, Mont., August 14, 1971.

Hon. LEE METCALF,
Federal Building,
Billings, Mont.

DEAR SENATOR METCALF: The purpose of this letter is to express support for your Bill S. 1405 to establish the Missouri Breaks as a scenic Recreation River. This expression of support is on behalf of the Montana Inter-Tribal Policy Board, comprised of representatives of all Montana Indian Reservations and the Landless Indians. We also urge that you consider a minor change that we recommend to you.

There has been a recent renewal of interest in the preservation of Indian culture concurrent with a strong Indian interest in the Federal administration of lands, water and resources. It goes without saying that much of this Indian interest goes back to historical and cultural relationships of the many Indian tribes, particularly those Indians of Montana. It was not too many years ago that this land and these rivers played an integral part in the lives, historically and culturally, of all our Montana tribes. This was particularly true for the area immediately surrounding the Missouri Breaks and the proposed Recreation River.

Because of the renewed Indian interest in the preservation of Indian culture we are anxious to see the preservation of all features that may relate to the historic and archaic past of the Montana Indian Tribes. We are also mindful that some agencies of the Government have a land-use orientation which does not immediately lend those agency programs to the preservation of culture and physical features. There is one agency, the National Park Service, which carries as a principle of its operation the preservation of historical, cultural and physical features on a higher priority than the use of the land and other resources. We would therefore recommend to you and your committee that section 2(a) be amended to reflect that the National Park Service shall administer and manage the program with a particular slant towards preserving culture and other features that may be important to Montana Indian culture. After that has been done consideration could then be given toward the land use implications as evident in the proposed provisions of S. 1405, which authorizes the administration of the proposed Missouri Breaks scenic area under the Taylor Grazing Act.

We sincerely appreciate your interest in these matters and your continuing support of Indian programs. I remain sincerely yours,

WILLIAM YUPEE,
Chairman.

FERGUS COUNTY,
STATE OF MONTANA,
COURT HOUSE,
Lewistown, Mont., August 16, 1971.

Re Missouri Breaks Scenic Recreation River.

SENATE INTERIOR COMMITTEE,
New Senate Office Building,
Washington, D.C.

GENTLEMEN: The following letter is sent to you for inclusion in the record of the hearing to be held in Great Falls, Montana relative to the above question on the 16th day of August 1971.

A crossing of the Missouri River is a necessity for the future growth of Central Montana. Even a cursory glance at a map showing the highways of Montana convinces one of the need for North-South routes in this area of our state. The dearth of roads presently available to commerce has tended to stifle development in the area. Often, torturous, circuitous routes must be followed to reach places which are but a few air miles away. This has discouraged the commercial intercourse which would lead to economic development of the area. Its deleterious effect can be witnessed on either side of the Missouri River.

On February 14, 1961, the 37th legislative assembly of the State of Montana recognized the urgent need of a North-South route in the area north of Winifred, Montana. There was introduced in the Montana House of Representatives a bill which would have provided \$600,000.00 for the building of a bridge across the Missouri River. The overwhelming majority by which this bill passed the House of Representatives, the body in our State government closest to the people,

should indicate to all concerned the willingness of the people of Montana to develop a suitable river crossing there at this point.

However, at this time, communications were received from influential places in Washington, D.C., indicating that a dam probably would be built in this area and that it could be used as a crossing. For this reason, the Montana Senate set aside this appropriation bill for the time being, waiting to see what plans the Federal government had for this Central Montana area.

Our purpose in reciting the above facts is twofold:

1. The action of the Montana legislature in 1961 demonstrates that the people of Montana then desired to improve North-South travel in Central Montana; we believe that they still desire such a crossing;

2. The fact that the people of Montana were willing to halt their own plans for a bridge in this area in deference to plans for a possible Federal dam and crossing, demonstrated at that time their willingness to accept dams with attendant river crossing facilities.

In the ten years which have passed since 1961, the economy of the area surrounding the Missouri River Breaks has rapidly deteriorated. In the counties most directly affected, Petroleum, Blaine, Judith Basin, Chouteau, Phillips, Liberty, Fergus, and Hill counties, there is a population loss from 1960 to 1970 of 100% or 6,484 people. Every one of the counties listed above is shown as losing population during the decade 1960 to 1970. The economic situation of the counties mentioned was serious before; we consider it now to be very nearly desperate. The lack of river crossings in the area North of Lewistown has measurably contributed to this situation.

Respectfully submitted,

OTTO JENSEN,
ARTHUR GRINDE,
WILLIAM LODMAN,

Fergus County Commissioners, Lewistown, Mont.

WILDLIFE MANAGEMENT INSTITUTE,
Washington, D.C., August 17, 1971.

HON. FRANK E. MOSS,

*Subcommittee on Parks and Recreation, Interior and Insular Affairs Committee,
New Senate Office Building, Washington, D.C.*

DEAR SENATOR MOSS: The WMI is pleased to express its support for the objectives of S. 1405, to establish the Missouri Breaks Scenic Recreation River and to assure the people of the nation and of Montana that this natural and highly historic area will be managed deliberately to perpetuate its full values for coming generations. This particular 155-mile section of the Missouri River is but a vestige of the pristine artery that once flowed for some 2,300 miles across America's heartland. Along much of the river, settlement, agriculture, reservoirs, channelization, and other activities have resulted in major changes of the original system.

A significant stretch of the waterway in Montana, and included in S. 1405, however, has received usage over the years which generally has proven compatible with maintenance of the river's natural qualities. It remains much as it was in 1805 when Lewis and Clark, on their unparalleled exploration of a way to the West, arrived there and were awed by its beauty and bounty. Most of the panorama viewed and recorded by those pioneers persists in deference to the many changes man has caused elsewhere along the Missouri. Land adjacent to the river still retains historic evidences of earlier American Indians who hunted but did not live there permanently. The area is thus rich in history, both archaeological and natural, which augments its basic attributes of wild waters, wild lands, and wildlife that offer a large and diverse potential for outdoor recreation for present and future generations.

The scenery in this region is rough and spectacular. There are badlands formed by artistic winds and waters. There are also lush grasslands, with groves of cottonwoods scattered along the river banks. There are sections where white sandstone with dark volcanic intrusions yet dominate. These geologic treasures are complemented by the great diversity of wildlife inhabiting the area. Mule deer are abundant and sizeable populations of white-tailed deer are harbored in the bottomlands. Pronghorns flourish and trophy elk are common. In 1962 alone, four bull elk taken by sportsmen from this region were of sufficient caliber for listing in the records of the Boone and Crockett Club. Habitat for these and

other wildlife can be protected and expanded under the program envisioned in S. 1405,

A great variety of birds, including golden eagles, prairie falcons, hawks, owls, herons, and shore and song birds live along the river. Sharp-tailed and sage grouse are found along the river breaks. Chukar partridges have been introduced and are progressing satisfactorily. The mourning dove is of special prominence. This section of the Missouri is one of the outstanding mourning dove production areas in the United States. Several hundred thousand are produced here each year.

Waterfowl also are among the major wildlife attractions. The river, the islands, and the many oxbow features of the waterway constitute prime waterfowl production habitat. Canada geese presently make considerable use of these nesting grounds. Studies have revealed that this area has great waterfowl development potential. With proper management, waterfowl production and abundance could be enhanced tremendously.

Cottontail rabbits and jackrabbits are indigneous, and beavers are present with their many engineering skills on display. Mink, muskrats, raccoons, and river otters live in the flood plain habitat and joined by bobcats, coyotes, skunks, badgers, and weasels roaming the upland tracts.

This unique stretch of natural beauty offers protection to several rare and endangered species. The mountain plover, upland plover, and the long-billed curlew use the high prairie benchlands along the river. A few small colonies of the prairie dogs still can be found along with associated species such as the burrowing owl, kit fox, and the extremely rare black-footed ferret. This type of habitat is rapidly disappearing outside of Montana's Missouri Breaks as a result of land use changes. It, therefore, is vital to these creatures that the remaining undisturbed portions of this land be preserved.

Although the fisheries along this stretch of river have not been fully delineated, its waters receive sizeable sport fishing use. In total, fish and wildlife attributes of the area are of unquestionably high order and offer superb enhancement opportunities. The plant life is a living record of the early prairies of the plains of the West.

It goes without saying that this wild and diversified landscape with such an enticing geologic, plant, and fish and wildlife spectacle holds quality recreational opportunities for a broad spectrum of the American people. An estimated 3,000 visitors now float the river each year. The float requires only average skills in boat-handling, leaving the passengers ample time to absorb the immensity and magnificence of the Missouri River Breaks. Their number is expected to grow greatly as the need for this type of recreation rapidly expands as it has elsewhere. Additional thousands utilize the area for camping, picnicking, hiking, birdwatching, fishing, hunting, and for research purposes. Without deliberate management plans, the resources which attract these people could be degraded by extensive use. There already exists a great need for additional facilities to enhance the recreational capability and protect it from human impact. Sanitation facilities, boating facilities, and camp grounds are the most pressing for public health and safety. The Montana Fish and Game Department already has moved to provide some minimum public health and safety facilities, but much more must be done to help protect the area's resources and to accommodate their use and enjoyment.

There are provisions in S. 1405 for designation of wild, scenic, and recreational river areas along this stretch of the Missouri. It is essential that the various activities be integrated into an overall management plan in order to assure high quality in all recreational pursuits. This varied use would be consistent with existing ranch properties located on some parts of the area. The kind of ranching practiced in the river valley is consistent with the historic West. It is possible that these properties may be able to serve as a base for providing activities such as horseback excursions through the scenic landscape. Orderly recreational activities along this reach of the river and simultaneous recognition of its other values will contribute to the best and highest use of this valuable national stature.

Much of the land which would comprise this area already is in public ownership. It is a part of the public domain administered by the Bureau of Land Management. Because of this, and because the vast majority of the relatively few private holdings within the area receive use compatible with the scenic recreational river designation, establishment of the Missouri Breaks Scenic Recreation River would be a tremendous bargain for the American public. This bill, therefore, urges no acquisition of private property within the boundaries of the proposed area, providing its use remains in ranching and other purposes consistent with the

stated objectives. As a precaution, and to protect the interests of the landowners, the bill does provide for the exchange of private property within the area for other outside property under BLM jurisdiction in order to satisfy the objectives of the historic river as necessary.

The State of Montana already has performed great service to the wise management of state-owned portions of the area including a much-needed program of campground location and development. In March of this year the Montana Legislature approved a resolution fully supporting S. 1405. It is fitting that the Federal Government join in this cooperative undertaking with state and local governments by designating the Missouri Breaks a Scenic Recreation River.

The Institute believes that the area should be administered by the Bureau of Land Management, as called for in the bill and supported by Montana conservationists and the state legislature. This would be consistent with the policy established by the Department of the Interior in 1969 regarding administration of "Wild and Scenic Rivers." That policy stipulates that agencies of the Department of the Interior "having jurisdiction over the majority of the land over which rivers and trails in the national system pass" will be given primary consideration for management authority. The necessity for enactment of S. 1405, instead of simply declaring it a wild or scenic river under existing authority, is that the acreage limitations of the latter course of action would rule out inclusion of the magnificent breaks that lie back from the immediate river shoreline.

We support the assignment of responsibility to the agency controlling most of the land through which a wild or scenic river passes in order to minimize bureaucratic conflict and public confusion. In this day of greater demonstrated need for improved management and handling of federal lands, it makes little sense to us to allocate stream valleys to an administrative agency other than the one already responsible for the bulk of the land through which a stream may drain and pass.

I would appreciate having this letter included in the printed record. Also, if a public hearing is held in Washington, the Institute would be pleased to attend and present a brief statement in behalf of his excellent project.

Sincerely,

DANIEL A. POOLE, *President.*

THE IZAAK WALTON LEAGUE OF AMERICA, INC.,
Arlington, Va., August 20, 1971.

HON. FRANK E. MOSS,
Subcommittee on Parks and Recreation,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MOSS: The Izaak Walton League of America is in solid support of the proposed Missouri Breaks Scenic Recreation River in Montana. Rather than burden the record with repetitious material, we associate ourselves with the supporting arguments contained in the letter of August 17 written you by Daniel A. Poole, President of the Wildlife Management Institute.

Should your Subcommittee hold public hearings in Washington, we should be happy to appear in support of this project.

Sincerely yours,

J. W. PENFOLD,
Conservation Director.

BILLINGS, MONT., August 23, 1971.

HON. LEE METCALF,
U.S. Senate,
Washington, D.C.

DEAR SENATOR METCALF: Although I could not be present at the hearings on your wild river bill, I would like to go on record as supporting it.

As a frequent floater of the Missouri Breaks stretch of the river, I am well acquainted with the area. Obviously, you are informed as to its wild beauty and historical importance. The need for power cannot be so great that this small bit of Montana cannot be preserved. The capacity of Fort Peck can be increased, and very likely a number of other alternatives adopted for power requirements and flood control.

Imagine the abhorrence that future generations will hold us in if we let a cultural resource such as this become another reservoir. Montana is extremely fortunate to be blessed with this natural area, but the greatest long-range value

is cultural, not the temporary power or irrigation benefit before the reservoir silts full and becomes another engineer's mud flat. I suspect that such bogs will be more damaging to the environment in future years than even the Northern Pacific's contributions to Montana at Colstrip.

I would appreciate this letter being included in the transcript of the recent hearings.

Yours very truly,

STUART W. CONNER.

NATIONAL WILDLIFE FEDERATION,
Washington, D.C., September 1, 1971.

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

DEAR MR. CHAIRMAN: The purpose of this letter is to express the viewpoint of the National Wildlife Federation on S. 1405 a bill "To establish the Missouri Breaks Scenic River in the State of Montana." We appreciate the invitation to make these comments.

The National Wildlife Federation feels that the segment of the Missouri River included in S. 1405 should be preserved for public use and enjoyment. This section of the River possesses tremendous values for scenic aspects, historical aspects, and primitive aspects at the lower area. We, therefore, support enactment of the bill.

We would, however, suggest that the Bureau of Land Management be the sole administrator of the River rather than the proposed joint administration with the National Park Service. It has been shown many times in the past that joint administration is not the most efficient method for management.

We also suggest that the acreage to be acquired in fee simple be spelled out in the bill. Much of the opposition to this bill has been centered around the amount of land to be acquired for the Scenic River. If the acreage to be acquired is spelled out in the bill, this would mollify the fears of some who are opposed to its enactment.

Concerning the letter from the U.S. Department of Interior relating to this legislation, the Department's position fails to take into account that the legislation is required to keep dams out of the river. For those people interested in seeing the Missouri Breaks Scenic River come into being, it is most vital that it be left in a free-flowing state.

As things stand now, this bill can be recognized somewhat as a compromise between dam builders and those who are for a completely wild river. Under the bill, it would be managed under the multiple use concept.

We hope that the Committee will move to give early consideration to the establishment of the Missouri Breaks Scenic River. We would also be pleased to testify, if invited, when public hearings are held here in Washington, D.C.

Sincerely,

THOMAS L. KIMBALL, *Executive Director.*

SENATOR LEE METCALF,
Senate Office Bldg., Washington, D.C.

GREAT FALLS, MONT., August 25, 1971.

DEAR SIR: "There's Senator Metcalf; he's always where we need him."
That's what my husband said when he saw you August 16 at the hearing on SB 1405 here at Great Falls.

We are very much in favor of SB 1405.

In fact we are in favor of saving all the wilderness possible right away before these rapacious developers, dam builders, clearcutters and others succeed in grabbing it and tearing it up and destroying it. Wilderness never can be made, but it is always possible to use it if necessary.

We think clearcutting should be prohibited in national forests—if people want to clearcut let them do it on their own private forests.

Poisonous insecticides and weedkillers should be prohibited. Cities and factories should be prohibited from dumping any kind of wastes into rivers or lakes.

We need more study in colleges of ways to prevent all sorts of pollution and rewards of some kind to induce people to work harder at prevention.

I think farmers should be prohibited from feeding barnyard wastes to livestock such as cattle or hogs meant for human consumption—it seems a filthy

and dangerous practice. I oppose feeding or giving chemicals to animals to make them gain faster because this may possibly cause cancer in human beings who eat the meat.

To return to the Missouri Breaks: these people who advocate dams always think it will bring jobs, prosperity etc. but as some one said, it is a boom and bust proposition or it dams up water to be used by downstream states, not Montana.

As to this complaint about Montana young people leaving the state, that is true, young people have always wanted to leave home and see the world—my two sons now claim they are Californians. But I know people from other states who are now enthusiastic Montanans—a fair exchange and maybe good for all.

As to people going broke—this is sometimes the best thing that can happen to them—my father went broke farming in Eastern Montana and left the state, my husband and I went broke farming and moved to Anaconda—I think everybody was happier. Farming changed. And as to large companies being bailed out by the government—that is bad—let them go broke and let some one younger or more inventive take over who does NOT need government help. I may sound mean but I think sometimes it IS better to quit one thing and go into something else.

Best wishes from myself and my husband, and keep on as you are doing.

VERA L. PRAAST.

GREAT FALLS, MONT., August 25, 1971.

DEAR SENATOR METCALF: I am writing to you because I strongly support your bill to make the Missouri River between Fort Benton and Robinson Bridge a wilderness area. I am a young Montanan who would also like to remain in the state and make my livelihood here. However, I do not wish my job to be provided at the expense of the state's wilderness areas, by destroying or industrializing her quiet and wide open spaces. It is because of her wilderness that I wish to remain a Montanan. I know you have the support of many other people here who like myself above all want to keep Montana a special place of beauty. If my income need by slightly less because of it, I feel I have gained more in the long run by having natural areas nearby.

I have plans for traveling down the Missouri some day in a canoe. I hope this will still be possible when I am ready to make the trip. I appreciate what you are doing to protect this area of the state. Thank you for your efforts.

Yours truly,

MRS. KEN BREWER.

NATIONAL AUDUBON SOCIETY,
New York, N.Y., August 27, 1971.

Senator FRANK E. MOSS,
Subcommittee on Parks and Recreation, Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR SENATOR MOSS: The National Audubon Society enthusiastically supports S. 1405 or similar legislation to establish a Missouri Breaks Scenic Recreation River. We should like to be associated with the detailed statement supporting this legislation sent you under date of August 17, 1971 by Mr. Daniel A. Poole, President of the Wildlife Management Institute.

Please make this letter part of the record of hearings on S. 1405.

Sincerely,

CHARLES H. CALLISON,
Executive Vice President.

STATEMENT OF ROBERT C. SYKES, KALISPELL, MONT.

By way of introduction, I am a former president of the Montana Wildlife Federation, a member of the State Advisory Committee of the Bureau of Land Management of Montana, representing outdoor recreation; I have been a member of the Board of Directors of the Montana Wilderness Association, and have been interested in various sundry activities pertaining to recreation uses of the resources of Western Montana all my life. I have been a District Judge for about four years and am an ardent horse recreationalist insofar as wilderness and outdoor camping is concerned.

In 1965, while president of the Montana Wildlife Federation, I helped organize a "Show Me" trip down the Missouri River. Up to that time, I never enjoyed boat

recreation, due to my own specific love of riding the trails. Nothing left a greater impression on me than the two-day trip from Virgelle Landing to the Charles M. Russel Game Range headquarters. It is inconceivable to me that anyone making this trip would in any way support a dam or any other type of activity that would adversely affect the unique esthetic historical, and peculiar beauty and enjoyment that exists at the present time on this particular stretch of the river.

It was most pleasing to see the wholehearted agreement by the stockmen who participated in the "Show Me" trip and the fact that the water recreational use would not in any way adversely affect the livestock use of the area, where mutual recognition, understanding, and planning was established.

I sincerely hope that possibly a visual demonstration through slides, showing the various parts of the river, the outstanding geological formations, the historical campsites of Lewis and Clark, etc. might be of some help in giving proper recognition as well as better understanding to the members of the Interior Committee as well as all others who have not had the opportunity and the privilege to personally visit this area.

I believe the use of the scenic easements, in the most important aspects in coordinating compatible uses of an area, and this had been given priority status in Senator Metcalf's Bill. I urge favorable action on Senate Bill 1405 as soon as possible.

BOZEMAN, MONT., August 29, 1971.

HON. ROGERS C. B. MORTON,
Secretary, U.S. Department of the Interior,
Washington, D.C.

DEAR MR. SECRETARY: Your department has recently recommended against enactment of S. 1405, a bill introduced by Senator Lee Metcalf to establish the Missouri Breaks Scenic Recreation River in the State of Montana. I am writing to request your review of this recommendation.

In his letter of August 12, 1971, to the Senate Committee on Interior and Insular Affairs, Acting Secretary Pecora reasons that S. 2401, if enacted, will provide sufficient protection of the Missouri River and that, therefore, S. 1405 would be unnecessary and perhaps superfluous. It should be noted, however, that S. 1405 would provide specific directives to the Department of the Interior regarding the uses and management of that portion of the Missouri River between Fort Benton and the Fred Robinson Bridge, whereas S. 2401 would merely provide administrative guidelines. In particular, S. 1405 would provide legislative protection of the "wild" and "scenic" portions of the river from impoundments and diversions—protection which would not be provided by S. 2401 except insofar as said portions of the river might be adjudged "areas of critical environmental concern" and subsequently managed in accordance with the provisions of S. 1405. The department of the Interior may have reasonable cause for opposing S. 1405 because of its specificity and because it reduces administrative discretion, but the probable enactment of S. 2401 provides absolutely no basis for opposition to S. 1405.

Acting Secretary Pecora concludes that "in view of the need to prudently allocate Federal resources, the relatively higher priority of other areas which are in greater need of protection and whose development will benefit a greater number of people. . . this Department recommends against enactment of S. 1405." That many areas of our nation are in greater need of protection than the aforementioned portion of the Missouri River may be true, but this is hardly a valid reason for delaying or avoiding its protection. Further, the desirability or merit of protecting natural areas cannot be measured in terms of the number of users. Indeed, in my opinion, one of the major justifications for Senator Metcalf's bill is to prevent the aforementioned portion of the Missouri River from becoming a high priority area in need of protection. It seems far wiser to protect an area with high intrinsic values from becoming irreversibly altered than to wait until said area has been changed to the point where it can merely be salvaged.

I believe it is also pertinent to note that Sec. 102(2)(C) of P.L. 91-190, the National Environmental Policy Act of 1969, requires that "all agencies of the Federal Government shall include in every recommendation or report on proposals for legislation . . . significantly affecting the quality of the human environment, a detailed statement by the responsible official on" the environmental impact of the recommendation as well as on other matters. In my opinion, Acting Secretary Pecora's recommendation against enactment of S. 1405 satisfies the criteria set forth by the Council on Environmental Quality in the Federal Reg-

ister, Vol. 36, No. 19. In particular, the C.E.Q. has stated that "Proposed actions the environmental impact of which is likely to be highly controversial should be covered in all cases." Certainly, in view of the support for S. 1405 expressed in public hearings and by resolution of the Montana Legislative Assembly, the Department of the Interior's recommendation against enactment must be termed "highly controversial."

In summary, I urge you to review and reconsider Acting Secretary Pecora's recommendation against enactment of S. 1405. Mr. Pecora has given no arguments against S. 1405, but has merely expressed support for other legislative proposal and that other areas may be in greater need of protection are not valid reasons for opposing S. 1405.

Respectfully yours,

MICHAEL J. GONSIOR.

STATEMENT OF MARVEL B. COTTON

DEAR SENATOR METCALF: Thank you for sending me a copy of your bill to save the Missouri River Area from Fort Benton to Robinson Bridge from "developing". It sounds great except where it reads page 3 line 17e "The Sec. shall permit hunting and fishing" etc. This sounds as if the animals there will be doomed to be terrified of people as they are other places. I realize the Gun Lobby is powerful but if they have to be given the right to come in and scare, injure and spoil the wild life we should protest.

By using the river to photograph the scenery and enjoy the country there we are trespassing on the home of many forms of wild life. They belong there and we do not. Where we have come in and taken over without regard to natural owners we haven't done very well by the land. I believe in reverence for life but more than that I believe in the beauty of nature as it is. There are so few places left like the Missouri River Country in Montana.

So long as your bill allows a Sec. of Interior to "develop" it as has been done all over the United States, I cannot support it.

The Missouri River Country needs no developing. That was all done when it was formed by a more capable creator than we could ever hope to be. The country merely needs preserving as it is.

STATEMENT OF BEN TAURMINA, GREAT FALLS, MONT.

Senators Moss, Metcalf and Hansen. I am testifying on behalf of the Great Falls Chapter of the Montana Wilderness Association. Our position is fully in support of S. 1405 for the preservation of the Missouri River Breaks and the establishment of this magnificent stretch of river as a Scenic Recreation River.

This stretch of river is today almost as it was during the Lewis and Clark Expedition. Very little has changed. Many of the landmarks, formations and camp sites as noted in the Lewis and Clark journals are easily identified. Antelope, deer and big horn sheep as well as other species of game abound in this area, an area in which a goodly quantity of Montana Beef is raised. A stretch of America almost untouched by human hands and devoid of car bodies, tin cans, bottles, industrial and human waste.

Much of Montana today can be classified as the LAST FRONTIER. We much prefer this classification as opposed to the LOST FRONTIER. Many of this nation's states can attest as being lost frontiers. Lost frontiers with inherent problems of water, air, and other environmental pollution. Pollution which will cost several billion dollars to overcome.

We are not opposed to progress as long as it is established within guidelines that our present and future generation of human and wildlife can live with. Unfortunately, much progress in the past has been haphazard and much of the damage is irreparable.

We go on record as opposed to construction of dams on this stretch of the Missouri River for many reasons. Foremost is the inundating of an area which played a great part in the history of this nation and settlement of the West. An area of America which would be lost forever under countless tons of water. An area which would be referred to as USED TO.

Construction of a dam would be prosperous for a small portion of Montana for a short period of time. With this prosperity would come the fall out. The damage to game range, construction of access roads, building of fences, damage to crops

and property, law suits and other social problems always associated with a project of this scope.

The far reaching results would be countless roads and trails in which all sorts of motorized vehicles from the trail bike to the recreational vehicle would emerge as victors over the frail terrain. All of these vehicles would bring masses into the area, uncontrolled, unregulated, and devoid of good management with resultant land owner problems, not to mention the waste these masses leave behind.

Along would come miles of power transmission lines and poles. A scene foreign to our "Big Sky Country". Poles the farmer rancher must cultivate around. Lines the airborne crop duster must recon with, making his services more hazardous and costly. Services costly to the point that the farmer ranchers meager earnings become more meager yet. Power lines whose wealth is transported out of Montana. Power line routes which again provide more avenues of access for the trail bike and four wheel drives.

Gone will be the tranquil beauty of the white rock, lime and sandstone formations. Gone will be the gently flowing river. Getting to the hole in the wall will be no greater task than climbing up a flight of stairs. Away are the landmarks of Lewis and Clark, the steamboat captain and the adventurous ones. No longer can you float gently downstream your imagination transporting you back a century in time. Imagining the Indian settlements, the Buffalo, the Elk and yes even the Grizzly Bear, all fighting for survival. Where are they today? We are today fighting for the survival of this area. Cannot we capitalize on the past and emerge victorious.

In closing, we have one question which must some day be answered. Why is it that this country will spend millions of dollars to preserve an ancient part of the Nile Valley from the backwaters of the Aswan Dam, but is unwilling to preserve our own historical areas? Are not our historical sites every bit as great as the tombs of the Pharaohs? Areas associated with founding of the greatest nation the world has ever known.

KALISPELL, MONT., August 31, 1971.

SENATOR FRANK MOSS,
Senate Subcommittee on Parks and Recreation, Senate Office Building, Washington, D.C.

DEAR SENATOR: I wish to express my support of S. 1405.

Those who have been through this Missouri River area know the importance of setting it aside as a wilderness area for present and future generations to enjoy.

The growing desire of a large segment of the people to visit these wilderness areas should be encouraged to strengthen the nation.

Our cattlemen will not suffer because this section of the Missouri is kept wild.

Yours sincerely,

M. S. McLELLAND.

LAUREL ROD & GUN CLUB,
Laurel, Mont., September 2, 1971.

HON. SENATOR LEE METCALF,
Subcommittee on Public Lands, Washington, D.C.

DEAR SENATOR METCALF: We are in accord with S. 1405 to establish the Missouri Breaks Scenic Recreation River. As sportsmen any legislation protecting the right of all to enjoy the outdoors is always our goal.

The History of the development of the west shows the Missouri River played a great part in it. It is our hope that the unspoiled natural beauty and landmarks along its banks can be preserved for future generations to behold and enjoy, the recreation obtained by excursion and the hunting that is always enjoyed when not hampered by no trespassing notices that appear readily after acquired by developers and ranching corporations.

As a resident of Montana for fifty nine years, I have noted the influx of developers and the enlargement of farms and ranches into corporations and as these developed so did no trespassing, no hunting and no fishing signs. It is my thought these things bear heavily on our present dilemma of rushing for protection of natural resources and environment, before all that is left for the public is the pleasure of driving by.

Respectively

J. E. FREEBURY, *Secretary.*

LAUREL, MONT, September 6, 1971.

Senator FRANK MOSS,
Senate Subcommittee on Parks and Recreation,
Washington, D.C.

DEAR SENATOR MOSS: I recently had the pleasure of taking three people from the Minneapolis area into the Beartooth Primitive area. This is a very rugged mountain area in South Central Montana. One member of this group was a 14 year old girl, which until this trip, I doubt had ever been anywhere where man hadn't left his imprint. I cannot begin to express her enthusiasm for this wilderness experience.

We must and I believe it is our duty at this time, save and preserve to the best of our ability, such areas as the Wild Missouri River.

I have lived all my life in Montana and slowly I have watched these areas diminish due to one cause or another. Now the time has come that we must take a good look at what the future generations may need and set them aside as they now exist.

Yours truly,

HOWARD L. THOM.

GOOD MEDICINE RANCH,
Livingston, Mont., September 7, 1971.

Mr. FRANK MOSS,
Senate Subcommittee, Parks and Recreation,
Senate Office Building, Washington, D.C.

DEAR SENATOR MOSS: The remote, 175 mile reach of the Missouri River downstream from Fort Benton, Montana to the Fred Robinson bridge is not "just another river" nor is it merely "one of dozens like it". In most every respect, whether it be hydrological, historical, or recreational, this reach of the Missouri River is in a class by itself. It is indeed worthy of the protection that would be afforded by Senator Metcalf's bill, (S. 1405), A Missouri Breaks Scenic Recreation River.

As a life-long resident of Montana I have had opportunity to become acquainted with a number of water development projects; existing as well as proposed. With the advantage of hindsight it is easy to see that the recreational worth of some waters easily exceeds that of any other use. I am convinced that the Missouri River between Fort Benton and the Fred Robinson bridge is such a waterway.

Considering some live examples of management complications that have been spawned by dual administration I would hope for a single administrative agency for A Missouri Breaks Scenic Recreation River. With the possible exception of the Montana Fish and Game Department, no public agency is better acquainted with the potentials of this reach of river than the Bureau of Land Management. I am confident they would administer a Missouri Breaks Scenic Recreation River fairly and efficiently.

Senate Bill 1405 as written, (no amendments needed), would open the way to real, (rather than imaginary), benefits for sparsely settled central Montana and also for the rest of us in the "lower 48".

Sincerely,

JOE M. HALTERMAN, Owner.

STATEMENT OF ELIZABETH SMITH, BOZEMAN, MONT.

Please include the following in the August 16, 1971 Great Falls hearing record on S. 1405.

I submit my views on this proposed legislation not only as a resident of Montana but as a citizen of the nation and the world. For the last free-flowing stretch of the great Missouri has a meaning that reaches far beyond the boundaries of this state. It belongs to us all, not only in space but in time. It is part of our history—our personality as a nation.

I am not alone in this belief and certainly not alone among Montanans:

We of this state have spoken through our Congressional delegation, giving rise to this bill. We have spoken through our last legislature, which overwhelmingly resolved to support this bill. We have spoken through our Bureau of Land Management State Advisory Board, which in February also resolved, unanimously, to support this bill.

We have spoken through our Fish and Game Department, which lists the Missouri as a state recreational waterway and which is working to preserve the unique values of the natural river and to give the people of our nation the best possible opportunity to enjoy them.

We have spoken—thousands of us—from all across the country, for generations—in our quiet trips on the broad flowing waters, in our pictures, our books, our letters, our ecstasy at an experience that cannot be duplicated anywhere in the world, that cannot be forgotten in our lifetimes, or in those that come after us.

We have spoken, in the past year, for a proposal that represents the best promise we know for perpetuation of a landscape that moves our hearts and minds.

For a proposal that offers benefits to a multitude of interests from the most practical to the most aesthetic: ranching, mining, oil and gas leasing, geology, archeology, anthropology, history, recreation, literature, and art.

For a proposal that prescribes administration under the Taylor Grazing Act and thereby under the Bureau of Land Management, an agency which can most appropriately, economically, and cooperatively manage the land and water resources of the region.

So I will ask now, on behalf of those who have spoken, whether there is any valid need to sacrifice these many enduring benefits or to change the bill's provisions in favor of a less appropriate agency?

I will ask now whether placing short-term economic schemes and questionable impoundment projects above the timeless gifts of a national treasure is not short-sighted, self-serving, and anachronistic?

I will ask now whether anything less than preservation of this priceless stretch of waterway is not a denial of the American dream and an insult to the American spirit?

Today—as this chance to protect our last remnant of the wild Missouri is before us, we look backward into time and are part of a great river flowing. We look forward into time with the hope that it will flow forever.

I urge the Senate Subcommittee on Parks and Recreation to report favorably on S. 1405 and help make our hope a reality.

DENVER, COLO., September 10, 1971.

Senator FRANK MOSS,
Senate Subcommittee on Parks and Recreation, Senate Office Building, Washington, D.C.

DEAR SENATOR MOSS: I would like to lend my support to S. Bill 1405 and its establishment of the Missouri Breaks Scenic Recreation River. Fewer and fewer opportunities exist for an increasingly recreationally minded public to savor those natural scenic resources which contribute recreational uniqueness both quantitatively and qualitatively.

As a prolific user of the rivers of the Western United States for recreational excursions I sense a fantastic increase in the demand for that form of usage. For many outdoor enthusiasts river excursions will have no comparables for savoring magnificent scenery while imparting the least amount of environmental impact and damage in the coming years and decades.

In view of the fact that less than 8% of the mileage of the entire Missouri River remains in its natural state I must without reservation encourage acceptance for the establishment of that section between Fort Benton and Fort Peck Reservoir as a National Scenic Recreation River.

Sincerely,

RODMAN L. TIDRICK.

HELENA, MONT., September 13, 1971.

Senator LEE METCALF,
Senate Office Building,
Washington, D.C.

DEAR SENATOR METCALF: It would be greatly appreciated if you would have this letter placed in the Hearing Record for Senate Bill 1405.

I have been actively interested for many years in efforts to obtain a fitting classification for the Missouri Breaks area between Fort Benton and the headwaters of Fort Peck. During this period I have had the pleasure of many boat

trips through the area and have joined in several detailed studies that have been conducted.

There is no question in my mind but that this unique reach of the Missouri should be classified wild, scenic and recreational as described in your excellent bill.

I have no strong feeling in regard to the administration of the area as between the Bureau of Land Management or National Park Service. They are both highly capable.

My chief hope is for a protective classification while the area still contains its present amazingly pristine character. This possibility as you know so well, is of deep concern to the nation as well as the State of Montana. A bill to establish the Missouri Breaks Scenic Recreation River could well represent one of the most important conservation measures of our time.

Sincerely,

ROBERT F. COONEY.

AMERICAN CANOE ASSOCIATION,
Denver, Colo., September 14, 1971.

Hon. FRANK MOSS,

Senate Subcommittee on Parks and Recreation, Senate Office Building, Washington, D.C.

DEAR SIR: The American Canoe Association, speaking for the thousands of canoeists and kayakists in America, heartily endorses S. 1405—Senator Lee Metcalf's bill to establish the Missouri Breaks Scenic Recreation River.

We feel strongly that this last stretch of the Missouri should be given protective designation and proper management. Many of our members have spent delightful weeks canoeing this wild part of the River. It is imperative that the Missouri's tremendous historical scenic and recreational values be preserved for future Americans.

I hope that this letter may be made a part of the hearing record on S. 1405.

Sincerely yours,

THOMAS H. COOPER,
National Commodore.

HOUSTON, TEX., September 16, 1971.

Hon. FRANK E. MOSS,

Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR MOSS: I urge your support of S. 1405, to establish a Missouri Breaks Scenic Recreation River. The bill would protect 165 miles of the free-flowing Missouri River in central Montana and would require the Bureau of Land Management to manage it primarily to protect recreational and historical values. A major threat now comes from a Corps of Engineers proposed dam at Cow Creek, which would flood what remains of the area. The area is noted for its beautiful white sandstone formations, extensive wildlife, badlands, rapids and historical forts and campsites, and much of the surrounding land is already under water as a result of flood control and navigation dams along the river.

I request your support of S. 1405 when it comes before the National Parks and Recreation Subcommittee so that the best of what remains can be preserved in a Missouri Breaks Scenic Recreation River.

Sincerely,

JOHN MUSGROVE.

GALLATIN SPORTSMEN'S ASSOCIATION,
BOZEMAN, MONT., September 24, 1971.

SENATOR LEE METCALF,
U.S. Senate,
Washington, D.C.

DEAR SENATOR METCALF: The Gallatin Sportsmen's Association supports S. 1405 relating to the Missouri River. We appreciate your concern for the environment, and we too believe that some of our resources must be preserved for future generations. There is no valid reason why this generation should be allowed to exploit every foot of our country.

Sincerely yours,

HARRY MCNEAL, President.

GREAT FALLS, MONT., August 16, 1971.

SENATOR FRANK MOSS,
Subcommittee on Parks and Recreation,
Great Falls, Mont.

DEAR SENATOR MOSS: I am writing as an individual to urge passage of Senate Bill 1405, to establish the Missouri Breaks Scenic Recreation River. I have floated this river on numerous occasions with other family groups, and strongly feel this section of the river should be preserved for our children and posterity. This feeling is shared by the other families who floated with us. These people were both from Great Falls, other cities in Montana, and from as far away as Seattle, Washington.

I would oppose the construction of any dams in this area, and feel that they would have a detrimental economic effect, for the long run, in this section of the state. As Referee in Bankruptcy for the Eastern part of Montana, I am familiar with the effect of temporary artificial economic booms which result from construction such as dams, and in the long run, result in long term economic depression when workers are left here stranded without jobs. On the other hand, I feel a scenic river would result in a stable and long term economic benefit to Fort Benton and other cities close to the river in the form of ever increasing tourist trade as more and more people come to enjoy the scenic beauty of this area. I hope S. 1405 may soon be enacted into law.

Yours very truly,

ORVILLE GRAY, Attorney at Law.

HAMILTON, MONT., August 15, 1971.

Senator FRANK MOSS,
Senate Subcommittee on Parks and Recreation, Senate Office Building, Wash-
ington, D.C.

DEAR SENATOR MOSS: This letter is written in support of Senator Lee Metcalf's bill, S. 1405, which will establish the Missouri Breaks Scenic Recreation River.

This bill is in direct accord with the efforts of many conservationists in Montana and from other states. The struggle to preserve a stretch of "Mighty Mo" in its natural state has been a tough one and we recognize in Senator Metcalf's bill a most satisfactory culmination of our efforts.

The bill takes into account the different characteristics of different stretches of the river, protects the historic points, and all in all, is an excellent vehicle for preserving this priceless part of our natural national heritage.

I wish to have this letter made a part of the permanent hearing record.

Sincerely,

DORIS MILNER.

BOZEMAN, MONT., August 13, 1971.

Senator FRANK MOSS,
Senate Interior and Insular Affairs Committee, Senate Office Building, Wash-
ington, D.C.

DEAR SENATOR MOSS: Having canoed the entire stretch of the Missouri River under consideration for S. 1405, I can vouch for the validity of the proposal in S. 1405, and I would like to have it recorded that I strongly favor the passage of the bill as it is now constituted. The value to those who appreciate the type of country with its wildlife through which this stretch extends is very great, and will become greater as the years go by and people become aware of the privilege of visiting this area. It is a piece of history, likewise, which we would do well to preserve. We have wild waters in various kinds of terrain—mostly in mountainous places where sub-alpine or woodland conditions prevail. However, we have few if any rivers in plains country, and butte country preserved for the future enjoyment and enrichment of the people, to say nothing of the benefit to wildlife and water preservation.

Thank you for your trouble in including this statement.

Yours very truly,

JOHN MONTAGNE.

LEWISTOWN ROD AND GUN CLUB.

Lewistown, Mont., August 13, 1971.

Chairman FRANK MOSS,
Senate Interior Committee,
Washington, D.C.

GENTLEMEN: The Lewistown Rod and Gun Club heartily supports S. 1405 as introduced by Senator Metcalf. He has embodied most of the ideas we cherish as a concerned conservation group in S. 1405.

This stretch of the Missouri River seems to lend itself to a variety of uses including hunting, fishing, hiking, grazing, archeological investigation, floating, boating, and on and on. For this reason we feel the Bureau of Land Management should definitely be the managing agency. We strongly support the multiple use management of the area by the Bureau of Land Management.

We urge passage of S. 1405 at the earliest possible time.

Respectfully,

JOHN S. GILPATRICK, *President.*

LEWISTOWN, MONT., *August 14, 1971.*

Senator FRANK MOSS,
Great Falls, Mont.

DEAR SENATOR MOSS: I am writing this letter to you addressed to the Rainbow Hotel in Great Falls because I don't think it will be able to get to you before the hearing any other way.

My husband and I have a stock ranch between Lewistown and the Missouri River Breaks. We are interested in preserving the river breaks as a scenic area where the people, who wish to, can see some of this historic area that helped make our nation the great nation it is today. We are also interested in being able to live in the area and raise our family here. It is our feeling that the BLM will disturb the area the least and leave the most ranchers in the area so that we can better pay our taxes to support the area. If the area is turned over to the Park Service we feel that it will come off the tax rolls and just be another burden for us to carry in the area. As you know, in this sparsely populated area, we have a great burden to carry to be able to live here. We have excessive miles to haul our products, excessive miles of road to build, and our children must go great distances to school. All of these things we feel we can cope with if we can use most of the land for farming and ranching. Property taxes are now costing us upward of fifteen dollars a head for every calf that we sell from our ranches. We do not want to see more cattle or land taken off of the tax roll in Fergus County. The multiple use concept that the BLM has, will keep many of the ranchers and the cattle in the area which will help lower, or at least not increase, our tax burden. We do not want to be hoggish. We would like for the rest of the people of our great nation to be able to see the Missouri River in its primitive stage, and also see our great State. We would also like to be able to afford to live here. It is my hope that you will be able to see your way clear to support Senator Metcalf's bill and the BLM to manage the scenic river.

Thank you for your consideration.

Sincerely,

Mrs. MAX P. MABERRY.

KALISPELL, MONT., *August 13, 1971.*

Senator LEE METCALF,
Interior and Insular Affairs Committee, Senate Office Building, Washington,
D.C.

DEAR SENATOR METCALF: I am writing to you in support of your bill, S. 1405 which in essence is to preserve the Missouri River in its free flowing state from the upstream end of Ft. Peck Reservoir to Fort Benton.

In June my wife and I floated the portion from Virgelle Ferry to the mouth of the Judith River. To say we were impressed with the virgin beauty of much of the area and the rugged and spectacular scenery is an understatement. It was magnificent.

The historical sites were an added bonus. We had a map of the area showing steamboat landings etc., which was very interesting. It would be sheer folly to forever destroy this last portion of the Missouri River.

Please make this letter a part of the record of the hearings on this bill as I was unable to make the trip to testify in person.

Sincerely,

H. W. C. NEWBERRY.

FORT BENTON MUSEUM,
Fort Benton, Mont., August 12, 1971.

SENATE INTERIOR COMMITTEE,
Great Falls Hearing,

DEAR SENATORS: The Fort Benton Museum Committee and its patrons have followed through the years, plans and counter plans pertaining to the development of the Missouri River from Fort Benton to the Fred Robinson Bridge. We have seen proposals, dams, more dams, no dams, leave it as is, recreational development, etc. We were very pleased when Senator Metcalf introduced the Bill. As a Museum group we are dedicated to the preservation and restoration of this area as it is one of the few remaining areas rich in history still in its almost natural state. Here one can literally walk in the footsteps of Lewis and Clark, float the same rapids that caused many a steamboat captain to comment that it was too thin to plow and too thick to pour.

We have seen ever increasing numbers of people visiting this stretch of the upper Missouri; including boat enthusiasts, history buffs, wildlife observers, hikers and campers in search of solitude. In our opinion if some sort of control is not enacted, we stand the chance of losing much of the area through carelessness of some of these visitors.

As stated we support the Bill of Senator Metcalf. We do strongly feel that the National Park Service would be better qualified to develop the recreation and the historical interpretation and preservation of the area as this has been their avocation and the results have shown they do a good job. The BLM is a natural to administer the grazing and the agriculture development of the area as this has been their work over the years.

This is a rather unique stretch of the river. Large wheat fields cover the bench land to the edge of the canyon but down on the River it is quiet and peaceful and one seems miles and miles from civilization, his only contact with the outside world are a few cattle grazing in the bottoms, much as the buffalo did when Lewis and Clark came up the River in 1805. Located in this reach of the river are 12 Lewis and Clark campsites, sites of 5 early day trading and army forts, numerous rock formations given names by Lewis and Clark or steamboat captains, these names are still in common use today.

Here, with the Senate Bill No. 1405, we have an opportunity to retain this area rich in early Western History, early Montana History, and history of the Northwest.

We hope the Sub-Committee as a whole and the Congress will see fit to keep this stretch of the upper Missouri River for all our people so they can visit and revisit a little of early Northwest America.

Thank you,

THE FORT BENTON MUSEUM COMMITTEE,
R. L. LEINART, Jr., *Chairman, et al.*

MONTANA WILDERNESS ASSOCIATION, FLATHEAD CHAPTER,
Kalispell, Mont., August 12, 1971.

Senator METCALF,
Senate Interior and Insular Affairs, Washington, D.C.

GENTLEMEN: Concerning Senator Metcalf's Bill S-1405:

I am in favor of Senator Metcalf's Bill to preserve the section of the Missouri River from Fort Peck to the Fred Robinson bridge so far as it is designated as wilderness.

The building of a dam on this section of the river would bring a drowning and suffocating of the last free flowing miles of the Missouri. Another source of hydro-electric power is not necessary and will not be needed if we people would use all power produced now, such as on the Columbia River where Bonneville Power wastes more hydro-electricity than is used. This being a government controlled corporation can waste this where independent companies such as Montana Power must use all electricity to keep going.

Why can't the American people take the look over money and power and leave our land the way it was created.

I ask that this letter be made part of the record of the hearing taking place in Great Falls, Montana August 16 at 9 a.m. in Judge Nelson's chambers. Thank you.

PAM ERICKSON.

CUT BANK, MONT., August 10, 1971.

HON. LEE METCALF,
U.S. Senate, Senate Office Building, Washington, D.C.

DEAR SENATOR METCALF: The hearing will be held on your proposed bill at Great Falls on August 16th and at Fort Benton on August 13th.

I regret that I will be unable to attend either of these meetings.

For many years I have been keenly interested in the area proposed to be protected by your bill, and as I have previously written you I am highly in favor of its passage. In 1965 a Boy Scout troop from Cut Bank together with several adults and with the cooperation of the Montana Fish & Game Department officials marked all of the camp areas of the Lewis & Clark Expedition and all other historic points of interest between the Virgelle Ferry and the Robinson Bridge. These were marked by iron posts driven deeply into the ground with their tops painted yellow. I have been advised that many of these posts now have disappeared, so this is an example of the manner in which things disappear or disintegrate unless some segment of our government is specifically entrusted with its care and protection.

As originally introduced, I understand the administration of the area was to be under the BLM. I further understand the National Park Service also has a proposal for the administration of the area.

It would seem to me that the National Park Service with its decades of experience and know-how in the preservation of such areas would be by far the most preferable agency to administer the program. I would, therefore, propose that your bill be amended to that extent.

Again thanking you for your interest in all of these matters which are so vital to history of our state and nation, I remain,

Sincerely yours,

WILBUR P. WERNER.

BIG SANDY ROTARY CLUB,
Big Sandy Point, Mont., August 5, 1971.

Senator LEE METCALF,
Senate Office Building,
Washington, D.C.

DEAR SENATOR: In regards to Senate Bill No. 1405 "To Establish the Missouri Breaks Scenic Recreation River in Montana", that you had introduced December 10, 1970.

Our Club went on record at our Monday evening meeting, August 2nd, on a unanimous vote as being opposed to the bill since it does not provide any future assistance for the town of Big Sandy.

Big Sandy, along with other small towns, are hurting badly and it is our hope that some day some type of activity would be forthcoming in this north central area of Montana in relation to the Missouri River that would be for the betterment of the towns in this development.

At least for the time being and until we are informed differently, we will continue to be opposed unless our interpretation of the bill is missing some point that might be beneficial to our North Central Montana. We would certainly appreciate much more enlightenment in detail to govern any future actions of our club.

Thank you for your cooperation.

ODIN H. BLOCKHUS, Secretary.

BILLINGS, MONT., August 6, 1971.

SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE,
Washington, D.C.

DEAR SENATOR METCALF AND COMMITTEE MEMBERS: This is to certify that I am in favor of Senator Metcalf's bill number S 1405 which is designed to protect the Missouri River and adjacent river lands from the development of dams.

Very truly yours,

Mrs. JOHN A. MURRAY.

HILGER, MONT., August 16, 1971.

Senator FRANK MOSS,
Chairman, Committee on the Interior.

DEAR SENATOR MOSS: I am Stephen Gilpatrick, a rancher in the Judith Mountains. My family has used the Missouri River for much of our recreation for a good many years. We find the free-flowing river much more attractive than Fort Peck Lake. The flowing river is receiving an increasing use as more persons become acquainted with its unique characteristics. The area should be preserved in its present state to preserve the historic river boat landing sites, the Lewis & Clark Trail and its solitude.

The preliminary Feasibility Study on Federal Reservoirs listed various imaginary benefits. At the present time, reservoirs cannot be justified with higher interest costs and adjustments for environmental damages. Federal impoundments do not preserve the water for Montana but instead give the Federal government the ownership of all unappropriated water above the dam site. The area in question contains a great variety of cliffs and spires of soft sandstone that are now above the water line. Wave action on a dam would destroy all that remain above water. Of course, many fine stockranches would be eliminated and counties would suffer a loss in taxable valuation.

Impoundments for recreation are not needed in this area as Fort Peck Lake is closely adjacent but receives very little use.

A National Park would eventually eliminate most Agricultural Pursuits within the Park Boundary, and again, the resulting loss of taxable valuation would present a hardship on adjoining county governments.

The proposed visitor Center will scarcely be compatible with the area as Lewis & Clark found it. Glittering brick and glass buildings and black top trails and roads will make it difficult for visitors to re-live the explorer's experiences. Such centers would destroy some values that should be maintained—the rustic primitive solitude.

Sen. Metcalf's Scenic River Bill (S 1405) to establish a Wilderness Waterway would preserve all of the area. Under the joint management of the Bureau of Land Management and the Montana Fish and Game Commission, Montana citizens would have some influence in the decisions.

I urge the Interior Committee, in discussing the bill, to consider placing a limit on further land acquisition by the administering agencies. The economy of the present livestock operations is dependent upon the forage. The Ranches and the grazing livestock are a vital part of the pastoral scene.

This beautiful and unique area should be preserved for ourselves and the generations following.

Thank you for the opportunity to present my views.

STEPHEN F. GILPATRICK.

FERGUS ELECTRIC COOPERATIVE, INC.,
Lewistown, Mont., August 14, 1971.

The following resolution was adopted by the Board of Directors of the Fergus Electric Cooperative, Inc. during their regular monthly meeting held in Lewistown, Montana on August 14, 1971.

Whereas: Senate Bill No. 1405 was introduced in the Senate of the United States on March 30, 1971.

Whereas: Senate Bill No. 1405 would establish the Missouri Breaks Scenic Recreation River, with some portions of the river designated as Wild River Areas,

Whereas: The Fergus Electric Cooperative, Inc. is an always has been interested in the development of our natural resources to their fullest extent for the benefit of all the people of Montana and the Nation,

Whereas: The Fergus Electric Cooperative, Inc. has spent considerable time and money to construct power lines along and across the Missouri River to accommodate existing and future development of this valuable resource,

Whereas: We feel that all Montana water must be utilized to its fullest extent before flowing out of Montana,

Whereas: We feel that passage of Senate Bill No. 1405 would restrict the orderly development of the upper Missouri River for the mutual benefit of all the people of Montana and the Nation,

Therefore, be it *Resolved*: That the Board of Directors of the Fergus Electric Cooperative, do this date, state our unanimous opposition to Senate Bill No. 1405 and do hereby recommend that it does not become the law of the land.

PAUL D. HODGE,
Secretary-Treasurer.

The following persons have written expressing their support for S. 1405, a bill to establish the Missouri Breaks Scenic Recreation River in the State of Montana.

- Thomas J. Moylan, M.D., 5988 S. Lakeview, Littleton, Colo.
 Mr. and Mrs. Clark C. Guile, 4016 3d Avenue South, Great Falls, Mont.
 Mrs. Kathryn Hicks, 1131 North 31st, Billings, Mont.
 Mr. John R. Swanson, P.O. Box 922, Berkeley, Calif.
 Mr. Michael Ritrisina, Route 1 S.W., Box 243, Great Falls, Mont.
 Mr. and Mrs. Tony Schoonen, Box 2, Ramsey, Mont.
 Mr. Joseph Walicki, 2924 Stark Street, Eugene, Oreg.
 Mr. G. Robert Lodman, R.R. #2, Lewistown, Mont.
 Lester H. Loble, II, Esq., 833 North Last Chance Gulch, P.O. Box 176, Helena, Mont.
 Mr. Loyd E. Shay, Rt. 1 Box 328, Laurel, Mont.
 Mr. Bruce Goodell, 619 N. 31st, Billings, Mont.
 Miss Joy Rittersbacher, 777 1st Ave. E.N., Kalispell, Mont.
 Mr. Robert Miller, Rt. 3, Bozeman, Mont.
 Miss Eva Lovett, Conservation Chairman, Sierra Club, Missouri Group, Box 12424, St. Louis, Mo.
 Mr. Ray A. Cole, President, District 1, Montana Wildlife Federation, Mont.
 M. W. Schuldt, M.D., College Park Medical Center, Great Falls, Mont.
 Mr. Herbert De Vries, Chinoah, Mont.
 Mr. David M. Hummel, Jr., 2803 Patricia Lane, Billings, Mont.
 Mr. C. Robert Watts, 204 Entrance Avenue, Lewistown, Mont.
 Mr. Stephen Gilpatrick, Hilger, Mont.
 Mr. Robert Picola, Malta, Mont.
 Mr. Charles Wicks, Secretary, Lewistown Rod and Gun Club, Box 1037, Lewistown, Mont.
 Mr. Wes Lambert, Secretary Fort Benton Kiwanis Club, Fort Benton, Mont.
 Mr. Wes Woodgard, 301 Giddin, Helena, Mont.
 Rep. J. O. Asbjornson, District 11, Fergus County.

