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MANAGEMENT OF NATIONAL PARKS

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

MANAGEMENT POLICIES AND PROBLEMS IN THE NATIONAL
PARK SYSTEM

JACKSON, WYO., OCTOBER 14, 1975

CODY, WYO., OCTOBER 16, 1975



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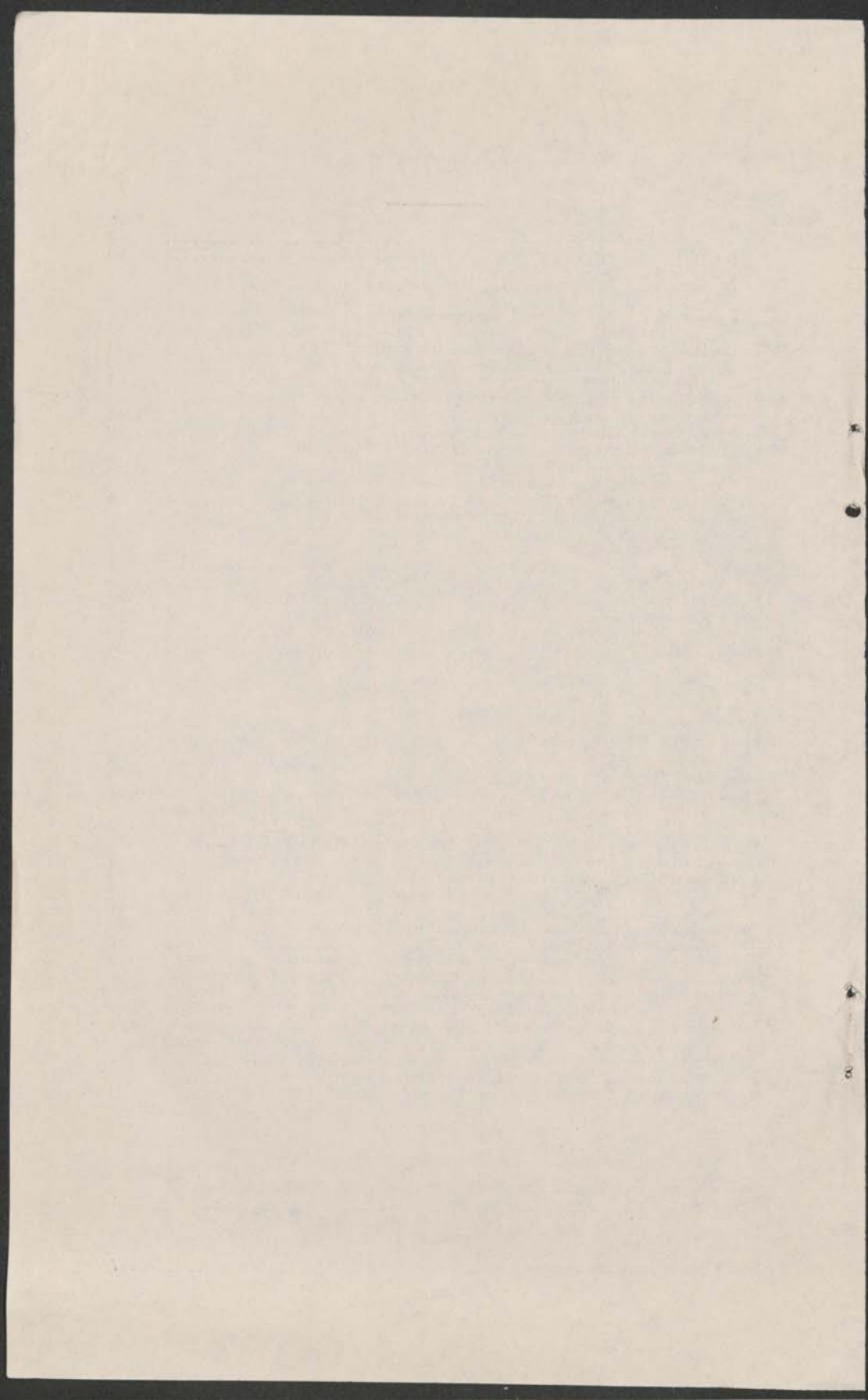
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MANAGEMENT OF NATIONAL PARKS

TUESDAY, OCTOBER 14, 1975

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Jackson, Wyo.

The subcommittee met at 9 a.m. in the auditorium of the Snow King Inn, Hon. Clifford P. Hansen presiding.

Present: Senator Hansen.

Also present: James P. Beirne, counsel; and Ray McGuire of Senator Hansen's staff.

OPENING STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator HANSEN. Good morning, we are very glad to have all of you here this morning. I want to welcome particularly the senior class that is with us. I understand that it's one of four sections, their instructor, Mr. McDougall, is here; and, if I understood him correctly, I believe that he will rotate the seniors around in order that each of them may be exposed to this little facet of governmental activity that will be on display here in Jackson today.

We have a number of representatives from the Federal Government, some of whom I have on the witness list and others that I do not. I was thinking that in order that those of you who may have some particular interest in a particular activity of the Federal Government might appreciate knowing who is all here, so if I could, I would like to ask each representative of the Federal Government, beginning here on my right, to stand and introduce himself, and may I also ask that those representatives of State government who are here to do the same thing.

Sir, would you stand and face back the other way, and speak loudly enough so that the reporter may get your name and tell us who you are and where you are from.

Mr. WOOD. I am Bob Wood, research manager and specialist at Teton National Park.

Mr. KERR. Bob Kerr, superintendent, Grand Teton National Park.

Mr. TOWNSLEY. John Townsley, superintendent, Yellowstone National Park.

Mr. WHITLOCK. Ira Whitlock, chief, Division of Legislative Services, National Park Service, Washington, D.C.

Mr. BUCKNALL. Edmund Bucknall, resources management specialist.

Mr. HARADEN. Robert Haraden, assistant superintendent for operations, Yellowstone National Park.

Mr. REDFERN. Don E. Redfern, manager, National Elk Refuge.

Mr. CREEK. Darwin E. Creek, superintendent, Wyoming Game and Fish.

Mr. THOMPSON. Lynn Thompson, regional director of National Park Service.

Mr. BEVINETTO. Tony Bevinetto, management assistant, Grant Teton National Park.

Mr. LLOYD. Dean Lloyd, director of fire management for the intermountain region, U.S. Forest Service.

Mr. JACKSON. Reid Jackson, forest supervisor, Bridger-Teton National Forest.

Mr. OLSON. George Olson, superintendent, Targhee National Forest.

Mr. JOHNSTONE. Bob Johnstone, superintendent, Hot Springs State Park.

Mr. HENNESAY. Verne Hennesay, assistant superintendent, Yellowstone National Park.

Ms. EDELSTEIN. Sue Edelstein, public information specialist in Denver.

Senator HANSEN. Are there other Federal or State employees here? I think we have some representatives of the State game and fish department. Would you gentlemen, Mr. Thomas?

Mr. THOMAS. Dave Thomas, game warden, Jackson.

Senator HANSEN. We welcome all of you to these hearings.

The Federal lands encompassed in Grand Teton and Yellowstone National Parks are perhaps the greatest single influence on the lives of those of us who live here in western Wyoming. These great national parks register themselves on our lives both esthetically and economically. National park laws and regulations adopted by the Federal Government have a direct and oftentimes immediate impact on the State of Wyoming, the public officials, and residents in the western tier of counties in the State and upon the millions of visitors who throng here annually to view and enjoy the imposing natural wonders of this area.

Legislation introduced in the U.S. Senate pertaining to the national parks is considered by the Parks and Recreation Subcommittees of the Committee on Interior and Insular Affairs, which I represent here today. The subcommittee has a membership of nine Senators, most of whom would be participating if these hearings were held in Washington rather than here, because that is where most of the hearings are held. This hearing was scheduled here, however, in order that the important function of the legislative committees of Government can be performed.

We have actually two functions: One is legislative and the other is the oversight function, and it is the second purpose of committees that will be in operation here today; that is, the oversight function, to see how well laws are working, to be able to receive from you people firsthand suggestions and comments and criticisms and an occasional word of praise, perhaps, if you think things are going well, that will enable us to know what changes might be indicated, where a particular program needs to be changed, if additional funds are needed, just how the laws are working. That's the purpose, of course, of holding these hearings out here in the West in Wyoming.

I know that the interest in these two great areas, Yellowstone and Grand Teton, is not restricted to the West by any means, it extends worldwide. In an economic way, of course, it is true that we probably

are aware of the economic impact of the activities of the national forest a little better than would be true generally.

I would point out also the testimony at these hearings will be reviewed by the subcommittee for possible follow-up actions by the executive or legislative branches of the Government. We may come away from here, this committee may, with specific suggestions and those persons who earlier introduced themselves may have recommendations to make, so we will be afforded an opportunity here to learn more firsthand from you people what we hope will be helpful.

J. Bennett Johnston, of Louisiana, the junior Senator from Louisiana, is the chairman of this particular subcommittee. He was busy in his home State of Louisiana, but he did ask me to extend his greetings to each of you and to encourage you to write in or to express yourself, however you may wish to, during the day and subsequent to the closing of the hearing here in Jackson today at any time.

We have Federal administrators who will give testimony at these hearings. You have already met Superintendent John Townsley, of Yellowstone. We will be hearing from him as well as from Superintendent Robert Kerr, of Grand Teton National Park; with those two superintendents today is Mr. Lynn Thompson, the regional director of the National Park Service from Denver, and you have also met Ira Whitlock, who is the liaison man. In other words, he tells us what goes on in the Interior Department and he brings messages from the Congress back to the Interior Department. That's a very important and necessary function and for some who may not be familiar with it, it would be hard to appreciate how valuable are Mr. Whitlock's services. We are proud of the fact that he is a native of Worland, Wyo. Having breakfast he and Roy Peck were telling how they used to meet on the gridiron when Riverton and Worland tangled in football.

Among other subjects this hearing will deal with fire control policies of the National Park Service. I suspect this is not the sort of morning that would engender some of the interest that was so apparent last year, and I am glad it isn't that sort of a day because maybe we can view a little more calmly the overall problem and come up with answers that will be perhaps more reflective of reflection on the problem than might have been possible a year ago.

There is something unique about this part of the west in that public lands and private lands are intermingled and the impact that is visited upon one by the other is always present, so we have a very real interest in the management of these very important and cherished national assets that are represented in Grand Teton and Yellowstone. There are representatives of the national forest; the Bridger-Teton, being the biggest national forest in the United States, is represented here today by Mr. Reid Jackson, the supervisor, who will be heard from, and with him is a fire control expert for the Intermountain Region from Ogden, Utah, Dean Lloyd, who will be available to answer questions that I should think might be posed to the forest service and to the park service as well as we examine some of the aspects of wilderness, as well as an examination of the natural fire policy that was instituted in Grand Teton a year ago.

I am very pleased indeed to have with me today my longtime good friend Richard Brown, of Wyoming. I won't single any town out as saying that's his hometown because every place claims Dick Brown.

Mr. Brown is representing my senior colleague in the Senate, the Hon. Gale McGee, who regrets his inability to be here today. He extends, as I am sure will be done also by Mr. Brown, his very warm greetings, to each of you, and assures you, as I know I need not do, that he has a very real and lively interest in these hearings. As the ranking member on the Appropriations Committee for the Subcommittee on Interior Appropriations, Gale McGee plays a very important role and obviously what is said here today, conclusion that may be reached, problems that will be posed, will be given his close scrutiny in order that he may perform his very important role as chairman of the Subcommittee on Interior Appropriations, to see that the needful is done in assuring adequate funding and staffing and a resolution of problems generally as they may develop in these areas that are so important to all of us in Wyoming.

I think Mr. Brown won't be able to stay throughout the day. I believe that's what you told me, Dick. I am sorry about that because I was hoping that he could be with me here and could pose questions to the witnesses who will be appearing later. We are just sorry that you have other places you have to be today as well as in Jackson, Dick, but with that let me assure you that it's always a pleasure to be with you, to welcome you to these hearings, and we look forward to hearing your statement.

STATEMENT OF HON. GALE W. MCGEE, A U.S. SENATOR FROM THE STATE OF WYOMING, AS PRESENTED BY RICHARD BROWN

Mr. BROWN. Thank you, Senator. It is a pleasure for me to be here. I am sorry Senator McGee couldn't be here, although he did express his regrets that he couldn't be and asked me to pass them on to everyone here. It's good to see many of my old friends here in Jackson.

I will read Senator McGee's statement; and, with your permission, Senator, I would like to stay for a few minutes, but I must be in Riverton by noon, so I am going to be leaving a little bit early.

Mr. Chairman, I thank the committee for the opportunity today to speak generally about some pressing matters regarding overall management policies and problems in the National Park system and specifically to several issues involving Grand Teton and Yellowstone National Parks.

First of all, I want to compliment the committee for its decision to hold the hearings in Jackson and Cody, just whispers away from the two grandest national parks in America, Grand Teton and Yellowstone.

It is within these surroundings, enriched by a closeness to that which we will discuss and aided by dedicated public officials and concerned private citizens where we will accomplish the most. The Congress can hear only so much; being so far away from where we gather today. Under this localized session the committee and all those concerned with the management of our national parks will hopefully be provided with the most complete and informative testimony possible. I am confident these hearings will lead to improvements in and solutions to problems of managing our national parks.

Mr. Chairman, my remarks today will be brief. I wish to touch upon the specific issues of concessionaire and lodging services in the parks,

the Yellowstone Environmental Studies Center, boat docks at Yellowstone Lake, and controlled burning of forest fires within park boundaries. My comments, however, should be prefaced with some thoughts about the physical relationship between Congress and the National Park Service.

Congress can do only so much when it comes to providing a budget for the Park Service. As you know, Mr. Chairman, we hold the purse strings for the national parks and thereby hold control with that money over all the programs and policies conducted in the national parks. It is, therefore, imperative that the National Park Service and Congress work more closely together in understanding each other's wants and desires. If we do not maintain that cooperation, the public as well as the parklands themselves will be the losers.

The Park Service is the prime determiner of its own destiny, it's own priorities, but the Congress has to rely on the Park Service to establish and justify priorities and policies. Congress reviews the Service's requests and then appropriates funds which are in turn allocated to the Park Service according to its priorities.

I have joined in sponsoring a Senate resolution urging preservation and continuance of lodging and concessionaire services in the national parks. This resolution as well as an identical one in the House was approved unanimously by the western conference Members in Congress. At the same time I realize there are arguments for discontinuance or removal of these lodging and concessionaire facilities in smaller park areas. Nevertheless, we must look at the largest State and National priorities in this regard, priorities on which I base my support for preservation of the facilities. Forcing thousands of tourists each day, millions each year, to drive out of Yellowstone or Grand Teton National Parks each night will play havoc with the energy crisis as well as other transportation problems. This major inconvenience not only destroys the basic enjoyment of touring, that being the freedom of relaxing, eating, and buying mementos within the tour area, but, moreover, could cripple Wyoming's second leading industry, tourism itself. The lack of facilities to eat and sleep in the parks could well keep the traveling public out of the parks and out of the State.

Our resolution urges the Secretary of Interior and the Director of the National Park Service to assure the availability of lodging and other services and facilities, where appropriate, in the National Park System, thus enabling all of our citizens to use and enjoy their national parks, to be consistent with the obligation to protect the parks from irreparable harm.

We should note here, Mr. Chairman, that Wyoming is indeed proud to have Mr. Gary Everhardt, former superintendent of Grand Teton National Park, as National Park Director. Mr. Everhardt and I met recently in my Washington office to discuss the boat dock situation at Yellowstone Lake. He has assured me personally that the Park Service will continue maintenance of boat docking facilities at the lake from existing funds. In this regard the Park Service has illustrated its willingness to insure and continue providing the various avenues of public access to different areas in the park. Public access, where not environmentally injurious, should be the paramount priority of the National Park System.

On an environmental topic, I have been personally assured by Assistant Secretary of Interior, Nathaniel Reed, that the once experimental-controlled burning program in the parks is one which has merit as permanent policy. Assistant Secretary Reed also told me that future controlled burning will not include fires which would be in full view of park visitors or otherwise detrimental to sound environmental policies.

A final item, Mr. Chairman, the Yellowstone Park Environmental Studies Center. I have supported the center since its inception in 1972. The University of Wyoming is the lead institution, the others being the Universities of Montana and Idaho.

I will continue to support the concept of this Center and adequate funding for its present and future programs. It is so appropriate that environmental studies jointly conducted by park and university personnel will be taken in a national park.

Mr. Chairman, again I thank you for this opportunity to testify here today and ask that the record include the written text of my remarks, which I will submit, and that the complete record of your hearings in Jackson and Cody be made available to the Interior Appropriations Subcommittee, of which I am a member, to assist us in preparing a recommended budget for the National Park Service.

Thank you, Senator.

Senator HANSEN. Thank you very much, Mr. Brown.

I must apologize for having failed up to this point to introduce the right arm of this committee. Jim Beirne is on the Interior Committee staff in Washington. He has several areas of expertise, of which this is one, and probably most of the letters that may be written to the Interior Committee that deal with parks or with recreation or with many other areas, such as the farflung reaches of the American flag in the Pacific, Jim Beirne will read those letters. Jim, we are pleased, indeed, to have you here, and I apologize for having failed up to now to make note of that fact.

Also with us here today is Ray McGuire on my staff and assigned to the Interior Committee. I would like also to make note of the presence of Bill Thompson from Cheyenne. Bill runs the Cheyenne office for me, and if you have a problem that you want solved quickly, write to Bill Thompson. If you want it to be handled in a more leisurely fashion, write to me.

I am also pleased to note that our State senator representing not only Teton but Sublette County and the north part of Lincoln County is here, also, John Turner. John, I don't need to introduce you to the local people, but stand up for the out-of-town visitors.

I don't know if there are other officials here from the city or counties, there very well may be. If there are some, I would appreciate your standing up and identifying yourself.

Mr. ASHLEY. Bill Ashley.

Senator HANSEN. Bill Ashley is chairman of the board of county commissioners. I want to have each of you know what our roles are. If you would like your taxes raised, why, you can see Bill or me. I am on the Finance Committee; I can handle the income tax part of it. Locally Bill can handle your ad valorem taxes, so don't go away disappointed.

The first witness will be Roy Peck, publisher of the Riverton Ranger and our host here as we assemble in this fantastic new Ramada Inn.

Roy, would you come forward; and, if you don't mind, sit here at the witness table in order that you can be recorded.

STATEMENT OF ROY PECK, PUBLISHER, RIVERTON RANGER

Mr. PECK. Senator Hansen, Br. Brown, Mr. Beirne, Mr. McGuire, Senator Turner, and others behind me. I am always put in the rather unique position of sitting with all of these people behind you. Jessie James once said he always sat in the corner with his back to the wall and that way nobody got him.

I am here to meet with your subcommittee today, Senator Hansen, really as an interested bystander and member of the public. The very fact that we are meeting today in the almost completed Snow King Inn is evidence of the kind of cooperation that I believe is necessary between the public, the private sector, and the Park Service and other Federal agencies.

In Wyoming, as we all know, the resource of recreation, which is a resource of nature and people, is one of our strongest and greatest resources. I am not going into the economic side of this, but we know that here in northwestern Wyoming the recreation is our leading industry. But I think above all of this we must consider how we preserve this resource so that it can be of benefit to the people.

It was interesting to me that here on Snow King Mountain, on private ground, and through private enterprise, not without its problems but with cooperation of our local people and former owners of the Snow King Corp., on this mountain we have been able to build a structure that should be of credit to the recreational industry. We are very pleased that Wyoming's leading environmental groups have chosen to headquarter themselves in the Murie Cabin at the foot of our mountain, and we hope that our structure will not be displeasing to them, but I think it does symbolize the cooperation that we can have and must have between all sectors of our society who have a sincere interest in the preservation of our beauties and in the use of them and the availability of them to the general public.

This is what I wish to speak briefly to you about this morning, is the relationship that the public must have to the Federal agencies, not only the National Park Service, but the National Forest Service, the Wyoming Fish and Game Commission, the State Park Service, and all of those who are caretakers of these resources for the public, and I think we must distinguish a little bit between each of these varying entities and what their responsibilities are to the public, and I think we must distinguish a little bit between each of these varying entities and what their responsibilities are to the public, and I think that the park experience is somewhat different perhaps than the wilderness experience or than the National forest experiences, but all of them are experiences which are wonders of nature; and, therefore, we must make our top priority the preservation of these wonders.

I am quite aware of the controversies that exist in policy with the public and in the National Park Service. Senator McGee has alluded to the matter of the concessionaire, the boat docks on the lake, the waves that the boats make on the shoreline; the environmental burning was rather shocking to me 2 years ago as a strong believer in air quality, and in my valley, and I live over the mountain in Wind River Valley, to notice the tremendous haze developing over there. Our first

impulse was to blame U.S. Plywood, and we did finally succeed in running them out of the country, which was one of the objectives of some people I know, but they had spent several hundred thousand dollars cleaning up their burners and doing the best they could and here was this pall of smoke; and we soon discovered that it was coming over the mountain from Wyoming's greatest beauty center, the Grand Teton National Park, and yet I know, and I am going to be very interested to hear more about the environmental burning that we have. But I think it illustrates that there are ways that the parks must be preserved and we must cooperate with nature.

I think we must recognize, also, that accessibility to the national parks is an important mandate that was set out in writing the various park laws. I think we have two major problems. If we believe that the national parks are for the people and for the people to see, then we must have accessibility, which is transportation, and we must have facilities, which is lodging. I could sit here selfishly and say shut down the Yellowstone Park Co. and then they will all have to come down here and stay in Jackson, but I believe Senator McGee makes a very important point, that there must be facilities adequate for the people within the park. I think we have to consider that the facilities are both internal and external and this is why I believe that it is very important that those of us who are outside the park must be cooperative with the park service, and it may interest you to know, Senator, that as we planned the Snow King Inn, we met frequently both with Bridger-Teton National Forest and with the Grand Teton National Park to be sure, if we could, that we were compatible with them.

Now, the matter of transportation. I know this is a thorny and difficult question, and I think that the thorniest part of the question is how do you get in and out of a national park where an airport is located within the boundaries of the park. There are studies under way, but certainly if you don't want to have the streams of cars going in and of the park, you must have an adequate separate form of transportation.

We know that the pressure of transportation are going to increase, even if we stay exactly as we are, even if we don't have an increase in travel to the park. We know that there is going to be more and more people utilizing public transportation, and it would be tragic, indeed, if we had a major air mishap at our Jackson Airport caused by the fact that we have not taken the proper safety precautions. I believe that there is a study underway, and I would hope that you and your committee and others would meet a resolution of this problem of the airport. I am not speaking for or against the extension or the lengthening of the runway, but certainly if people, concessionaires, other people involved with the economic side of the park, are going to be able to plan for the future, they must know as soon as possible what is going to happen to the airport. Will it stay the way it is with the instrument landing system being as far as it goes? Are larger forms of transportation going to be allowed in, and so forth—and I am urging you to make a resolution of this problem.

I think also this matter of facilities should be decided upon, and rather than be kept in limbo as a sort of a threat at all times to the concessionaires, whether they are a concessionaire with facilities, whether they are a concessionaire with float trips, and so forth, they

need to know where they stand so that they can plan for the future—so I would hope that you would seek resolution to these varying problems.

Finally, as I conclude, I would like to return once more to this facility which has been constructed here essentially as a facility for the public and point out a couple of things that I think might interest you and the people here. You have behind you a Sioux Indian chief, and I think that the unique thing about that painting is that it was done by a local person; it was done by somebody who came to Jackson and wanted to live in Jackson. We chose here in the Snow King Inn to use local craftsmen to develop the tapestries, which have not yet been hung; we have encouraged the local young people, artisans, craftsmen, many of whom have come naturally to this great recreational area. I think we should keep these things in mind, that there are people who live here that want to live here, and if that girl can't get the opportunity to paint that picture and get paid for it, she can't live here. So this compatibility we seek, is the joinder of the public, private enterprise, and the National Park Service to build a greater recreational area that we will can use.

Thank you very much, Senator.

Senator HANSEN. Let me ask Mr. Brown if the presentation by Mr. Peck might raise any questions that you would like to pose to him?

Mr. BROWN. No, sir, no questions.

Senator HANSEN. Roy, I know you are a long-time resident and native-born citizen of Wyoming. You have been active in State government as well as serving on the university board of trustees; you have done many jobs in the State and for the Nation as well, and focusing specifically now upon your interest in this magnificent facility that we are in this morning. Having in mind that you will draw business from people who come here as visitors to the national park in the summertime, from visitors who come to see the national forests, from those who come to ski in the winter, and from others who may be interested in pursuing research in biology or wildlife or ecology, how good a job do you think the various Federal agencies are doing in making known to the visiting public what there is to see and do here? Can a better job be done than is being done at the present time? Would you have any suggestions that you would care to make that you think would be constructive?

Mr. PECK. I would have to say, Senator that I think both the Forest Service and the National Park Service are doing an excellent job, and I don't say this out of any selfish interest because we are located here on private land and they can't loan us any money, so we are completely free. I felt that while their problem is very difficult and there are many diverse interests, that I believe I see an improved job. It took a lot of guts, if you will, to put on that environmental burn, it really did, and yet I know that it was done on an experimental basis and with the best interests of the public at heart. I would like to say, just for the benefit of the park service, that I found your gatekeepers more pleasant than usual, for some reason. They should be getting tired of hearing my complaints that I don't see any bears anymore in the park, and they even let me go into Signal Mountain Lodge without paying the \$3 fee a couple of times and believed me when I told them I had my \$10 thing but it was in another car. In

general, I think that the park service and the national forest, and I do include them in the same breath, are doing a very excellent job with a very difficult situation, and I can say that we have had, in trying to build this facility, nothing but the greatest of cooperation.

I would like to tell you one little story about how this cooperation can work. If we all seek to see each other's interests—now, we moved for this building 40,000 cubic yards of dirt and that's a pretty good-sized strip mine, but we offered our area to all of the local paleontologists or archaeologists or anybody else who wanted to come up here and screen through out digging, and we examined all of the diggings as we dug this big hole up here for the building. We did preserve the top 6 inches of our top soil and we are going to find out whether the truth is that the grass and the seeds and the flowers will come up as they are supposed to, but the interesting thing was that we made, by being careful and looking, we made a major paleontological discovery in this hill and it will be displayed in the hotel. We discovered the completely ossified and well-preserved full jawbone of a horse about 8 feet down, and one vertebra, and Dr. Paul McGrew, of the University of Wyoming, identified this horse through carbon dating as having existed on this Snow King Mountain at least 15,000 years ago, at a time when no full-sized horses were known to exist north of the Gulf of Mexico. But we found many spear points, all types of things, which indicate that this hill had been a campground for Indians for many years. After all, it does command a view of the valley and it is pretty well protected and so forth. I am sure that that poor old horse died upon the top of the mountain and slid down the mountain, his remains, with the landslide that created the little hill upon which this hotel is built.

But I bring this out only to show that if we do cooperate with our varying interests, we will find a great area of compatibility that can benefit us all.

Senator HANSEN. You have raised a major problem, which is at the heart of park management. The problem arises from the general park policy made in the 1916 act, to, one, preserve the area, and two, for the enjoyment of the people in such a way as to leave the resources unimpaired for future generations. You mentioned that there should be adequate facilities within the park and yet you are providing those same facilities or some of them outside the park. Do you have any thoughts as to how we can best fulfill our mandate to preserve the parks and yet guarantee the citizens of this Nation a park experience? Do you think that there is adequate cooperation between the park service and private business to join forces to provide visitors services? And let me add further, to confuse you, one additional question. I think as we contemplate the problem of increasing visitor impact on certain areas of national parks and certain national parks as entities, we have to appreciate more and more the role that can be played by other Federal land management agencies in spreading out the use by people in the summer as well as in the winter in order to reduce the concentration. If you would like to comment on those questions generally.

Mr. PECK. I would, and I have given this a great deal of thought, and as the executive director of the Wyoming Department of Economic Planning and Development, we looked into this matter and this is a matter of quality growth, and I think we all recognize today that there

are limits to growth, and this is the question that I think the National Park Service should address itself to. I certainly think it would be a terrible mistake to go in and tear down Old Faithful Lodge, not only because it is a facility but it's a historical heritage of the park.

I think, however, there are limits of growth within the park. In retrospect, I would say that the National Park Service made a mistake in launching into a major highway building program in the park. I am rather astounded, I can't find Old Faithful any more, and I have been coming up here 10 times a year. I get so dizzy going out of that cloverleaf that by the time I get in there, I can't remember what direction I am going, unless it happens that Old Faithful is blowing off steam right at the time. So I think this is what we have to address ourselves to. What are the limits of growth?

There need to be facilities in the park, and a 100-room unit in a park can be profitable. You don't necessarily have to build 25 more units every year. So I think it is going to be up to those of us who stand on the outside of the park, then, and this was a major economic consideration in building this hotel here, that facilities perhaps could be more properly built in the, after all, urban areas; this facility we are sitting in here is within the city limits of the town of Jackson and yet it backs on Snow King Mountain which backs on the Teton Wilderness. It has that dual capability which perhaps we have to see.

So I think that in answer to the question, there do have to be limits on growth. Now, where we draw that line, as to when is the impact of people going to finally begin polluting the park or changing the natural environment in there, this is a very subjective decision but it is a decision that is going to have to be made, and I think that you can limit the number of people in the park by the number of facilities within the park. It is a question that must be addressed.

Senator HANSEN. Thank you very much, Roy.

As I said earlier, appreciating there may be some here who were not on hand just as we opened, these hearings will be kept open, the hearing record will be kept open for a couple of weeks, and anyone wishing to make any comment, to raise any questions, or make any observations is encouraged to do so. You may address any communication you have to Jim Beirne, the Senate Committee on Interior and Insular Affairs in Washington, or to Senator McGee or to me or to the staff members who were recognized earlier here.

Thank you so much for your appearance and for your presentation.

The next witness will be Bart Koehler, northern representative of the Wilderness Society. Mr. Koehler, we are pleased to have you here this morning.

Mr. KOEHLER. I don't know if there is a 10-minute time limit or not; is there, Senator?

Senator HANSEN. We did talk about a 10-minute time limit. It's obvious that it hasn't been put into effect so far. Let me say this. I think that we would like to hear from you, Mr. Koehler, and if it does appear later on that we are kind of running short on time, why—we will try not to be unfair. I know oftentimes tail-end witnesses will find they don't have nearly enough time, but please go ahead.

Mr. KOEHLER. I practiced it last night and it took 9 minutes.

Senator HANSEN. You take whatever time you need.

STATEMENT OF BART KOEHLER, NORTHERN REGIONAL
REPRESENTATIVE, WILDERNESS SOCIETY

Mr. KOEHLER. My name is Bart Koehler, and I am the northern regional representative of the Wilderness Society. The Wilderness Society is a national citizen-conservation organization of 100,000 members and contributors and is dedicated to protecting America's vanishing wilderness resource lands.

My statement today is on behalf of the members of the Wilderness Society in my region—which consists of eastern Montana, southeastern Idaho, northern Utah and Wyoming. Furthermore, my statement is endorsed by the Wyoming Outdoor Counsel, a statewide coalition of conservation groups in Wyoming.

We are talking about parks and recreation, and just for your interest I do have a master of science degree in outdoor recreation resource management and planning from the University of Wyoming; and, as Mr. Peck mentioned, my office is right next door in the Murie Cabin.

Overall, the National Park Service is doing an excellent job of fulfilling its difficult mandate of 1916 which was: "To conserve the scenery and the historic objects and wildlife therein and provide for the enjoyment of same in such manner and by such means as will leave them unimpaired for future generations."

I am here today to speak on current issues relating to the national park system and its 1916 mandate.

The Park Service mandate to "retain areas in their natural condition * * * unimpaired for future generations" directs the service to protect the wilderness resource in the national parks.

Indeed, some of the most picturesque and pristine wilderness in the United States is found in our national parks. Yet, few parks have designated wilderness areas today.

The Park Service and the administration have recommended sizable wilderness areas for Yellowstone and Grand Teton National Parks and have received strong support from citizens on this issue. Yet the areas have not been officially designated by Congress. Some may ask why.

The most frequently heard argument is that the Park Service is doing an excellent job of managing the parks in a wild state and that any legislative restriction (such as the Wilderness Act) will lower this high standard of management.

This argument does not ring true. The Wilderness Act addresses this concern by stating in section 4(3) that "Nothing in this act shall modify the statutory authority under which units of the national park system are created, * * * (and) Further, the designation of any area * * * shall in no way lower the standards evolved for the use and preservation of such park."

We urge quick consideration and designation of the wildlands in Yellowstone and Grand Teton National Parks as wilderness.

I applaud the National Park Advisory Board's recommendation against expansion of the Jackson Hole Airport. Although some people felt that the statement was premature I firmly believe that it is never premature to defend the integrity of a national park. The decision was not derived from reading "conservation magazines" but rather from a belief that the expansion of an airport within a national park is not in the national interest.

In relation to the proposed terminal expansion for the Jackson Hole Airport, I believe that the Park Service—with support from Con-

gress—should postpone any decision until the regional transportation study is completed. The results of that study should present the best alternative modes of travel into these parks. An earlier approval of terminal expansion would seemingly be in violation of the 1950 Federal Airport Act.

Furthermore, the Park Service should have control over the airspace in Grand Teton National Park. This would better define flight paths for small aircraft and eliminate helter-skelter traffic near the Tetons and in the valley of the Snake River.

With all the discussion about the airport in Jackson Hole, and the tentative plans of the Targhee National Forest to upgrade the Ashton-Flagg Ranch Road to eventual highway standards, the regional transportation study takes on added importance. The Park Service and other cooperating State and Federal agencies should be given support to carry out their study of the Yellowstone-Teton complex.

The outcome of the study will be further complicated by the fact that the airport master plan will be completed prior to completion of the regional transportation study.

It is my hope that no decision will be made on the terminal or runway expansion until both studies are completed, and a finding of necessity is made by the Secretary of Interior as to the necessity of the airport expansion to the national park system rather than the necessity to Jackson, the airlines, or the airport board.

Natural fire has played a critical role in maintaining a healthy forest ecosystem in many national parks. Research has shown that vegetation in both Yellowstone and Grand Teton National Parks was repeatedly burned at intervals from 25 to 200 years.

The Park Service has implemented fire policies for these parks, with varying levels of control. I support the scope of these policies.

Furthermore, controlled burning should be utilized to prevent an outbreak of an uncontrollable wildfire in sensitive areas that are close to visitor concentrations or in areas where a major fire could occur due to fuel buildup in old-growth even-aged stands. The east slopes of the Tetons present a major fire hazard; such an area could be burned in small patches, with favorable weather conditions, and proper constraints during periods of the year with low visitor use. I am afraid if fire is controlled and we don't go with a burning policy, we will just perpetuate an unnatural situation.

Increased visitor use. How was visitor use viewed in the past? A hundred years ago, the Earl of Dunraven remarked on the creation of Yellowstone by stating, "It was an act worthy of a great nation, and she will have her reward in the praise of the present army of tourists, no less than in the thanks of the generations of them yet to come."

Today, the "present army of tourists" is a mixed blessing. It is good that more Americans are sharing the national park experience; yet this influx of visitors is serving to degrade the quality of the experience they seek.

The phrase "parks are for people" is valid; but we also must think of the land itself. I support the position of the Park Service as stated in the Yellowstone Park master plan which read, "Parks are not for people, if it means that public use will be permitted to the point that park values are destroyed."

So, what do we do? I'd like to offer a few suggestions. I have kind of a laundry list of suggestions, and if you will bear with me, I will run quickly through them.

SENATOR HANSEN. Take your time.

Mr. KOEHLER. Add more parks and monuments into the system. I think this is appropriate, not only in the 48 States but also in Alaska. There will be legislation I am sure in the next year or 2 for major additions in the Park Service.

I don't really want to touch on the boundary study, but another proper position is to enlarge existing units of the system where possible.

Also we should strive to achieve a balanced visitation in all segments of the system. Yellowstone needs no publicity but some other parks could use it.

In areas of intense visitation we should utilize the reservation system in peak months of use.

Where possible we should also disperse visitor use.

We should have no new roads. I suppose we could repair roads but no major new construction should occur in the national park system.

Also there should be no major new concessions located in the national park system. I believe that the factors of no major concessions and no new major roads could lead to more increased business within the gateway cities such as Jackson and Cody.

We should also improve the quality of existing concessions. I have heard varying comments on the Yellowstone Park Company, but the quality should be improved in keeping with the principles of the park system.

We should also increase the staffing of the Park Service and also the Forest Service. It has nothing to do with this park hearing but both resource agencies are grossly understaffed.

We should also try to lessen congestion, and I think the planning efforts, however controversial around Jenny Lake, are incurred on behalf of the Park Service.

There should be increased attention given to campgrounds. I think it would be desirous to segregate camping systems, I mean mobile units, car camping, walkin sites should be segregated or separated, certain segments for each of the camping public, and concentrate new developments in impacted areas and along major transportation corridors.

A couple years ago during the master plan hearings the gateway facility concept was brought out, and I think it's still a valid concept, that any new major facilities related to park use should be located in peripheral areas outside the park. These should be along existing major highway corridors and not developed within pristine areas around the parks.

Mass transit will eventually become an accepted method of transportation within the park system. Specific designs and applications will be worked out as time goes by but mass transit should serve the best interests of the park system in the future.

Finally, the Park Service has described the Yellowstone-Teton region in this manner. "By any standard, this region rivals Alaska in its wilderness quality and its variety and number of large mammals." And I should add in every decision made in relation to solving increased visitation in the Park System, the enduring resource of wild natural park lands must be given the highest possible value.

I appreciate this opportunity to testify and I can assure you that the Wilderness Society and the Wyoming Outdoor Council will continue to work to protect our national parks and help the Park Service fulfill its difficult mandate to truly leave the parks "unimpaired for future generations."

Thank you.

Senator HANSEN. Thank you very much, Mr. Koehler. I think you express a point of view that certainly is of great interest to a great number of people and has the support of many, many Americans.

With respect to the possible designation of parks as wilderness, I think that it would be appropriate to make several points. One, unlike wilderness in national forests, which is a preservation action, withdrawing national forest lands from the operation of the Multiple Use Act, in national parks, however, the designation of a wilderness is a management tool limiting the management discretion of the National Park Service. This is an oversight hearing into the management of both Grand Teton and Yellowstone, as you all know, and whether it is necessary to overrule existing management and lock in a new management policy by designation of areas as wilderness rather than by amendments, if needed, to the basic Organic Act, is a question that I suspect will be addressed by the full committee.

Just parenthetically I might observe that the Centennial Commission on which I served, the National Parks Centennial Commission, considered the wilderness proposals in national parks, and that Commission made a recommendation which was changed slightly in the editing of the book that was published, including those recommendations and the overall centennial celebration anniversary, by recommending that there be no wilderness areas established in national parks. Without trying to be so presumptuous as to speak for all the members of that Commission I think I can say fairly that we have several basic convictions: No. 1, we share with you your feeling when you say, "Indeed some of the most picturesque and pristine wilderness in the United States is found in our national parks." I am sure most people would agree with that, and I suspect that you would be among the first to say it's not that these jewels, national jewels haven't been well cared for up to date; but, rather, your recommendation that wilderness designation be extended reflects a growing concern and apprehension as to what may happen in the future if the economic pressures and the pressures of people could build to the point that the quality and the pristine character of the park itself be destroyed.

Referring again, and I tried to speak for you there, and you may not agree with what I said—

Mr. KOEHLER. You are doing pretty well.

Senator HANSEN [continuing]. I would say those of us on the Centennial Commission, or the majority, felt that the Park Service was doing an excellent job in managing the national park and monument areas; that within the legislative mandate that had been given them by the Congress, they had elbow room and sufficient versatility of action to take those precise actions at a given point, which might best solve the problem. I know I have talked with Mr. Kerr's predecessors in here from time to time, and as more and more people want to climb in the back country of Grand Teton, and I am certain that Mr. Townsley could address this same subject up in Yellowstone, there may

need to be some adjustments made that to a degree convict with a strict interpretation of the Wilderness Act, and we reached the conclusion that that latitude that presently is embodied in the legislative mandate is adequate to make certain that the resource is well cared for to achieve, certainly first of all, the continuing objective of preserving and protecting all of the qualities, the pristine character, and the ecosystem and everything else that are so fragile.

Second, to as great as an extent as possible, these unique areas may be enjoyed by people, and I think we concluded that that could best be done given the latitude of present management. I know that a great many people don't agree with the Centennial Commission in that respect, but if I have said anything that would elicit a comment or an observation, I would be happy to hear it.

Mr. KOEHLER. I suppose we could debate this all day, but I think a lot of your points are true in the fact that the Park Service is doing an excellent job in managing these areas. I do believe that these areas are wilderness right now and they are being managed as wilderness, and designation by Congress would only reinforce what the Park Service is doing today, and I don't take a strict interpretation of the Wilderness Act, so I would say there are many things allowed within the Wilderness Act which would permit continuing management of the quality that's going on today.

Senator HANSEN. Referring to your laundry list, Bart, No. 1 is add more parks and monuments into the System. I read the old ORRRC Committee report, Outdoor Recreation, Resources, and Review Commission, a report made some, I don't know how many years ago. Lawrence Rockefeller, as you know, I think chaired that Commission, and they identified several areas of interest. I think one of the very high priorities that they placed was the creation or the bringing into being of areas where recreation would be possible near centers of population. They appreciate the fact that despite the extreme mobility of our population, not everybody, for a variety of reasons, is able to make the trek out to Yellowstone or Grand Teton or Grand Canyon, and in order to maximize recreational opportunities for people, one objective would be to try to bring areas where recreation was possible nearer to the people.

I think that concept is embodied in the Gateway National Recreation Area up in New York. I was up there and the Park Service participated along with the State of New York and New York City, as I recall, and perhaps some military properties in creating an area that would be accessible to people in the city. As I recall, I think some 2 million or more people there within an area close to that beach or seashore area didn't have a car. If they got there at all, they had to go by public mass transit, and so I think that's worthwhile.

The land and water conservation fund, as you know, was established in order that communities throughout the United States could take advantage of Federal funding to acquire property and to make possible recreational experience for people near cities. The Golden Gate National Recreation Area outside of San Francisco is another example. Cuyahoga National Recreational Area in Ohio, between the cities of Akron and Cleveland, is a third example of the way that this desire to bring an opportunity nearer the people has been utilized.

Now, in addition to what you say here about adding parks and monuments into the system, do you think that the other land management agencies—I have in mind the National Forest Service and the Bureau of Land Management—are we making full use of the opportunities these areas under their control could provide to bring that experience to people?

Mr. KOEHLER. I think your comments are excellent. I left the urban park idea off the laundry list because I think the Park Service, the emphasis is already there, but I do encourage it and I hope they continue in their program. The other statement, I think, is I think the Forest Service and the BLM—the BLM is even more grossly understaffed than the Forest Service—should be having more emphasis on the recreational opportunities available. I know when Tom Coston was here as forest supervisor, he talked to me about the impact they were receiving from Rock Springs up here in this region; people, you know, work all week down there and get in their cars and drive up to Jackson. And there is not enough money for adequate recreational attention. There is probably not enough camp grounds within the forest system and there is certainly not enough recreational specialists, there is certainly not enough sanitation going on, and I think more importantly the information, telling people where to go and what's available, and the BLM, I have noticed several instances where you will have one recreation specialist for a million acres of the BLM lands and I think that situation has to be corrected.

Senator HANSEN. Bart, would you have any figure in mind that you might toss out which would reflect your judgment, and I know you have been examining these problems very intently for several years, how much more staffing or maybe you would prefer to express it in a percentage of appropriations, how much more money percentagewise do you think would be required to do an acceptable job, assuming that you feel that the present job, and I gather that from your testimony, is not now being done, how much more money do you think the national park—

Mr. KOEHLER. I have no idea with figures.

Senator HANSEN. Well, I didn't mean to ask you for a dollar amount. How much beefing up would you think would be indicated in Forest Service manpower or Park Service manpower?

Mr. KOEHLER. I don't know how understaffed the Park Service is now. I have heard they could use a couple of hundred more people in the Park, seasonally anyway.

Senator HANSEN. What's your opinion?

Mr. KOEHLER. I think they could.

Senator HANSEN. How many do they have now?

Mr. KOEHLER. I don't know. I think in the Forest Service office here they have one land use planner plus two assistants, which are really architects and soils people, and they have a backlog of five or six plans, and the recreation system is almost—it's kind of slipping. I couldn't even give you a figure, but there should be—percentagewise, I wouldn't know, I would have to examine it more carefully, but I appreciate your concern.

Senator HANSEN. Thank you very much, Bart.

Pamela Rich, assistant Northern Plains representative for the Sierra Club is our next witness.

STATEMENT OF PAMELA RICH, STAFF ASSISTANT, NORTHERN
PLAINS REGIONAL OFFICE, SIERRA CLUB, DUBOIS, WYO.

Ms. RICH. My name is Pamela Rich and I am the staff assistant in the Northern Plains regional office of the Sierra Club, located in Dubois, Wyo. I am pleased to appear today on behalf of the Sierra Club, a national conservation organization with 150,000 members for whom the future of our national park system is a deep and abiding concern.

Over the years, such hearings as today's have been a useful means whereby the various publics concerned with the national parks could express their views on significant issues. Congress has sometimes acted as the arbiter between the Park Service and the wishes of these publics. It can play an important role in implementing park policies or causing certain policies not to be implemented. I appreciate the opportunity to appear before your committee today with the hope that my comments will aid your understanding both of the problems and the fantastic opportunities which challenge us to wisely manage our national park system, today and in years to come.

A rapidly increasing population, urbanized, industrialized, and hungry for the great outdoors, flock to units of the park system, seeking scenic wonders, a deeper understanding of natural America, and perhaps a unique recreational experience. Most units of the park system today are overrun and overcrowded. Copying with the crowds and managing for park values have created many practical difficulties for the Park Service. Yet the mission of the national park system, as spelled out in the Park Act of 1916 to insure the integrity of the parklands for future generations, still holds true. The club believes that with a little guts and imagination, the very special values of park areas can retain their uniqueness. In the some people's minds, Grand Teton and Yellowstone National Parks may epitomize all the problems plaguing the Park Service. But even here, such innovative ideas as the recent plan for Jenny Lake management, give cause for hope. I will address some additional management areas which move in a positive direction for park management and which we hope will be supported by this committee.

One of the newest areas for park management is that of fire management. The Sierra Club strongly supports a wildfire policy in both Grand Teton and Yellowstone National Parks in those areas away from park and concessioner facilities. Fire is an integral part of any natural ecosystem. To suppress fires is to interfere with the natural processes which have many beneficial effects. Some of these are stimulation and reproduction of certain vegetative types, prevention of bug infestations over wide areas, and habitat-related changes. The club finds the wildfire policy to be wholly consistent with the basic park mandate to protect the integrity of natural ecosystems. We think it would be most beneficial, however, to accompany this policy with a vigorous public interpretive program to counter the years of Smokey the Bear preventism and promote understanding of the many benefits of fire.

We do have some difficulty, however, with the proposed program of prescribed burning for Grand Teton National Park. To justify the purpose on the basis of making up for years of suppressing fires does

not rest well. Is one action really any less manipulative than the other? How can man truly replicate the role of fire in natural systems? Fires hardly occur regularly in this region, and to propose a series of "controlled burns" at regular intervals seems to imply a greater interest in burning than in creating the natural role which fire might play. The club questions whether this type of experimentation is consistent with park policies, and we discourage such programs in this region at this time. However, in the areas where fires might endanger human developments, we suggest exploring the possibilities of creating firebreaks as a means of controlling a potential fire.

As trustees for the national parks, the Park Service should be guardians rather than gardeners. One of the most remarkable qualities of nature is the randomness with which its ecological successions flow onward. Who are we to dictate which systems be allowed to reach climax stage and which ones not? The club firmly believes that the maximum area within national parks should be left to wildfires, and that prescribed burns be carefully evaluated on a case-by-case basis. Nature should be the one to determine how her garden grows.

A particularly grave concern of the Sierra Club regards the impact of present-day, large corporate enterprises serving as concession operations within the park system. Too often such operations appear to have more interest in self-perpetuation than in perpetuating park values. They promote cheap consumerism at the expense of the park when their objective should be to enhance the visitors' understanding of the uniqueness and enduring values of a given area. Some concession operations do foster a greater understanding of park values, particularly here in Grand Teton. The club encourages such operations which fit into the natural scene and historical traditions of the area, and which do not exercise undue political influence to develop the park for their own benefit. We recommend this committee's investigation of the monopolistic concessioner operations in the national system with an eye toward instituting perhaps the more appropriate quasi-public or small operations which are truly interested in park values, not in exploiting those values. We need today facilities which will help people relate to park areas and appreciate their values, not the type which merely reflects and fosters society's materialistic mania.

An area where Congress has been woefully slow in implementing national park programs is that of wilderness designation. Wilderness proposals for Grand Teton and Yellowstone National Parks were sent to Congress in 1973 where, as we understand, they have sat ever since, languishing.

We urge this committee to consider these wilderness proposals in the near future. Wilderness within our national parks is perfectly consistent with the mandate of the service to preserve unique natural areas. Designating qualifying core areas as wilderness can help maintain the delicate balance between the mandate for preservation and the mandate for use. The values of wilderness extend far beyond the narrow realm of human use. Wilderness is scarce and precious and irreplaceable. The intent of the Wilderness Act was to give statutory protection to those areas "untrampled by man." These areas serve as a biological bank, for reference and understanding of intact natural systems. Wilderness protects wildlife. It preserves an element of

diversity in an increasingly urbanized world. It is an integral part of our cultural heritage.

To fulfill its mandate for public use, a national park should provide a range of options to experience that particular environment on a level most meaningful for each individual. For some this will be from inside an auto; for others, on foot. But each has come to a park because its qualities reflect a beauty which man has had no part in creating. Above all, this natural essence of a park must be preserved against overuse, if there is to be anything at all for future generations to enjoy. To insure the enduring quality of this park resource, the service needs to be able to give additional protection to certain areas within a park. Wilderness classification of such areas allows the National Park Service to regulate use in the interest of the natural character of the park and to thus maintain its overall quality.

For the record, I would like to state Sierra Club's position on the Grand Teton Airport. The club has a standing national policy which states, "The club reaffirms its policy against commercial airports in national parks and monuments. Furthermore the Sierra Club opposes the expansion of the Grand Teton Airport." In particular, with regard to the Teton Airport, we stand firm that no decision on extending the runway be made until the joint Federal-State regional transportation study presently underway, is completed. We would further discourage any improvements not related to air safety at the present site until a decision based on a study of regional transportation needs and a finding of necessity as to the present location has been made.

Park planning, in the words of Director Everhardt, is "the means whereby we meet and affect the future." The Sierra Club encourages the Park Service to meet this challenge by facing the complex problems of the future directly, to seize leadership in the most basic element of its mandate—the preservation of natural systems. If such systems are not protected in national parks, where will they be protected? Where will we be able to turn for recreation in our urbanizing world?

The Park Service is making good strides in the direction of positive leadership. The club strongly supports the steps which the service has taken to build this stance in Grand Teton and Yellowstone National Parks. These include a wildfire policy, public involvement in planning, recognition of the economic and political power of the monopolistic concessionaires, wilderness proposals, and careful review of such antithetical proposals as the Teton Jetport.

It is our hope that this committee and Congress will recognize the long-term strength of this position and give the Park Service the support—both technical and financial—necessary to fulfill it.

Thank you.

Senator HANSEN. Thank you very much, Ms. Rich.

With respect to your concern over large concessionaire operations, certainly we do have problems with some large operations such as NCA in Yosemite, but I ask you, isn't the problem the lack of management and oversight of their operations rather than simply their size?

Ms. RICH. I agree that that is part of the problem, but I think particularly in Yellowstone—excuse me, in Yosemite, we have seen where these large concessionaires exercise undue political influence on the Park Service without public involvement to promote their own

use of the park, and this is where we see the problems developing with a monopolistic operation.

Senator HANSEN. It costs a lot of money to do anything these days, and I have a feeling personally that it's popular these days to criticize bigness, but when you contemplate the financial resources that are needed to install a system and to coordinate it, I must say that I have great sympathy for concessionaires. I know a few years ago some people now who do not have an interest in any of the concessions in Yellowstone examined that operation up there, and they finally concluded that there was no way that private capital could go in and acquire the facilities and bring about the amount of upgrading of the facilities which was recommended in the park management concessionaire policy at that time and come out on it.

I wonder, too, how we are going to draw a clean line between where bigness should be permitted to become no bigger on the one hand and to try to provide an acceptable type of accommodations on the other hand. Small parks, where people can easily drive in and drive out to a peripheral city are one thing, but I think most of you would agree that Yellowstone certainly is an example where that isn't practical, and I have great sympathy for the trials and tribulations of concessionaires.

I wonder, would you think that through greater involvement by the public, through closer scrutiny being exercised by the Congress in its oversight function, we might be able to correct the abuses, to identify the problems, and to correct them?

Ms. RICH. I certainly think that some positive steps have been taken in this direction by the Park Service, and it may be—you know, recognizing that it's very difficult for an independent operator to maintain an economic operation, it may be possible, but I think that Congress certainly has to become more involved, but this is where part of our recommendation on either encouraging the existing small operators or looking into the possibilities of a quasi-public type of operation might be better. I think that the companies which are using the park for their own promotion and benefit do run into problems, and I think we have been seeing this in Yellowstone with the quality of service provided. I think when an operation becomes so large, as in Yellowstone, it's very hard for the management of that company to look down on all the levels of services that are being provided, insuring the quality of services.

Senator HANSEN. I would certainly share your view that every encouragement should be given small operators, but I think realistically there are a number of problems involved in contemplating changes, and I don't say we shouldn't examine them, but when you think about trying to enlist small individual operators to go into a park area with the limited season we have in Yellowstone, as an example, you get into some very real problems. A lot of people may express an initial interest but when they get to looking at the bottom line and understand what is involved in the way of capital and look at comparable operations in other parts of the system to see what may be anticipated in the way of revenues, the average operator is going to conclude that there are better places to make a living than to try to do it in Yellowstone or Yosemite or somewhere else.

You speak about a quasi-public operation. I now exhibit some personal bias. I would hope we didn't go in that direction. I think that

about every experience we have gone into, whether its the Penn Central or the post office or what it is, it doesn't seem to work very well, and it's always easy to say, well, let the Government pick up part of the tab, but when that happens, the individual's attention which helps make an operation come out in the black, seems to be watered down to some extent, and we then face also the very real problem of more and more requests for Federal dollars being made. Revenue sharing is an example of a conviction on the part of many people to turn the dollars back which the Federal Government admittedly is able to collect very well, to the people who know what the problems are and can address them on a firsthand knowledge basis. But there is increasing competition for Federal money, and I know when we talk about the problems now in adequate staffing in national parks, I should think that if we were to add to that a proposal to set aside a rather considerable amount of additional tax money to acquire the facilities owned by concessionaires now in the parks would certainly make it, at least in these times, pretty tough sledding, so I just throw that out.

Would you have any observations on that?

Ms. RICH. Yes; I do agree with you, and I think we look at this as part of Congress commitment to the National Park System. I don't think it's really quite the same as Penn Central, but I feel that there has to be a greater commitment right now on the part of Congress to provide adequate financial support to the park system and certainly something like this could not be promoted at the expense of providing more basic manpower and technical support which is necessary.

Senator HANSEN. Let me thank you very much for your presentation as a representative of the Sierra Club. We appreciate your testimony, and certainly we will give it very careful consideration.

Our next witness is Betty Sable. Mrs. Sable is the executive secretary of the Wyoming State Snowmobile Association. Mrs. Sable, will you come forward, please.

We don't have copies of Mrs. Sable's statement, so those of you who may be interested perhaps will want to make some notes in order that you may refresh your recollection later as to what she said.

Mrs. SABLE. I have copies. Do you want them now?

Senator HANSEN. We might like to have a couple up here to follow along, if we could.

Mrs. SABLE. Thank you very much, Senator Hansen.

STATEMENT OF BETTY SABLE, SECRETARY, WYOMING STATE SNOWMOBILE ASSOCIATION

Mrs. SABLE. I am Betty Sable, secretary of the Wyoming State Snowmobile Association and chairperson of the Western States Chapter of the International Snowmobile Council.

We fully realize the pressure by the public which the national parks are now encountering and are very pleased to be included for suggestions concerning the management. I am speaking collectively for both organizations in order to give other interested persons time to testify.

The snowmobile people are interested in all aspects of recreation and the national parks are one of our main concerns, since much of our spectacular scenery and enjoyment are within these parks bound-

aries. The thrill of viewing these areas during the winter months is overwhelming.

The Wyoming State Snowmobile Association was very involved in the decision to open Yellowstone Park for winter use. We have worked very closely with the management concerning the age limits and safety regulations. We therefore wish for the continuation of snowmobiling within the national parks, as now set forth. The establishment of the trails, grooming and of such and the areas now open are very satisfactory.

The only recommendation we would like you to consider, is better facilities at the Flagg Ranch as for gasoline, food, restrooms and some overnight accommodations. We would also like to suggest more overnight accommodations within Yellowstone Park.

We recommend Grand Teton National Park continue as in the past, with no designated or groomed trails within the area. However some permanent parking and restroom facilities would be much appreciated.

We certainly appreciate the interest shown by the national parks in contacting the Wyoming State Snowmobile Association and the other Western States for suggestions and urge the continuation of such contacts for clearing of any possible regulations in the future.

Thank you.

Senator HANSEN. Mrs. Sable, I have heard the charge made that snowmobilers pose real problem to wildlife in the wintertime; and, of course, that's the only time you are very active. What could you say in defense of the organizations that you represent? Is the charge valid that game animals and other wildlife are encountered from time to time and that they are subjected to stress and required to move quickly through deep snow in order to get out of your way? Do you make any effort to go around them, or what can you say by way of defense of your organization?

Mrs. SABLE. I have gone through Yellowstone Park I imagine six times in the past few years. The animals within Yellowstone Park pay absolutely no attention to us. We are on the trails; we are asked to stay on the trails, which we do, and I have been as close to an elk as I am to you, and he just looks at us, he pays no attention.

In our travels throughout other areas where we have encountered elk or moose, we stop and wait for the animals to move. This we encourage all of our snowmobilers to do. There may be some bad apples, there is in every basket, and we try to get everyone to join our clubs. We feel in working through clubs, they learn these things, but we are very concerned about the wildlife. We don't want them disturbed.

Of course, another aspect, in most areas, like in national forests, the wildlife has moved out of these areas, the snow is too deep and they can't stay in the areas.

Like I said, if we are riding in an area where there are animals, we stay away from them, we respect them and we want to stay away from them.

Senator HANSEN. How many people snowmobile in this area, in your judgment, once a year or more in Wyoming?

Mrs. SABLE. We have in Wyoming right now, there is, I imagine, close to 20,000 registered snowmobilers within the State of Wyoming.

Senator HANSEN. I have heard the point made that this provides an opportunity for people to enjoy this area and could result in fewer

people coming in the summertime, that by expanding winter recreation opportunities we may stretch out the visitor season in Wyoming and in the park particularly. Do you think that there can be some significant decrease in the demand for facilities in the summertime and the possibility that one might have to make reservations a year ahead of time to visit, say, Yellowstone by expanding of wintertime opportunity as your association does provide?

Mrs. SABLE. During the snowmobile season—I shouldn't say during the snowmobile season, even during the summertime—I receive letters from all over the United States from people wanting to come to our area to snowmobile for their winter vacations. So I am sure that a lot of these people are changing their vacation times. I can't give you a definite amount that went through Yellowstone Park last year, but it was over 20,000 snowmobilers in Yellowstone Park between Christmas and the first of March, and every year it's going to get bigger, I am sure, so this is a possibility, that they will be coming in the winter.

Senator HANSEN. Thank you very much for your statement, Mrs. Sable. I am certain that the appropriate officials will note your recommendations as well as I will.

Mrs. SABLE. Thank you. I had asked for time, too, to testify as an individual.

Senator HANSEN. You may do that. Please proceed.

Mrs. SABLE. This is for my husband and I.

As individuals who have been spending summer vacations in Grand Teton and Yellowstone Parks for 30 years and additional time during the winter months more recently and as residents of Wyoming who have acquired an acre of land surrounded by Grand Teton Park, we are very interested and concerned with the management and the future of both parks.

We feel there is need for more campgrounds with modern facilities for trailer houses.

Special areas for individuals wishing to spend more than 14 days in the park.

Lower the overnight fee for trailer parking to a reasonable amount.

Burning; letting an area burn that is visible to the public, such as the area across Jackson Lake from Colter Bay, is a disgrace. Remote and not visible areas to the general public, could be tolerated. Controlled cutting of timber in order to improve the growth of vegetation and to rid the ugly appearance of bug-infested areas, would be much better than letting needed lumber go to waste.

We feel there is no need for wilderness areas within the park boundaries. Wyoming now has sufficient wilderness areas for those interested.

The national parks belong to the people, do you honestly feel they should be closed to these people? Closing parks to motorized vehicles would certainly create more problems than are now encountered. What arrangements can be made to accommodate these people while they are waiting to be transported through the parks in buses? Management is the key word, hire more people, make more facilities available, open more areas and let the people enjoy their parks without the feeling of intruding. We must meet progress, not throw up our hands and quit. The old saying stands firm in this situation, Where there is a will, there is a way. We are certain a way can be found.

Thank you.

Senator HANSEN. Thank you very much, Mrs. Sable. I appreciate your appearance here this morning.

Our next witness will be Howie Wolke, of Jackson. Mr. Wolke, I believe you do not have a prepared statement; is that correct?

Mr. WOLKE. That's correct.

STATEMENT OF HOWIE WOLKE, JACKSON, WYO.

Mr. WOLKE. My name is Howie Wolke, and I live in Jackson.

The National Park Service's mandate for management of our national parks is based upon then Secretary of Interior Franklin K. Lane's instruction to Stephen Mather, first head of the Park Service, that our national parks should be, and I quote—"Maintained in absolutely unimpaired form for the use of future generations as well as those of our time."

Clearly, if we look around, our parks have not been maintained in absolutely unimpaired form, but with enlightened management and implementation of the Wilderness Act, it is my hope that we can still preserve the remaining integrity of the national parks. By calling for an end to all new development and road building schemes I ask to not lock up the parks, as opponents of this point of view might say, as we have long passed that point in time where that is possible anyway. What I do ask, what I do call for is to save what remains of our national park wilderness so that future generations as well as those of our time will also have the chance to see these magnificent areas in an unspoiled state. There are already greater than 300 miles of paved road in Yellowstone National Park. There are already hotels, lodges, cabins, restaurants, stores, 14 developed campgrounds, marinas, gas stations, and churches within the park's boundaries. In mostly all of our parks a visitor can see a great proportion of the park's landscape from the comfort of his car. The argument that our parks are for people is academic. They have already been developed for people; it's now time to preserve what's left.

In looking ahead to the future management of our parks, I see a number of hopeful signs that the Park Service intends to make this type of commitment.

First of all, I wholeheartedly support the Service's recent trends in fire management policies, particularly in Yellowstone and Grand Teton National Parks. It's refreshing to see the recognition of fire as a legitimate natural force as it was before the country was settled. Suppression of fire has had adverse effects on many ecosystems. For example, in Sequoia National Park past suppression policies have resulted in an understory of lesser species, such as white fir and a litter buildup in which Sequoia seedlings won't regenerate. This is an unnatural situation.

Similarly, in sections of Yellowstone and Teton fuel buildup has resulted in extremely hazardous fire conditions in which a fire started would probably result in a great deal of destruction. In cases like this, I would support controlled burning under the proper weather conditions and close scrutiny by the Park Service in order to reduce the fuel supply so that in the future fire can once again play its natural role.

Similarly, I must defend the Park Service's efforts to curtail automobile use in various parts of the Park System, particularly in Yosemite

ite Valley, which I think is a case we are all fairly familiar with. All too often, however, new road proposals crop up and environmentalists are forced to mobilize and fight these proposals as has been recently been done with the transmountain road proposal in Great Smoky Mountains National Park. The Park Service must realize that parks are a natural resource and must not let private interests such as local chambers of commerce dictate policy.

Mass transit in many areas would solve many park congestion problems and eliminate the excuse for more roads. In the future I would hope to see increased research and an increased emphasis in general to mass transit within the parks. Therefore, I oppose the construction of any new roads in the National Park System.

I also oppose the construction of new major concessions within the parks and, therefore, applaud the Park Service's recent efforts to alleviate certain congestion problems in the Jenny Lake area in the Grand Teton National Park.

I believe strongly that the best way to protect the integrity of our parks is through full implementation of the Wilderness Act. The act instructed the Park Service to study and recommend for wilderness designations areas within the Park System within 10 years following the passage of the 1964 act. I support the Park Service's wilderness proposals for Yellowstone and Teton National Parks and urge the Congress to recognize what I believe is the will of the people and the intent of the law and to act rapidly in the designation of these park wilderness areas.

Throughout the system I support maximum wilderness which generally would mean the elimination of buffer zones, often wilderness designation right down to the road's edge for the parks. They have already been amply developed and now it is time to preserve what remains.

As wildlife preserves, I believe it to be a special duty of the Park Service to protect the habitat of rare and endangered species, especially predators. These animals in particular can find a last refuge in the national park system. Species such as the timber wolf, wolverine, and to a lesser extent the mountain lion, which were once numerous, must have large areas of wilderness in which to live. Their remaining habitat can be protected through implementation of the Wilderness Act. I would also support researching the possibility of reintroduction of these species and others in areas where these animals have become depleted.

I recognize that as more and more people find refuge from cities in our parks and more and more people are taking to the backcountry, it becomes increasingly difficult to protect the resources from deterioration. Intensive people management is an absolute must if we wish to control the impact of man on the ecosystem, particularly in the backcountry.

Various approaches can be used. I will just mention a few here. First of all, as has already been emphasized, I think we should publicize only the least used parks and within a park we should publicize the least used areas. Yellowstone and Teton National Parks hardly need to be advertised.

I also believe we should expand the park system and we should where possible enlarge the boundaries of the existing parks in order to help take the load off of existing areas.

I think it may also be necessary to close down certain fragile backcountry areas, particularly in subalpine and alpine zones, if overuse results in serious deterioration. I believe, as is being done to some degree in some parks, we should look into the possibility of requiring backcountry users to in some way show that they have competence and knowledge in the proper wilderness matters.

I think the Park Service, as they have done in some areas and have not done in others, should close trails that are eroding or otherwise deteriorating before irreversible damage sets in.

In addition, the permit system regulating backcountry use is already in effect in many parks and in the future it may be necessary to put an absolute limit on the number of people who go out in the parks' backcountry areas.

Finally I would like to close by emphasizing my opposition to any expansion of the airport in Grand Teton National Park. It's unfortunate that we are in the position of having the airport within the park, but be that as it may, I firmly support the park advisory board's opposition to any further expansion. Taking this stand before the regional transportation study has been completed is not premature as some critics might argue because there is nothing premature in defending the integrity of the National Park System.

Senator HANSEN. Thank you very much, Mr. Wolke. You don't represent any organization?

Mr. WOLKE. I am speaking for myself.

Senator HANSEN. We appreciate your appearance. You probably may very well know and if not I am certain you will be interested to know that I believe the Senate Interior Committee will hold hearings November 6 on wilderness proposals for a wilderness area in Shenandoah, which is in Virginia; Isle Royale, Mich.; Badlands in South Dakota; Bandelier in New Mexico; Pinnacles in California, Point Reyes and Yosemite, both in California; and I would certainly welcome a statement from you at those hearings or your personal appearance, whichever might suit you best.

Mr. WOLKE. Certainly.

Senator HANSEN. Thank you for coming.

Just one moment. I think counsel has a question that would be appropriate.

You have mentioned limitations on visitor use of parks. What formula would you recommend be used to determine who can visit our parks and who must be content with pictures?

Mr. WOLKE. Well, I was referring basically in my statement to limiting the use in backcountry areas, and I think there are various management tools to do this. First of all, in most parks already it's necessary before you go on an overnight hiking trip to go to the park ranger and get a permit and the ranger will tell you what designated campsites you can stay in. If the Park Service determines that all the backcountry areas are full to what they have determined to be the carrying capacity, they can just refuse to give you the permit, tell you to come back in a few days or something like that. I was referring to the backcountry areas.

Senator HANSEN. Would you think that the implementation of such a policy as you suggest would meet with a sufficiently wide public acceptance to have it become an on-going thing or would there be difficulties?

Mr. WOLKE. Well, I think that in past areas where it has been done to limited degrees, the public is reacting much more favorably than the agencies have expected. For example, in White Mountain National Forest in New Hampshire the forest service was limiting the numbers of people in certain fragile areas and they had students from the university, I believe, and various people surveying people in the back-country areas and asking them how they felt about this, expecting to have an adverse reaction from the recreationists, and on the contrary, most of the people said they would be perfectly willing to comply with this if it would help protect the resources.

Senator HANSEN. With more than 100 years, having been the life of Yellowstone, I understand that at least 97 percent of the total area within Yellowstone now meets all of the requisites, all of the requirements, that would be valid in asking or considering the question as to creation of a wilderness area. Does that record of management by the Park Service, by its personnel, give you reason to think that additional safeguards must now be imposed, or what prompts your concern that we need to create wilderness areas within Yellowstone, as an example?

Mr. WOLKE. Well, first of all, in direct answer to your question, I think the answer is yes, I do believe that there is legitimate reason for concern. You mentioned a figure of 97 percent of the park is wilderness, but it is divided into numerous small tracts of land, by roads and developments, and it's been a gradual process. The park wasn't made and the developments weren't there, and unless we implement the Wilderness Act fully there are going to be more road proposals in the future, there are going to be more concession problems cropping up and I think the Wilderness Act goes along with the Park Service's mandate and doesn't include their management opportunities, that the Park Service itself supports the wilderness areas, and I think the two go hand in hand.

Senator HANSEN. Absent a wilderness designation, you express the concern that park personnel and the legislative mandate under which park personnel operate would not be sufficient to preserve the integrity of the system. Is that your contention?

Mr. WOLKE. Well, what I am saying is—and I can use an example of what has happened fairly recently in the Great Smokey Mountains. If the Great Smokey Mountains Park had been designated "wilderness" at the time, there would have been no transmountain road proposal because it would have been blatantly illegal and that type of threat would certainly be eliminated by designating it as wilderness.

Senator HANSEN. Thank you very much, Mr. Wolke, I appreciate your being here.

Our next witness is Bruce Hamilton of Lander, Wyo.

STATEMENT OF BRUCE HAMILTON, JOURNALIST, LANDER, WYO.

Mr. HAMILTON. Good morning, Senator Hansen and other distinguished guests, my name is Bruce Hamilton. I am a journalist living in Lander, Wyo. I work for the High Country News, but am speaking as a private citizen.

This summer I had the opportunity to travel back East on business and visited, among other spots, Niagara Falls. I had been looking forward to seeing this wonder of the world, but I must admit that what

impressed me most was not the falls, but rather man's insensitivity to the falls.

Today Niagara Falls is surrounded by towering space needles, wax museums, fast-food joints, curio shops, and freeways. Helicopters hover overhead, powerboats circle down below, and colored spotlights glare on the falls.

I know Niagara Falls is not a national park, but it could have been if man had had the foresight to preserve it. Instead, the Falls has become an amusement park where visitors spend just as much time playing pinball as they do clicking photos of the falls.

I know the falls is enjoyed by millions of people every year, but in my mind this valuable natural resource has been sacrificed to mediocrity. The Niagra Falls experience should serve as a warning to managers of our National Park System.

Once I feared our national parks would follow the path of Niagra Falls. There was a trend toward making the parks easily accessible, convenient, popular, and just like every other place in the country.

Today I think the Park Service has seen the light and is starting to steer away from that course. During these past 2 years snowmobiles have been banned in Glacier National Park, cars are being limited in Yosemite National Park, Rocky Mountain National Park and Zion are considering removing concessions from within their boundaries. In Grand Teton some natural fires are being allowed to burn after years of needless fire suppression. In Yellowstone, over 95 percent of the park is being considered for wilderness classification.

To me, these are encouraging signs. These actions recognize, at last, that protection of the natural resources of the park system is the top priority.

We are starting to realize that national parks are a place to come and hear coyotes howl and elk bugle—not be confronted by the drone of snowmobiles and the roar of jets.

But we still have a long way to go. As each park comes up with its master plan we are confronted with new choices, and the decision-makers have not always chosen the path of preservation of the resource.

In many areas, we are forced to sacrifice certain natural resource values to provide for our economic well-being and safety. It is my belief that the National Park System is one area where we have a mandate to be purists—preservationists—and insist on a minimum of human interference.

Today, in our complex society, the opportunities to experience solitude in the midst of natural splendor are few. The national parks are one of the last strongholds for the human spirit. I sincerely hope that the Park Service and the Congress will continue to make diligent efforts to remove objectionable human interference in the parks. Today's society and future generations deserve no less.

Thank you for the opportunity to speak before you today.

Senator HANSEN. Thank you, Mr. Hamilton. Do you have any specific criticisms or comments to make on, say, the master plan for Yellowstone or for Grand Teton that you might care to propose now?

Mr. HAMILTON. I have a number. I didn't want to go into those in depth. I generally back the wilderness proposals. I think the more wilderness we can have in all of the national parks the better. I am

opposed to the expansion of the airport here in Grant Teton National Park. I would just as soon see it removed to another area. I think they are doing some good studying of the Jenny Lake situation. In general, I really believe that a lot of the things that we have done to accommodate the people in the national parks are not really necessary. People like to snowmobile in the parks, but, as far as I am concerned, snowmobiles are something that should never have been invented in the first place. It's OK to use them for necessary things like possibly managing ski areas or something like that, but like the supersonic transport or a number of other things that man has come up with, we don't really have to go that route and we don't necessarily have to go and use everything that we possibly can.

Senator HANSEN. You spoke about the airport and your feeling that it might, if I understood you, that it might be better if it were removed from within the park altogether. There have been a number of studies made. I know Mr. Lawrence Rockefeller had a group of airport specialists examine the area or this immediate region to see if there might be an alternative site that would be acceptable, having in mind the needs of this community for that particular type of transportation, and they may have some recommendations later on to make, I wouldn't want to foreclose that possibility, but do you have any specific suggestion as to where you think the airport ought to be moved to or what airports near here could be used if the airport in Grand Teton were to be removed?

Mr. HAMILTON. I haven't really studied alternative sites, looking at Driggs or south of the park or whatever, I am kind of waiting to see what this regional transportation study comes up with, but as a general statement I don't feel that every place on earth has to be serviced by airlines and that if for some reason, you know, there wasn't a suitable site within Jackson Hole, that doesn't mean that we have to stick with the one within the park's boundaries.

Senator HANSEN. Have you ever flown into Jackson?

Mr. HAMILTON. No: I haven't.

Senator HANSEN. Thank you very much for your appearance, Mr. Hamilton.

Our last witness before we have our break is Larry McCoal of Jackson.

Mr. McCOAL. Senator Hansen, I thank you for the privilege of offering oral testimony. However, since I now know that it is possible to submit written testimony, I would, with your acceptance of this, waive my privilege of oral testimony at this time.

Senator HANSEN. Thank you very much. That, of course, is your choice. I was just thinking that for the benefit of our Federal representatives here, if you did have any suggestions or convictions or feelings that you might want to express, there might be some benefit in that but that is your choice, and there will be an opportunity to present written testimony and I suspect that in the long scheme of things, there certainly will be an opportunity afforded those Federal representatives here to ponder your suggestions. So we will leave it that way.

It's been suggested that our last witness be the Superintendent of— may I say to those departing seniors, we are awfully happy to have had you here, we appreciate your interest in what is taking place here today, and we would like to hear also from you because, after all, you

are going to be the ones who will be running the show before too long, and thank you all very much for coming.

Bob, if we may, why don't you make whatever presentation would seem appropriate to you at this time before we break for lunch, and then we will have the panel on fire suppression later this afternoon.

Bob Kerr, the Superintendent of Grand Teton National Park. And with him is Tony Bevinetto and Bob Wood.

STATEMENT OF BOB KERR, SUPERINTENDENT, GRAND TETON NATIONAL PARK

Mr. KERR. Mr. Chairman and members of the committee. I appreciate the opportunity to appear before this distinguished committee to present comments on several aspects related to the management of Grand Teton National Park.

The park was originally established by legislation in 1929, and amended by the passage of Public Law 81-787, September 14, 1950. The legislation establishing the park, the laws creating the National Park Service and subsequent policies provide the mandates and constraints that we follow in our daily and long-range management and planning. We have the task of balancing the classic National Park Service mandate of preservation and use which immediately provides us with an interesting challenge. It is the problems and opportunities resulting from these particular legislative and administrative mandates that I would like to address my comments to this morning.

To provide a sound basis for long-range management decisions, a statement for management, or park master plan, is prepared. I am pleased to report that we have prepared and published for review, both a draft and a final environmental impact statement on the proposed master plan. We anticipate final approval of the master plan in the near future. While the master plan is conceptual in nature and provides general direction, the complexities of Grand Teton National Park require that we address the preservation of the varied resource values with specific management tools. The park has prepared a back-country use management plan, a wilderness proposal, a fire-vegetation management plan, a Snake River management plan and a snowmobile policy, as well as other plans and programs that allow us to address these issues.

The park wilderness proposal was prepared in compliance with the 1964 Wilderness Act and is pending before Congress. The back country use of the park, primarily that area proposed for wilderness, has increased 275 percent in the last 10 years. In an effort to maintain a balance between preservation and use, special regulations, including a permit system, have been established. The basis for this action was our new back-country management plan completed in 1973. The plan establishes carrying capacities, but allows for greater freedom of camping use by utilizing a zone camping system, rather than fixed sites, and by eliminating campfire building. Horsemen are required to carry feed for stock, eliminating grazing damage to fragile high meadow areas.

We believe this approach has met with enthusiastic support from the majority of users; this has been borne out in the "Grand Teton Back-country Use Survey Study" conducted by the University of Wyoming

and funded under the auspices of the northern Rocky Mountain Cooperative Park studies program. Complementing the back-country use management plan, but affecting all of the park, is the fire-vegetation management plan. To perpetuate the natural biological sequences within the park, wherever possible, the plan supports reintroduction of fire as a natural force in the park's ecosystem. We have also considered the possible threat to life and property that uncontrolled fire in certain areas poses and, therefore, will continue total fire suppression activities in those areas. Concentrated research by park biologists has been underway since last year's Waterfalls Canyon fire. While the studies are not complete, we believe the early indications support the recommendations of the fire-vegetation management plan and will contribute significantly to our understanding of the role of fire in this area. If additional research findings dictate, the fire management plan will be revised accordingly.

The visitor use of the Snake River has increased tremendously. The number of persons enjoying boat trips and canoeing on the river since 1965 has increased from 15,000 to 73,000 in 1974—or nearly 300 percent. This has necessitated management controls to preserve the natural biological habitat and to maintain the quality of this unique visitor experience. The Snake River management plan outlines regulations for commercial and private visitor use with the balance of preservation and use in mind. We believe this formula, or, in a sense, this upper limit of numbers, will allow us to protect the flora and fauna, as well as assure the visitor an enjoyable experience on the river. As provided by Public Law 81-787, we cooperate with the State of Wyoming and the Bureau of Reclamation in fisheries management and water level control in the management of the river.

In winter use activities, cross-country skiing has increased from approximately 40 skiers and snowshoers in 1969 to approximately 4,000 skiers and snowshoers in 1974, an increase of 1,000 percent. Winter mountaineering and camping has shown an approximate increase of over 200 percent during the same time period. This use increase, coupled with severe winter conditions, places some strain on our skilled winter rescue capabilities. We have again tried to balance use with preservation by providing areas for snowmobile use that are least likely to have an adverse effect on the wildlife and the esthetics. We have instituted noise level controls of 86 decibels at 50 feet and are presumably considering a reduction to 82 decibels at 50 feet. This would be consistent with at least 17 of the State regulations and with the Canadian federal regulations. The park presently has a contract with the University of Wyoming to study the ambient noise levels from all sources on a parkwide basis. This information will be of value in future decisions relating to the directing of visitor use, transportation routes and methods, and other park activities.

The Jackson Hole Airport, which exists within the boundaries of Grand Teton National Park, is in keeping with 1950 congressional action that authorized the Secretary of the Interior to provide for airports in—or in close proximity to—national parks when such airports are determined by him to be necessary to the proper performance of the Department of the Interior. Appropriated funds have been made available by Congress to provide for the construction of a taxiway, widening and strengthening of the runway, providing additional

aircraft and vehicle parking, installation of a new sewage system, and other minor improvements. This construction has been underway and is nearing completion with the exception of the installation of the ILS landing system.

When former Secretary Rogers C. B. Morton announced the approval for safety improvements for Jackson Hole Airport, he also mandated the National Park Service to conduct a regional transportation study which would look, not only at alternative airport sites, but to thoroughly analyze the entire region and determine feasible alternatives to handling movements of people and products into, within and out of the region. I am pleased to report that the regional transportation study has been broadened to include the active participation by the States of Wyoming, Montana, Idaho, the U.S. Forest Service, and other Federal agencies. I am also pleased that Governor Herschler has agreed to chair the steering committee which will advise and establish policy for this study effort.

Though Grand Teton National Park is a complex entity in itself, we recognize that it is only a part of a greater regional resource and recreation area. We are actively involved in Teton County's 208 Water Quality Planning Agency and land use planning proposal. We were able to participate financially with the U.S. Forest Service in a countywide high level photography effort that will provide orthophoto maps for land use planning. We plan to continue our cooperation with Teton County as they proceed in the development of their planning and I believe that any continuing action of our preliminary boundary study must be carried on in close coordination with the country's land use planning effort.

We must be responsive to the ever-changing cultural use demands of park visitors which include mountaineering, river floating, backpacking, the renewed interest in tenting, and the opportunity to get away from it all. The visitation rates over the past years serve as an indicator of these demands: 1965, 2.5 million; 1970, 3.3 million, and with the rate of increase experienced to date this year, it appears that, in 1975, we will record approximately 3.5 million visitors.

It has been our policy to provide adequate services to make each visit safe, enjoyable, and rewarding for the park visitor. We do this by operating visitor centers, museums, interpretive walks, living history demonstrations, evening campfire talks, interpretive signs, self-guiding trails, camping facilities, and other services. We believe each visit should also be an educational experience and that there are few finer outdoor laboratories than Grand Teton National Park. Mr. Chairman, as you are aware, we are codirectors of the Teton Environmental Education Center, in a cooperative effort with local and regional educational institutions. Though we are carrying this program without benefit of program funds, we feel that this opportunity for increased environmental awareness and understanding is invaluable to our school systems and future leaders of the State and Nation.

National Park Service policy provides for the participation of free enterprise in the operation of many required visitor services not directly related to interpretation, resource management, or park maintenance. At Grand Teton National Park, we have 26 concession operators that provide for such services as food service, lodging, service stations, river floating, horseback riding, mountaineering, and ski

touring guides, transportation, general stores, marinas, boating and marina services and 27 special use permits for special land use operations generally not related to direct visitor service, such as stock drives, utilities, post offices, and other operations necessary to carry on the total management requirements of the park.

Each visitor service provided and each resource protection requirement has a direct effect on the operational budget and staffing makeup of the park. While pressures, visitation, budgets, and staffing have each increased over the years, they have not always been proportional. Even though inflation has taken its toll on our ability to maintain the standards of maintenance, resource protection and visitor services that we or the public would like, budget increases since 1970 have allowed us to add to our staff a law enforcement specialist, a research biologist, and an aquatic biologist. We are now also able to provide 24-hour road patrol and dispatch during the heavy visitor season.

The increase in our seasonal force has enabled us to increase the efficiency of our entrance station operation and campground fee collection.

Mr. Chairman, we are pleased the committee has provided us this opportunity to share our comments and concerns with you. I would be pleased to respond to questions you or members of the committee may have.

Senator HANSEN. Thank you very much.

The Secretary's advisory committee task force in 1971 reported that you had insufficient personnel to make adequate collections of visitor and user fees. Has this condition been corrected since that time?

Mr. KERR. Excuse me, when was that?

Senator HANSEN. Secretary's advisory committee's task force in 1971.

Mr. KERR. We have been able since 1971 to increase our seasonal staff from 164 to 251 and we feel at this time we are collecting at 98-percent plus of the fee collection possibilities.

Senator HANSEN. The same task force complained of inadequate sanitation conditions in some parks. In view of the recent temporary closing of Crater Lake National Park because of contamination of water supplies, can you assure this subcommittee that water treatment and waste disposal in Grand Teton Park meets Federal standards?

Mr. KERR. Yes; since that report, the facility at Moose has been improved so that it's treated underground. We have done away with the sewage lagoons that served Jackson Lake Lodge and combined those into one system that treats the sewage from Colter Bay area and Jackson Lake Lodge in a lagoon system midway between the two. At the present time there is no effluent going into the Snake River.

Senator HANSEN. You have anticipated my next question. There is no effluent going into any part of the Snake River in Grand Teton National Park?

Mr. KERR. Not from the major areas of use. The pit toilets, we have converted them to bulk type toilets and they are pumped periodically into the primary treatment systems.

Ms. NELSON. What about Flagg Ranch?

Senator HANSEN. A question from the floor is what about Flagg Ranch?

Mr. KERR. That's an area that has been a concern to us and at the present time the concessionaire is installing a closed septic tank system until the service can provide a similar type treatment facility that we

have for Colter Bay-Jackson Lake Lodge, and that will be completed prior to the next visitor use season.

Senator HANSEN. Is housing adequate for permanent and seasonal park employees, in your judgment?

Mr. KERR. No. I say no, in that I don't think that house trailers are a satisfactory means of year around housing in this area.

Senator HANSEN. How many units would you say you are short, Mr. Kerr? Maybe you would like to supply that for the record later.

Mr. KERR. Yes; I would.

[Subsequent to the hearing the following information was received for the record:]

U.S. DEPARTMENT OF THE INTERIOR,
NATIONAL PARK SERVICE,
GRAND TETON NATIONAL PARK,
Moose, Wyo., October 28, 1975.

Mr. JIM BIERNE,
Staff Counsel, Subcommittee on Parks & Recreation, Committee on Interior & Insular Affairs, U.S. Senate, Washington, D.C.

DEAR MR. BIERNE: In order to complete the hearings record for the recently held subcommittee on Parks and Recreation, we offer the following for the record:

Cost of replacing substandard housing

Moran : Replace 4 trailers and 1 dorm :		
1 dormitory, 12 employee capacity, 21,000 ft ² -----		\$63, 000
1-4 unit apartment, 2,400 ft ² -----		72, 000
Colter Bay : Replace 21 trailers and 5 cabins :		
3 dormitories, 2 story, 24 employee capacity ea. 12,600 ft ² -----		315, 000
3-4 unit apts., 2,400 ft ² each-----		216, 000
Beaver Creek : Replace 9 trailers and 8 apartments :		
1 dormitory, 2 story, 24 employee capacity 4,200 ft ² -----		105, 000
3-4 unit apartments, 2,400 ft ² ea-----		216, 000
Gros Ventre Campground : Replace 3 trailers :		
1-4 unit apartment, 2,400 ft ² -----		72, 000
 Total -----		 1, 059, 000

Construction costs are figured as follows :

Single floor units @ \$25.00 per ft².

Similar housing construction in Jackson is currently \$35.00 per ft².

We are also submitting for the record, the Multi-Year Program Formulation Schedule as of October 9, 1975 for Grand Teton National Park for fiscal years 1976-81 and future.

It was indeed a pleasure to meet you personally, to have the opportunity to work with the Committee, and to offer testimony.

I hope your next visit to the Tetons will allow you to see the mountains.

Sincerely yours,

ROBERT I. KERR,
Superintendent.

Senator HANSEN. Do you have enough personnel and snow removal equipment to maintain access to the Jackson Hole Airport during the winter months?

Mr. KERR. Yes; as you know, I haven't had the opportunity to spend a winter here yet, but to the best of my knowledge we maintain all the primary access roads, school bus routes, the mail routes, and whatnot are kept open on a daily basis. We plow snow 24 hours a day throughout the winter months, and also we have added two major pieces of snow removal equipment, the rotary type plows, that have helped our efforts considerably.

Senator HANSEN. Do you have enough personnel to maintain an adequate interpretation program within the park?

Mr. KERR. I believe we do now. Over the past several years we have added a number of items to our interpretive program. If you would like I could run through several of those.

Senator HANSEN. I would be happy to have you do that.

Mr. KERR. We have started a junior ranger program for youngsters between the ages of 8 and 12, and these youngsters, along with the naturalist, take hikes out into the park, are provided worksheets, where they can learn about the environment, flowers, wildlife, and so forth. There are junior ranger patches they can put on their shirt and so on. That's been quite successful.

We started producing the Grand Teton Ranger, a newspaper that the park puts out, and it has a feature issue on park management or a special issue, concerning the park at the time. It also lists all of the interpretive programs, all the concession facilities that are available. This is not only done by the park but is entered into quite enthusiastically by the concessionaires throughout the park.

We offer two photo hikes each week where the park visitors can participate, get points on taking pictures in the park and so on and so forth.

We have started an artist in the environment program where six or seven local artists come out and talk about painting both wildlife and landscape. That's been quite enthusiastically received.

We have instituted an astronomy talk.

This past summer we dedicated the Three Senses Nature Trail at Colter Bay, which is a nature trail that provides interpretive services for those who—in this particular instance it was designed for people who have lost their sight, but can be used by others, also.

So I think to answer your question, over the past several years we have been able to quite dramatically increase our visitor services.

Senator HANSEN. What about the adequacy of trained biologists? A number of years ago I introduced a bill which, I think, has resulted in the participation and cooperation of the University of Wyoming and similar schools in Idaho and Montana in conducting a continuing research program. Do you feel that you have at your disposal an adequate number of trained biologists to conduct the needed research on fish and wildlife problems within the Grand Teton?

Mr. KERR. Yes; at the present time we have an aquatic biologist full time doing research on river activities; we have also added to our staff a research biologist, and these past two summers we have added to the staff a seasonal park biologist to assist the research biologist. In addition to the ones we have on our staff, of course, we cooperate with the University of Wyoming through the Northern Rocky Mountain Cooperative Research Center. This center, as you know, does research for parks. It's not pure research in the sense that it's management oriented, so that the research that comes out of the center provides management with guidelines as to what the best course of action in any particular issue might be, and it's quite successful. We meet with those folks twice a year and design a set of priorities and guidelines for research that involves the park, and it's been quite successful. They are able to get research people not only from the University of Wyoming but from around the country.

Senator HANSEN. Has the State game and fish commission been invited to assist and participate with their biologist and research people in the evaluation of problems?

Mr. KERR. I would like Bob Wood to answer that.

Mr. WOOD. Yes; we do. We presently have a cooperative elk study group going that works quite well. We also have a cooperative agreement with the State as pertains to fish and wildlife, an umbrella agreement that we will work out any problems cooperatively, and we are using this Jackson Hole Cooperative Elk Studies Group as a standard. This particular group has been at work for the last 25 years. It does result in bringing all the Federal and State agencies concerned together and has worked quite well. To date we have not applied this to any other wildlife problems.

Senator HANSEN. I was thinking the game and fish department has done a lot of work in taking the census of fish populations and identifying the different species and subspecies that are encountered, and I should think that their experience could very probably overlap and be useful to you in analyzing and understanding better some of the problems that you might have, and I am certain that they would be eager to help and to participate in any manner that they could. I am sure you know that.

Mr. WOOD. Yes.

Mr. KERR. When I was in Cheyenne last week I talked about this to Earl Thomas and he was more than happy to share the information he had on a variety of projects.

Senator HANSEN. You mentioned in your testimony the regulation of horseback use of the park, and if I understood you correctly, one of the requirements was that overnight horseback parties be required to take in feed for their livestock; is that right?

Mr. KERR. Yes.

Senator HANSEN. Just a couple or 3 weeks ago, I think not more than 2 weeks ago, in Washington Senator McGee and I participated in a conference there between the U.S. Department of Agriculture and State weed and pest control officials. One of the concerns that that State group expressed was the proliferation of weeds, noxious weeds, in federally owned and controlled land areas. Have any problems developed, to your knowledge, as feed is carried into the back country for horses?

Mr. KERR. We noticed on one site I looked at this past summer, south fork of Cascade Canyon, we noticed different types of grain, I guess it was, that had been dropped and were sprouting, but the general consensus, I think, was that this particular type of weed wouldn't continue to exist because of the environmental adversities of the particular area. I think it's something that we have to watch.

Senator HANSEN. We have had a number of letters from people who complain because of the closure of certain roads and trails in Grand Teton. I think of one former Senator whom you know that has been disturbed over the fact that he no longer is able to ride some of his favorite trails. Along with that there has been a restriction, so I understand, and perhaps this may be more the case on national forest lands than on national park lands, the size of parties that can go in. Do you have a restriction on the size of horseback parties that may go in?

Mr. KERR. Yes, sir, it's 25.

Senator HANSEN. Are you able to satisfy in a reasonable manner, as nearly as you know, the demands of the public who would prefer or who required that sort of service with the 25 limitation?

Mr. KERR. It hasn't been brought to my attention since I have been here that the 25 posed a problem with horseback parties.

Senator HANSEN. Would pose a problem?

Mr. KERR. It has not posed a problem, it hasn't been brought to my attention that it has. Senator Clark has come in and talked to me two or three times about a variety of things relating to the back country management plan, horseback use, the closing of some trails, the stoppage of streams, and whatnot, and one of the things that I don't think is generally known. The restriction on horseback use applies to about 15 miles of trail out of 200 miles that we have in the park. The day after Labor Day the trails that are not open for horseback use during the summer are opened to horseback use because of the increased number of hikers. This past year I know that Senator Clark came in and discussed it with me, that was the day before Labor Day, and he was quite pleased to learn that he could ride up to Surprise Lake, which he did with several other people, and caught some fish. At least after Labor Day he was able to participate in those things that he wanted to do.

Senator HANSEN. I understand in the typed material that you have submitted is a report on the status of plans, projects, studies and research as of October 14, 1975, affecting Grand Teton National Park and its environs. You addressed these subjects: The John D. Rockefeller, Jr., Memorial Parkway national plan and environmental assessment; Fossil Butte National Monument; Grand Teton national plan and environmental impact statement; Jackson Hole Airport master plan and environmental impact statement; fire-vegetation management plan; Snake River management plan; development concept plan for Moose Landing; back-country management plan; northern Rocky Mountain cooperative research project—you referred earlier to that—park resources management plan; regional transportation study, to which reference has been made several times; and, lastly, the Grand Teton National Park boundary study. I make note of that and I suspect that there may be people who would like to pick up a copy of that material. I won't read it now, but it has been submitted by the Park Service, and if it should suggest questions to you, I suspect that you might want to write in, having in mind that these hearings will be kept open for some 14 days so that you could address any particular subject that may be of interest to you.

Do you have a comment to make on that, Bob?

Mr. KERR. We have copies available here today if anybody would like some and we can make more if they would care to write to us.

Senator HANSEN. I understand, unlike other units of the National Park System, you do not have a congressionally authorized personnel ceiling in Grand Teton. That is right, is it?

Mr. KERR. Yes.

Senator HANSEN. How many full-time and seasonal employees do you have? If some of these questions aren't readily available insofar as your recollection goes, you certainly may submit that for the record later.

Mr. KERR. We have a permanent staff of 49 full-time employees—

Senator HANSEN. How many?

Mr. KERR. Forty-nine.

Senator HANSEN. Is everyone able to hear Superintendent Kerr in the back? Apparently not. May we move those mikes on the side a little closer to you, Bob.

Mr. KERR. We have 49 full-time employees, 26 less than full time, and this past season we hired 251 seasonals.

Senator HANSEN. How many do you think you would need fully to perform the job which the Congress expects of you to do? Maybe you would like to express it as a percentage increase or however—

Mr. KERR. I think with the staff that we had on board last year, one of the problems that we are faced with right now is the less than full-time employees that we had, the 26 that I referred to. These are employees that are required because of limitations on permanent hiring to work 35-hour weeks or 10- or 11-month years and then are laid off for a specified period of time. It has been and will continue to be a high priority in our budget request that these positions be added to the permanent staffs so that we would have in the neighborhood, then, of 75 full-time permanents. As I mentioned earlier, the seasonal staff that we have been funded for for the past several years is adequate not only for fee collection, law enforcement, interpretation, but mostly for maintenance.

Senator HANSEN. What is your development backlog in Grand Teton?

Mr. KERR. The development backlog for Grand Teton was \$19,755,000.

Senator HANSEN. What is your capability for eliminating that backlog? How long will it take you presently? What are your projections?

Mr. KERR. In 1976 fiscal year, we have one program funded, the Moose Landing, \$30,000.

Senator HANSEN. Is that all that there is in that year's budget?

Mr. KERR. Yes.

Senator HANSEN. Would you care to distinguish between your capability and what your budget request was? If I may add further, assume that the Congress were to appropriate the \$19 million that is represented in your backlog, how quickly then would you be able to catch up?

Mr. KERR. Of course, we couldn't commit and complete the \$19 million worth of work in a year's time or 2 years' time.

Senator HANSEN. It would take several years?

Mr. KERR. It would have to be spread out over 5- to 10-plus years probably, Senator.

Senator HANSEN. That \$19 million budget estimate is based upon current costs now without any inflation, I presume; is that right?

Mr. KERR. That's right.

Senator HANSEN. So, actually, even though you were to be given adequate funding, it's reasonable to assume that before you got the job done, it might cost more than the \$19 million; would that be appropriate?

Mr. KERR. Yes. Tony says in 1970 dollars.

Senator HANSEN. So we would be even further behind than we might assume talking about a 1976 budget or 1977 budget, yes.

With respect to noise levels, I have read in the local papers a definition of what 86 decibels mean, but it would be helpful to me if you

would refresh my memory on that. When you speak about noise control, can you explain in language that would be intelligible to me, understandable to me, what kind of a machine and how near you would have to be to it to be subject to a noise level of 86 decibels?

Mr. KERR. The noise level requirements that we have, for example, on snowmobiles, that's 86 decibels as measured at 50 feet. Maybe as an example, the ambient noise or the routine noise of a residential community is in the neighborhood of 50 to 55 decibels. We found with the research that we are doing in the park this summer, with the University of Wyoming, that the ambient noise levels in the park are in the 20- to 25-decibel range, and so when you are talking 86, it's louder than a residential area but it's lower than what's damaging to the ear, which I think normally runs in the 100 decibels, 110.

Mr. BEVINETTO. I might add, Senator, that that is not an arithmetical scale, it's logarithmic, and the standard adopted, particularly in the case of snowmobiles, is one that sound engineers have recommended to at least 17 States and the National Government of Canada as being safe in perceived noise, both from the emission from the snowmobile and other snowmobiles, and is the standard recommended by the industry, as I think the snowmobile association itself recommends that as being safe noise levels. The reduction to 82 is the objective for the snowmobile industry within itself to make them less noisy and, thereby, less damaging to the hearing.

Mr. KERR. Excuse me for a second. Another thing that enters into noise levels is the frequency range that the noise, as I understand it, the perceived noise, the frequencies.

Senator HANSEN. Just as a matter of curiosity, would any of you gentlemen know what the decibel rating of one of these rock bands is that I have heard? I think maybe Superintendent Townsley of Yellowstone is raising his hand. Do you want to respond to that?

Mr. TOWNSLEY. Yes, having recently come from Washington, D.C., it will go as high as 110, and that's about the same as standing immediately behind a jet engine on a transport airplane.

Senator HANSEN. How long can you stand up without going deaf?

Mr. TOWNSLEY. I am getting deaf.

Senator HANSEN. I am, too.

The question of the continuance of overnight lodging in national parks has been raised. Incidentally, I would like to insert at this point in the record a prepared statement by Senator Jake Garn of Utah, and I will refer to it, also, at the hearings in Cody later on, the day after tomorrow, John, so we may have his observations before both groups. Is there an overall National Park Service policy to eliminate overnight lodging in national parks?

Mr. KERR. No, sir, there is not, not to my knowledge. The National Park Service has a policy that states, and I can quote it directly out of our management policy booklet, if you would like, but it states in effect that where facilities exist or can be developed outside the national parks they will be done so and won't be developed in parks, but there is no policy that says we will do away with concession facilities within national parks.

Senator HANSEN. Would you provide the committee with a detailed report on the facts leading to the decisions at Zion and Bryce Canyon National Parks and what the specific national park policy is that resulted in that decision and why that policy does not require the elimi-

nation of facilities at other units? Maybe if you would like to take the time that would be required to write out a definitive statement, you certainly may do that.

Mr. WHITLOCK. I think that would be more appropriately addressed to the regional office in Denver. The regional director is here, and I think that would more properly come from his office rather than Mr. Kerr.

Senator HANSEN. I appreciate that very much, Mr. Whitlock, and we would welcome that from you, Mr. Thompson, or perhaps Gary Everhardt. I think that would be helpful, because this has been a subject that has certainly been kicked around a great deal. There is a lot of concern, I suspect much or perhaps most of which is not justified, and I think it would be helpful.

Did Senator Garn ask that his statement be read into the record?

Mr. MCGUIRE. No.

Senator HANSEN. It's a detailed statement. I think there may be extra copies. Apparently not, but they will be made available for those persons who are interested, and that will provide you, Mr. Thompson, and Director Everhardt with the background you need in order to better understand the concerns of people who have expressed some anxiety about the future of overnight accommodations in national parks.

Do you have any other comment you would like to make at this time, Bob?

Mr. KERR. No, sir. I am enjoying the assignment very much and looking forward to winter.

Senator HANSEN. Well, we are glad to have you in Grand Teton, and I know I speak for this entire valley in saying welcome to you. You have already been welcomed, but we are glad to have you here.

I think we might recess, then, at this time. We will stand in recess until 1 p.m.

[The prepared statement of Senator Garn follows:]

STATEMENT OF HON. JAKE GARN, A U.S. SENATOR FROM THE STATE OF UTAH

Mr. Chairman, I would like to bring to the attention of this subcommittee a matter which is of critical importance to the State of Utah at this time, but which could appear at any time in many other States of the country. I am referring to the policy of the National Park Service toward overnight accommodations in national parks.

The National Park Service has recently announced in its Administrative Policy Manual, chapter VIII, page 2, that: "If adequate facilities exist or can be developed by private enterprise to serve the part visitor's needs for commercial services outside of park boundaries, such facilities shall not be provided within park areas."

The Park Service has initially singled out only lodging accommodations in implementing this policy of excluding commercial services inside the park when they exist or can be developed outside of the park; however, the language of the Park Service's policy is much broader and more comprehensive. Commercial services such as campgrounds, restaurants, and curio shops are not logically exempt from this recently announced policy and therefore could also become victims of such a far-reaching decision.

The ultimate effect of this policy may be that people will be allowed access to the national parks only on a limited daytime basis. An aesthetic standard is being imposed by this policy which specifically affects those people who believe that a park visit is enriched by being able to spend a night inside the park.

There is no adequate substitute for the overnight experience inside the park—there are only less desirable alternatives to this experience. Take the case of the park visitor who derives his greatest enjoyment from visiting the park

by just being able to relax in or near his cabin, taking in the park's natural beauty, without having to rely on constant commuting to and from an external motel. In such an "alternative" accommodation he would not be surrounded by the beauty of the park in its natural setting, but would rather be surrounded by an environment similar to that of the city he left. Because of the necessity for commercialization and the limitation of private property in the communities near the national parks it is impossible for a park visitor to feel that these communities provide an equal experience.

The national parks belong to all the people of this Nation and have been set aside for their enjoyment. In 1916 when the National Park Service was created it was directed to "promote and regulate the use of the Federal areas known as national parks * * * by such means and measures as conform to the fundamental purpose of the said parks * * * which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

While the policy that is currently being implemented may reduce the administrative problems of the National Park Service, it is in direct opposition to their charge to provide for the enjoyment of the national parks.

Indeed, it is in direct opposition to other pronouncements of the Park Service. For instance, a recent news release from the Service, discussing the record tourist activity at Bryce Canyon National Park pointed out that "visitors are being encouraged to spend several days at Bryce where visitor programs are varied to permit an extended stay without participating in repeat activities." The ironic thing is that accommodations at Bryce are scheduled to be closed at the end of 1977. Where are the park visitors to stay while they participate in these varied activities? Outside the park, and commute in? In tents? There clearly are some citizens who cannot camp out in tents. Are these people to be denied the park experience? Apparently so.

Nor are the lodging facilities being phased out in Zion's and Bryce Canyon National Parks for the purpose of protecting scenery, natural or historical objects, or wildlife. In fact, the removal of the log cabins at Bryce Canyon could be interpreted as a direct violation of the mandate to protect historical objects, in that they constitute an excellent example of the Western American log home.

The Park Service is in effort to conserve the park environment has neglected the equally important duty to provide an opportunity for the enjoyment of the environment. It must consider that there are different types of park visitors and that it should respond where reasonable and within the limits of the charter to the needs of these various types of visitors. The Park Service to date has not determined what the impact will be on the visitor segment that prefers overnight lodging; in fact, it is not clear that they have ever determined what the age, sex, or geographic origin of that particular segment is. This approach to park management is clearly inequitable.

The Park Service should be required to satisfy the needs of one visitor type at the same level they satisfy the other segments of park visitors.

For example, it is interesting to note from the draft master plan for Zion National Park, page 44, that of 147,000 acres in the park only 8 acres of land are used for overnight lodging accommodations, while the Park Service is currently planning to classify 92 percent of the park as wilderness area. If the Park Service denies access to 92 percent of the park to those people who do not have the means or ability to penetrate the wilderness, then certainly the Park Service should refrain from denying those same people the continued use of a mere 8 acres of land to enjoy an overnight experience within the national park.

If the Park Service is to serve effectively all constituents then overnight accommodations in our national parks such as Zion and Bryce must continue. It is inequitable and unjustifiable for the Park Service to say—as it is presently doing in the case of Zion and Bryce—that only those people who have access to a tent, trailer, or camper can have the right to enjoy an overnight experience in the national parks.

Recently I spent a few hours in a wheel chair, in an effort to gain some insight into the problems of the handicapped. The experience was eye-opening and I think each of us should try it. That demonstration has made me more conscious of the needs and problems of that segment of our population, and now I am led to wonder how they will benefit from a policy which closes the overnight accommodations in the national parks. Clearly they will be day visitors, for many of them cannot pitch tents, or camp out, as they will be required to do if this

policy is promulgated. To them will be lost forever the opportunity to spend a night in the parks. They can visit, see the park in the daylight, but the total experience will be impossible. It is time that the Park Service started showing more regard and concern for the people who will be the most adversely affected by their decision, namely those people who feel enriched by being able to spend a night inside of the national parks. Congress clearly has a responsibility to assure the park visitors that a style of visitation will not be imposed upon them by denying the people the opportunity to enjoy an overnight park experience.

Within 2 years, access to overnight lodging accommodations inside two of the Nation's most popular national parks will be gone forever if present National Park Service policy is allowed to continue. The significant issue in the debate over the closing of the lodging facilities in Zion and Bryce Canyon National Parks is a question of basic ideology concerning the purpose of national parks; rather than specific management problems such as quality of sewer systems, or the economic impact, positive or negative, in surrounding communities, et cetera. The argument centers around whether or not people can be denied the enjoyment of an overnight experience in the national parks for the sole reason that support communities exist or could be developed outside the parks. The issue here is policy, not the specific parks of Bryce and Zion. The facilities in these parks are under attack, and they provide us a concrete example of the Park Service philosophy.

As I stated earlier, this matter is critical to Utah, but I urge all my colleagues to give full attention to this matter, for the policy is a national one. Already there has been concern about possible closing of accommodations at Yellowstone and the Grand Canyon. All of us need to speak out now, to clarify this national policy, to preserve the environment for all our citizens, not just for the hearty backpacker and camper.

AFTERNOON SESSION

Senator HANSEN. I call the hearing back to order.

Already there has been quite a bit of comment from previous witnesses about the fire program. I guess rather specifically as to its relationship to park management policies but in a broader sense I know our friends in the Forest Service have an interest in that means of control or the employment of one of nature's tools in bringing about the so-called balance in nature that is oftentimes sought for.

We will have a panel this afternoon, if I can find my right paper, composed of the Superintendent of Grand Teton National Park, Robert Kerr; John Townsley, the Superintendent of Yellowstone National Park; Reid Jackson, Supervisor of the Bridger-Teton National Forest; and Dean Lloyd, Director of Fire Management for the Intermountain Region of the U.S. Forest Service.

If those panelists would please come forward and take seats there at the witness table. You may have to move the mikes around a little bit as each of you speak in order that we can pick you up on the various electronic devices we have.

There has surely been a lot of discussion in this area particularly since a year ago, more than a year ago, when Grand Teton National Park permitted a fire to burn on the west side of Jackson Lake. Earlier there had been some controlled burns on selected areas in the Bridger-Teton National Forest area to achieve perhaps something of the same kind of result that may have been searched for in Grand Teton National Park, but I think perhaps the Forest Service people would identify some rather more specific goals that they were searching for in some of the controlled burns on the Teton Forest. I have visited some of those areas and had a chance to see firsthand what can be accomplished through the burning technique.

A number of people in this area and indeed throughout the Nation wrote in and called and buttonholed members of Wyoming's congressional delegation. I talked with Congressman Roncalio and Senator

McGee and I know they, as I have experienced, have been questioned and spoken to by people who had a very keen interest in fire as a management tool in resource management within a national park.

Miles and Jane Seeley, I suspect, were about as active as any two people in this area. They are unable to be here this afternoon but Mr. Seeley did ask me if I would read a statement that he had prepared, which will be submitted for inclusion in the record, and I am going to do that, partly because I suspect he may have articulated as clearly as most of us could the concerns and the anxieties of those people who were distressed with that "let-the-fire-burn" policy of the park. They, however, are not the only ones that took vehement objection to the policy. I remember talking last fall with a former national parks director, Horace Albright, who was just as disturbed and concerned as anyone else, I guess, in seeing the fire left unextinguished within Grand Teton National Park. I mention his name only to say that included in those who object to the park's policy are a great many people and include, as I have pointed out, some very distinguished park people themselves.

Let me take time now, if I may, then, to read the statement that Miles Seeley submitted, and I do that in the hope that the panel will take occasion perhaps to comment upon points he makes in his prepared statement and perhaps if you would address the various issues as you recall them that he calls attention to, it could result in a better understanding by all of us of what the facts are in this case.

Does each member of the panel have a copy of Mr. Seeley's testimony? After I read this, I will hand this to the panel in order that you may look at what he says, if you would like to.

STATEMENT OF MILES G. SEELEY, JACKSON HOLE, WYO.

Mr. SEELEY. I have been a part-time resident of Jackson Hole for more than 22 years. I am deeply concerned about preserving the natural beauty of Grand Teton National Park.

Last summer, when the Park Service allowed a forest fire on the west side of Jackson Lake to burn unchecked over more than 15,000 acres of beautiful timber, I was one of the citizens who led a public protest. With no organization and no funds, a handful of us quickly obtained the signatures of more than 2,000 nature lovers to a plea to the Park Service to check the wanton destructiveness of the fire. We were ignored.

I am fully aware of the rationalization offered by the Park Service for its "let it burn" policy. I obtained and studied with care the policy paper which explained the Service's reasons for not interfering with naturally caused fires in park forests.

Briefly recapitulated, the Park Service's position is that fires occur in a state of nature, that they sometimes destroy mature forests, that in the course of time nature brings about regrowth of the forest, and therefore fire must be "nature's way" of husbanding forests and should not be interfered with by man.

To me, this seems wholly specious reasoning. It rests upon the premise that "nature" is wholly benevolent and conservative and that therefore it must be wrong for man to interfere with nature's "design" by human efforts to preserve natural beauty. I submit that this is nonsense. Since time began, "nature" has been violently destructive at

many times and in many ways. Man, with his instincts for survival and for bettering the conditions of his life, has fought unceasingly to prevent or to mitigate the ravages of floods and droughts, earthquakes and volcanoes, plagues and pestilences—and fire.

Fire, except when it is under the control of man, is a disaster from any point of view which takes into account man's needs and aspirations. Fire kills. It kills all plant and animal life, leaving barrenness and desolation in its wake.

The fact that "nature" given enough time, sometimes can restore what fire has destroyed, has no tendency to prove that destructive fires are beneficial.

These views, which I asserted a year ago and now see no reason to doubt, have been strengthened within recent days by a personal inspection of the site of last year's fire in the park. I was able to walk over to examine carefully both an area where the fire had been and an adjoining area which escaped the fire.

In the unburned area there is a dense forest of pine and fir. There are trees of every age, from towering specimens which must be very old to seedlings. There are countless thousands of new trees of all sizes which obviously are renewing the "mature" forest in a constantly ongoing cycle. There is some down timber, of course, but little enough of it to show that over the years decay and insects have been returning the fallen trees to the rich earth. There is a ground cover of bushes, vines, moss, ferns, and grasses and signs of game abound.

In the burned area the ground is blackened ash. As yet there is barely a trace of returning vegetation. The young trees are gone—the small ones without a trace, the larger ones still standing but scorched and obviously dying. The old deadfall which was there before the fire was not destroyed, although some of it was charred. Over the next few years, however, there will be impenetrable deadfall, because all of the dead and dying trees will be down. It will be ugly for many years to come.

There are many forest areas where there has been no fire for hundreds of years. These are healthy forests, constantly renewed by new growth. Fire, therefore, is not a necessary or desirable way of bringing about forest renewal. It is simply a natural disaster from the effects of which nature often is able to recover in the course of time but there is nothing about it which dictates that man should stand by while fire destroys our precious woodlands.

I enclose a copy of a letter written to Congressman Stark by a gentleman in California who has a great love for and knowledge of Yosemite National Park. His letter may not be sufficiently germane to your hearings to be included in the record, but you might be interested in it as an indication that Jane and I are not the only citizens who are up in arms about the Park Service fire policy.

[The letter referred to appears in appendix II, p. 203.]

Senator HANSEN. Let me hand this to the members of the panel. I didn't do this to imply at all that your function here is simply to respond to the contents of the letter, but believing and knowing you gentlemen as I do and being assured of your interest in laying out the facts, I thought it might be helpful, perhaps, to have had that letter read.

Now, if I may, let me introduce once again the panel members, and I don't know who is to speak first. According to the list, we have the

superintendent of Grand Teton down here. First, Bob, would you like to kick it off. If those of you in the back have any difficulty hearing any member of the panel at any time, just raise your hand and I will get the signal.

Superintendent of Grand Teton, Bob Kerr.

STATEMENT OF BOB KERR, SUPERINTENDENT, GRAND TETON NATIONAL PARK—Resumed

Mr. KERR. Let me respond to one thing in the second paragraph of Mr. Seeley's statement. The fire, he says, burned 15,000 acres and really the maximum perimeter was about 3,500 acres and the burned area was only 2,500 or so. That's a slight correction to begin with.

Talking about natural fires in national parks, we have to ask ourselves probably what is a national park and just how does nature play a part in the natural area. We have violent snow slides, we have all sorts of natural occurrences that take place from day to day and fire, of course, is one of them. Nobody particularly gets upset about a snow-slide that cuts a swathe down through the side of a mountain and uproots trees, the remains of which can be seen for years and years and years. I think philosophically, at least, we need to ask ourselves where does nature fit into the well-being of a national park. Certainly there was a fire just south of where the Waterfall Canyon fire burned a year ago that happened to be a man-caused fire that was started by the CCC's when they were clearing out debris from Jackson Lake. If you walked through that area today, as I have this past summer, you will find an extremely healthy young growth, such that they add significantly to the browse of the larger mammals. You can walk through the fire that burned a year ago and to a large degree the site isn't nice but the scientific studies we have undertaken this past summer indicate that the area is recovering, and the small mammal and bird populations are significant, and that, as a number of other things that take place in a national park, are what we are trying to preserve for future generations.

Senator Hansen. Whoever would like to go next. Mr. Jackson, how about you?

Reid Jackson, the forest supervisor for the Bridger-Teton Forest.

STATEMENT OF REID JACKSON, FOREST SUPERVISOR, BRIDGER-TETON FOREST

Mr. JACKSON. Certainly things Bob has mentioned about the maintenance of natural conditions in the national parks would apply equally through the wilderness areas in the national forest. These things have gone on for eons of time, including fire, and some of the things that the gentleman claims here I am sure he feels are true and some of them I am sure research would disprove, and I would say that neither the Park Service, I am sure, and certainly not the Forest Service has entered into this program lightly. We have an arm of the Forest Service, forest fire research, that has worked very closely with us in developing a fire management plan for wilderness areas. Some people call it the let-burn policy, if you will; but, as I say, the research scientists do work with us; and, giving credit where credit is due, and I think credit is due the Park Service, they recognized the need to

let fire play its natural role before the Forest Service did. I think this took place in Sequoia a few years back, and the Forest Service picked up on this theme and this forest, the Bridger-Teton, is the third forest to develop a fire management plan for wilderness areas, and I might mention that this type of fire management is limited to our wilderness areas only.

We have other ways of managing the land outside the wilderness areas, such as our timber harvest program that takes care of the fuel situation and at the same time satisfies man's needs for commodity products. We do use fire outside of the wilderness area on a prescribed basis. For example, in range management we might want to eliminate a major stand of large sagebrush to allow the grass underneath to take advantage of what moisture is available and produce more forage for game and for domestic animals.

So fire is a management tool both inside and outside the wilderness, but in speaking today I would like to talk primarily about fire inside the wilderness areas, and at the same time I am talking about the same type of fire management that the park service is concerned with both in Yellowstone, in Grand Teton, and in several of their other parks.

This fire management plan that we have put together for the Bridger-Teton, part of the Teton National Forest, will include one of the largest areas in the National Forest System that will be managed under this type of fire system, almost 600,000 acres, and you add this to the areas just to the north inside Yellowstone Park and the areas to the west, in the Grand Teton Park, and, incidentally, the Shoshone National Forest to the east in the wilderness area will soon have a fire management plan. In fact, most of the wilderness areas in the national forest system I look in the near future to have a similar fire management plan recognizing that unless fire does play its natural role, the accumulation of fuels build up due to protection, intensive protection, and we have had intensive protection in many of our areas now for 70 years or more, some of it extremely intensive and costly, using air tankers and smoke jumpers; and we were able to cut down our burn area to a mere fraction of what it was 60 or 70 years ago.

Research shows us that fuels accumulate at a faster rate than nature can dissipate them without fire. So eventually you are going to get the right conditions or the wrong conditions, if you want to use that terminology, both fuelwise and climatewise, and you are going to have some real disasters, and we feel in the long run by letting fire play its natural role in ecosystem development, you are going to develop a mosaic of vegetation in various states of development from everything on, from bare ground, recently burned areas, on up to what you might call the climax condition. So you will have a mosaic that in the long run will prevent these major disastrous fires that you can expect if you allow your fuels to all reach the climax stage where you have fully mature timber for miles and miles.

So we feel it's the right way to go. We have put a lot of thought and effort into the plan we have developed and certainly it has to be coordinated with our neighbors, just as the Park Service plans to coordinate with us. We will have co-op agreements so they will understand what action, if any, we will take under certain conditions and vice versa. But we do feel that fire definitely has a role to play in the wilderness. Outside the wilderness it also has a role to play but it has to be on a tighter prescription basis.

**STATEMENT OF DEAN LLOYD, DIRECTOR, FIRE MANAGEMENT FOR
THE INTERMOUNTAIN REGION, U.S. FOREST SERVICE**

Mr. LLOYD. I think Reid has covered most of the points I would like to cover. I would like to make the distinction between the management objectives for the various areas. For instance, where your objective is to maintain primarily natural primitive conditions, then the use of natural prescribed fire is entirely appropriate, both in the park and in the wilderness area. However, I heard some rather disparaging reference this morning to Smokey the Bear and I would like to assure you that Smokey Bear lives. There is a need for that program. We do not need careless wildfires strung all through the country, obviously.

I do think, though, that it's been proven at least to my satisfaction by the research people that the ecosystems of the northern Rocky Mountains did evolve under a regime of periodic wildfire. The vegetative patterns across the country today, you can see even the stands that were all established at approximately the same time, you can distinguish the old burned patterns of a hundred or more years ago. So I believe it is a scientific fact that the ecosystems did evolve with fire; and where, again, your objective is to maintain a natural system, I do believe the fire has a part to play, a natural prescribed fire, and I believe the Park Service follows plans to put out negligently caused man caused fires.

Senator HANSEN. Thank you very much, Dean Lloyd. As I said earlier, Mr. Lloyd is the Director of Fire Management for the Intermountain Region of the U.S. Forest Service.

Now we will hear from John Townsley, superintendent of Yellowstone, on this same subject.

**STATEMENT OF JOHN TOWNSLEY, SUPERINTENDENT,
YELLOWSTONE NATIONAL PARK**

Mr. TOWNSLEY. Mr. Chairman, I came to Yellowstone about 2 months ago after Teton had had its fire and after my predecessor and the staff had worked toward a fire management plan for Yellowstone. We chatted at some length. I have had the pleasure of traveling some in the southeast portion of the park and outside, in the headwaters of the Yellowstone country, looking at some of the great historic fires. I think somebody was talking about the Mink Creek burn a few weeks ago.

I think the specific things have already been mentioned, but the thing that comes to my mind is man's perspective of time. If you talk to a geologist he is very comfortable with millions of years; many people would look at a fire in terms of the next season. The thing that I thought I might do today that would perhaps be helpful to this hearing and particularly the people here was to bring several maps that the staff had worked up in Yellowstone, which gives some history, at least as far back as you can see, of fire patterns in Yellowstone, and certainly, having fought fire all of my life in national parks, one only has to look at those plateaus with those old mature stands of Lodge Pole to understand a little about wind and weather, and I guess I could have a natural fire under this practice which would cause great public interest.

If it would be your pleasure, I would like to put these maps around. I think they are large enough to be seen by the group.

Senator HANSEN. Very fine.

Are those of you in the back of the room able to see the detail on the maps at all?

Mr. TOWNSLEY. Let me make one or two comments. For those of you that can see these black lines, as far as we can understand from photographs and other evidence, this would reflect the fire history of Yellowstone National Park, and the point is that a great deal of it has burned. The other point is that it didn't all burn up at one time. There are some very large fires, 1910, burning a very large acreage, but you do sense, even in the back of the room, the general size of the park and the relationship of size of these fires. I think everyone is generally aware that here your fire weather would normally push fire to the northeast. I think this is an important consideration in fire management or management of natural fires in the sense that we would let them burn because most of them would move away from the significantly forested areas to the southwest of the park.

This lower map—and you can come up and look at them later, if you would like to—would indicate the project fires which burned in Yellowstone from 1910 through 1975. I think the point that comes out to me is how little impact man has had on Yellowstone National Park, on the 2¼ million acres, with his intense fire suppression efforts. I believe it's almost post-World War II, with advanced firefighting techniques, aerial facilities, that we have been able, really, to reduce fire.

I think one point to be made, then, is that man's history of fire suppression, at least in Yellowstone, in an overall sense, is not significant. If we were to go for several hundreds of years and suppress all fires so that that history wouldn't show up on a map 300 or 400 years from now, then I think that would be a significant management impact.

This map indicates the two areas that have been designated as natural burn areas since 1972, and you won't be able to see it. There have been a few small fires that have been allowed to burn and one fire down at the headwaters or on the headwaters of the Yellowstone River near the southeast arm that burned approximately 580 acres.

This lower map indicates the area of Yellowstone that we would propose to include within a natural burn program. You would note here that there are areas around developments where we would propose to control wildfire. There are areas that would be subject to continuing conversation with our neighbors, where we would control fire at this point. You will notice here on the lower portion of the map, which adjoins the Bridger-Teton—what Reid Jackson was talking about—where we would have contiguous management programs. So the proposal for Yellowstone would indicate that at this time we are on the verge of saying we would let natural fire burn through most of the park. Each fire would be evaluated as an individual fire; what its potentials were, and what fire weather was. I think, though, that you must almost conclude that if you want fire to play its natural historical role in the evolution of this forest, grassland, wildland community, that you are going to have to let the fires go, even if they get big. Then the questions arise as to the visual effects of people see-

ing the fire burn and certainly you all are more aware than I of the problems of smoke from a very large fire, particularly a fire that isn't burning hot and the smoke is moving off and coming down these valleys.

As superintendent, I would think it was my responsibility to consider all of those factors at the time of a individual fire. But there is nothing really I can say, sir, that I think speaks better to the issue of the history of fire and man's perception of it and his relation to it than these four maps. At least when the fellows got these out in Yellowstone, it began for me to be easier to visualize what had occurred and what we might expect in the future.

I think it would be hard to take from this historical review of fires that we can identify, that great sections of the park burned at one time, even when they were allowed, because man was not here to interfere with their course. And by large sections I mean 30,000, 40,000 50,000, 60,000 acres.

Certainly on these plateaus along the Madison and Pitchstone the Central Plateau, given the proper weather circumstances, if a fire got big, I guess I have a feeling we could not control it. I think we might do some things along some portions of it, but I think it would be foolish as superintendent to say, well, if a fire gets over 10,000 acres or 50,000 acres, I will put it out because of the smoke.

I think all people that have been engaged in fire suppression would probably share that view, at least to a point. So we are going to have to take some risks, if we are willing to let some of those larger fires run their course.

The status of our fire management program now is that it has been reviewed. It's on my desk for recommendation to the regional director for a final approval, and I have agreed with the supervisors from the surrounding forests to have one more look at it with them particularly to see how we want to consider these areas adjoining, where forest and parkland adjoin.

If I could answer any questions, I would be pleased sir.

Senator HANSEN. Thank you very much, Superintendent Townsley.

Some questions that come to my mind that I have heard asked a number of times here locally are: How long does it take after a fire for the forest to regenerate itself? I suspect that would depend upon the kind of timber that was being burned and the elevation and so forth. Would you like to give just some observations, having in mind the kinds of trees that are present in Yellowstone, how long, say, after 1910, when that fire occurred, would it have been before there was a visible cover of new evergreens?

Mr. TOWNSLEY. I would certainly stand to be corrected or would appreciate help on this, but I would think, in a period of less than 30 years, that one would see evidence of full new growth. I think that you would go through long periods of time in this country where you had standing snags that would weather out. I would think within 5 or 10 years in many microhabitats, you would have an environment that people could look at in our terms, man's terms, and be comfortable with the appearance. But certainly fire scars, major scars, are going to be there for a hundred or more years. I did bring a series of colored photographs that show this pattern of fire history in Yellowstone, and I think probably within a 100 or 125 years in a lodge

pole forest, it would be difficult for the average person to perceive fire in the way we look at a blackened forest.

Mr. KERR. I think that's evident in the fire that burned on the west side of Jackson Lake in 1933. You can walk through that now and the pine trees, for example, are 15 to 20 feet high, very healthy, and there is no evidence of fire unless you know exactly what you are looking for. When I was over in the Waterfall Canyon burn earlier this summer, we walked through quite a bit of it and already there are conifer seedlings sprouting, a number of types of brush, flowers, et cetera. Some areas that burned extremely hot are going to be there far a while, but the great degree of that fire is recovering in what I think is good terms, normal terms. It's really what we expected.

Mr. TOWNSLEY. May I inject one moment. May I show you three photographs with dates and then maybe pass them through the audience.

Senator HANSEN. Fine.

Mr. LLOYD. One interesting point, one of the first responses very often is a rejuvenation of browse species, brush, forbs, and grasses, which make up the major food sources of quite a lot of our big game species.

Senator HANSEN. I am sorry, I missed that.

Mr. LLOYD. I was just mentioning that one of the most common responses is an early growth of the browse species for big game habitat and that sort of thing.

Senator HANSEN. Natural plant succession occurs following a fire.

Mr. LLOYD. Yes.

Senator HANSEN. I was going to ask in that connection, would the area to which you referred, Superintendent Kerr, in Grand Teton, is that conifer stand largely lodge pole or it is several species?

Mr. KERR. It's primarily spruce and very little lodge pole. A comparison can be made between the fire and not being much vegetation in a pure stand of mature lodge pole pine forest. If you go out into a mature lodge pole pine forest and walk through it, you will find extremely limited amounts of ground vegetation. It really is a dead forest as far as the undercover, the browse and whatnot is concerned. There are no larger mammals, very few smaller mammals, and so on. Just because a forest is made up of large big trees, it may look pretty but it isn't really producing very much, either, in the way of variety of living organisms.

Mr. JACKSON. One thing our fire team found in mapping fuels in the Teton Wilderness had to do with successional pathways was you start out with a scattered open-type timber with interspersed grass type and then the next succession would be lodge pole pine forest and then lodge pole pine-spruce-sub-alpine fir transition stand, and then your climax species would be a dense stand of spruce fir, which is quite sterile from the standpoint of what Mr. Lloyd has said about maintaining big game, and I think we should keep in mind that the areas we are talking about, both Yellowstone, Grand Teton, and the Teton Wilderness, is the summer range for the largest elk herd in the United States, and I think it's important that we keep that in mind and try to maintain a habitat that is conducive to maintaining that as a healthy herd.

Senator HANSEN. What effect does fire have on fish, streams, and wildlife, both in the short term and long term? You have adressed the long term. I gather from what you were just saying, Mr. Jackson, over the long haul, a fire, by virtue of the succession, plant succession that takes place with forbs and grasses coming in, there is improved game and grazing habitat following a fire.

Mr. JACKSON. Yes; there are all different intensities of fire, depending upon the three factors that affect fire; topography, fuel, and weather, and if these things are all severe, in other words, steep topography, heavy fuel loading, and severe weather, you are going to have extremely hot burns and you are going to sterilize the soil and you are going to have a lot more damage in the long run than if you have a fire under less severe conditions. So I guess you couldn't come out with a pat answer and say all fires are damaging fish. I think we learn a lot of things as time goes along in connection with rehabilitating fires.

I have seen fires in the Salmon River country in Idaho where the rehabilitation work that was attempted was far more damaging than the fire itself, where you attempt to try to terrace and stabilize soil and end up losing that soil into the river system, than if you just let the ashes lay there, and I think what we try to do now is stabilize the land as quickly as we can without soil disturbance, and this is usually done by aerial seeding of some kind of vegetation that will come in rather quickly and hold the soil until another more stable type of vegetation will fall in behind it. Certainly some fires are damaging to the fisheries and some of them aren't.

Senator HANSEN. You have touched upon another subject. It's been charged repeatedly that serious erosion occurs and follows a fire. Would the panel like to comment on that provocative statement?

Mr. KERR. In the particular case of the Waterfall Canyon fire, the biologists that worked there all summer have found no evidence of severe erosion, very little erosion to speak of.

Senator HANSEN. Is experimental vegetative management in the national parks in accord with legislation creating the Park System? Is there any basic conflict, as you view it?

Mr. TOWNSLEY. You say experimentation?

Senator HANSEN. Is experimental vegetative management in natural parks in accord with the basic organic habitat?

Mr. TOWNSLEY. I don't recall anything in those acts or acts establishing the park that would indicate authority for experimental kinds of things in the sense that we know them in agricultural experimentation or things of that sort. I would think where we are speaking to this issue of natural fires, fires caused by natural forces, I wouldn't put those in the category. I was wondering if you were talking about a controlled burn, whether that might fall in a category you are suggesting.

Senator HANSEN. I think that probably would be implicit in the question, that there seems to be an idea, perhaps widely held, maybe not too widely held, that some of the management programs, including the use of fire, constitutes an experimental program; but, as I understand, within the park, at least, is reseeding done, do you do any reseeding, as is done on the forest—

Mr. TOWNSLEY. Typically; no. It has been suggested a number of times where you would hope to keep a national success going, you have a real conflict with areas that would be excluded, such as devel-

oped areas. I don't know whether any action in areas such as the small red areas on our map of Yellowstone might at some time be considered appropriate or proper. But if we were to make the case, whether it be once every 100 years or once every 10,000 years, that the fire be allowed to burn, then the areas you exclude from that pattern would raise a question about that.

Senator HANSEN. I suspect there was as much complaint, perhaps more, about the impact of smoke and haze in this valley last year than there may have been objections or criticism of the actual fire and flame itself. Would that accord with what you have heard, Superintendent Kerr, since you have been here? Are more people more concerned or were they as much concerned last year with the smoke and the impaired visibility and haze as they were with the actual fire itself, would you think?

Mr. KERR. That's been my impression of the comments and discussions I have had since I have been here. The concern was more with smoke pollution than with the fire, and I think that points out what has to be built into a plan; smoke abatement type thing; weather forecast and what have you. Jackson Hole is famous for inversions and I think that was the problem a year ago.

Senator HANSEN. How could you do any significant planning or preplanning in that regard? Is the science of meteorology perfected to such a degree that you could anticipate what the weather might be—

Mr. KERR. Fire weather has been developed to the point where they can predict that and I think the gentlemen here could speak to that more than I, but I know it is quite advanced.

Mr. LLOYD. Meteorology is still an inexact science but the fire weather people in recent years have become far more proficient and their forecasts can be pretty well depended upon these days.

Senator HANSEN. Then maybe I inferred more than you meant to imply. If your concern is smoke abatement, what role do you think the Park Service can play in managing or permitting the burning of naturally occurring fires in a successful effort to do anything about smoke abatement? Did anyone mean to imply that? Maybe I read more into your statement than was intended. I thought that one of the concerns you had said something about was being able to cope with smoke abatement in a way—

Mr. KERR. That's one of our concerns, but if we are to have a natural fire regime put back into the scheme of things, we won't always be able to let it happen when there are favorable weather conditions, that it will dissipate the smoke. You might be faced at times with an inversion that will cause again what happened a year ago.

Senator HANSEN. Just to inject a personal observation, it will be my guess that you will have precious little to do about it, as a matter of fact.

Mr. KERR. That's one of the things that can be managed, too, if you are in a program of prescribed burning. In a weather prescription that would preclude inversion, you can get smoke dissipation and you can get it to burn just about the way you want it to; but, as I said, that's not possible.

Senator HANSEN. What would be the advantage, and as a politician I can see some merit in this, if the weather turned out wrong, you could blame the weatherman and not your burn policy.

Mr. KERR. I would like to mention, if I might, Senator, our fire plan at Grand Teton, you know, we do have three zones in the park: The natural fire zone, which is the area south of Berry Creek along the west shore of Jackson, and those lakes, on down the south boundaries, where we would let the natural fire burn; and we have another zone where if fire started naturally, it will be determined at the time, dependent upon weather or other conditions, whether it would be suppressed or not. The third zone is where all fires would be put out. The first zone covers about 122,000 acres, I believe, and the second zone 20,000, and the third zone is around development areas and adjoins the national forest on the east and whatnot, and covers about 133,000 acres.

So it might be of interest, we had several fires, two fires that I am aware of right off the top of my head, this summer that burned in the natural fire zone. They burned a day or 2 days—they probably burned more than that, but they were evident to us for a day or so. They probably burned for 2 or 3 weeks and burned a single tree or a very small acreage and went out, and there were, I don't know, 10 to 12 fires that were in the other zone, and we suppressed them. That's a program that we will continue. It's built into our fire management plan.

Senator HANSEN. Do any of the State or Federal laws that deal with ambient air quality pose any problems for any of the panelists insofar as natural fires are concerned? If you were to anticipate letting a fire burn, do the present State and Federal laws require any notification of what your intentions are to appropriate authorities, or does the legislation not cover this sort of situation?

Mr. LLOYD. I don't believe it covers it too well, Senator. The one area that we would definitely cover would be the NEBA requirements. It would be considered of sizable Federal impact and thus—

Senator HANSEN. To let a fire burn?

Mr. LLOYD. To develop a policy of letting the fire burn. At least that's what we felt so far, but the Air Quality Act doesn't speak too strongly of a natural fire area. In fact, it doesn't face the issue at all.

Mr. JACKSON. Senator, I attended a symposium on fire control in Missoula last year and I know this is something of great concern to some of the States. I know the air quality person for the State of Montana. At the conclusion of that symposium he was very critical of this let-burn policy but at the same time one of our researchers from Colorado had indicated that they had had a similar symposium in Colorado on the effects of smoke from forest fires. It's an entirely different type of smoke from the standpoint of the effect on the human system than is the emission from the automobile. They have found that it is not harmful, but it is of concern to some States. We have built some smoke dispersal forecast concerns into our fire management plan for the Teton Wilderness Area. In fact, we have nine fire management units within that 600,000 acres, and we have a decision chart developed for each one. As the other fellows indicated, each of the fires will be monitored continuously from their start.

One thing I might mention, and I don't think it's been stressed here, is that we are talking natural fire only. Any man-caused fire we will go in and suppress. We are talking about lightning-caused fires only. We would run down through this decision chart; for example, here is one that says 5-day smoke dispersal forecast favorable. Then we would go

ahead and allow the burn; if it's unfavorable, then we would evaluate the impact inside and outside the wilderness and the need for limited or total containment.

But realistically I have to agree with John Townsley that once you get a fire to a certain size, you are pretty well locked in on what you can and can't do on short notice. You are locked into what action you can take from the standpoint of practicality and economics. I think once one of these fires gets a thousand acres or so and your prescription says you should move in and take some action. I think that action has got to be tempered with some good judgment on just how much you can afford to spend in what you might call loose herding that fire, cutting off hot leaves and trying to stir it into the rocks and whatnot. I don't think we would go at one of these fires in the same manner that we would if it were threatening a high-value timber stand outside the wilderness areas.

Senator HANSEN. One of the questions I have been asked repeatedly and have no answer to at all is what has been spent, say, within Grand Teton National Park and on the Teton National Forest in insect and disease control. Here a number of years ago, I have forgotten when the program may have first been inaugurated, one of the techniques was to cordon off strips of the forested areas both within the park and the forest. I think, and have had crews go through to identify all of the bug-infested trees—I guess the beetle was the main culprit—and to mark them, and subsequent to that identification effort crews followed; where the terrain was such as to permit mechanical means, that was done; where that was not feasible, pack horses were used and pressure equipment taken in and those trees that were not too tall were sprayed, and those that were beyond a certain height were felled and as the tree lay on the ground was sprayed and treated.

I am curious, would anyone know how much money might have been spent on those programs in the park and on the forest?

Mr. KERR. The figures I have aren't very exact because they are built into the total management program, but it appears in 1964 the park was allotted in the neighborhood of \$400,000 for forest pest control work and about the same in 1965, if not a little more, and then it dropped down in 1966 and then was eliminated from the program entirely in 1967; so for those 2 or 3 years it was a sizable amount.

Senator HANSEN. I don't remember when that program was first initiated, but I know it was back in the 1950's, as I recall, I think I observed these strings tied to trees so that sections would be cordoned off.

Mr. JACKSON. Yes; I worked on beetle control work over in the Mosquito Creek back in 1947, so I know it was at least that early, and I would hate to tie a dollar figure to it, but I have heard it's many millions of dollars that have been spent on the Mountain Pine Beetle control efforts alone in the national forest.

Senator HANSEN. As you look back in retrospect with 20-20 vision, was that money largely wasted, in your opinion?

Mr. JACKSON. Well, I guess with 20-20 hindsight we would have to say so. At the time we were doing the best we could with what information we had and since that time research has told us that we are better off to let the insects run their course, and we have discontinued control work on the Mountain Pine Beetle along the lines that we were

using at that time, and I am sure research is continuing to try and find other means of controlling the Mountain Pine Beetle as well as other insects through nonchemical means, primarily biological means.

Senator HANSEN. I didn't mean to imply any criticism of the objectives or the dedication of the forest service, but I know I have flown in and out of here, oh, for a number of years, and it seems as though I thought I was observing more and more red needled trees, every year as I came in, and I suspect I may have reached a conclusion that is shared by others, that despite the best efforts of the park and forest personnel, the beetles just kept getting ahead. I was interested in your observation, that it probably hadn't been very effective.

Mr. JACKSON. Well, that's true, in evaluated areas where we have taken control action versus areas where we have not we have found very little differently, and that's the reason we backed off of that program and are holding up. I think the fact that this area has been so hard hit with the Mountain Pine Beetle is a real significant item in what we are talking about, wildfire. We have got a tremendous fuel loading being built up out in these forests now that we didn't have prior to this Mountain Pine Beetle epidemic and some of these aerial fuels are starting to break up and come down on the ground now, and we are getting 50, 60, to 80 tons of fuel per acre out there, and unless we do something to dissipate this fuel buildup, in other words, if we continue to try and hold the line with intensive fire management, the day is going to come when we are really going to have a catastrophe.

Senator HANSEN. What you are saying, Mr. Jackson, is that in your opinion, despite the very best efforts of the Forest Service, and I suppose you might possibly be speaking for the Park Service as well, with this continuing fuel buildup, there will come about eventually a set of conditions that will ignite a fire that you can't put out anyway; is that essentially what you are saying?

Mr. JACKSON. Well, I think we will put it out with mother nature's help sometime in October or November; I think essentially that's correct. Outside the wilderness areas we are doing what we can to salvage insect-killed timber through timber sales. Targhee, for example, has some major sales coming up for mine timbers, to go into some of the coal development going on in Southern Utah. The Driggs district over here is going to start cutting about twenty million feet. So we try and salvage what we can but still the demand isn't there to utilize all of that dead timber, and we are going to have to do some prescribed burning, perhaps, outside the wilderness to help avert a catastrophe.

Senator HANSEN. What about an area that has been burned, will large trees remain standing that would be susceptible to attacks from forest insects after a fire goes through an area, or is that not the situation?

Mr. LLOYD. Very often, Senator, the fire burning through an area will increase insect attacks. In other words, it weakens the tree and the insects are attracted to a weakened tree and thus spread a little worse.

Senator HANSEN. Is it true, though, generally when an area is burned, if it happens to be a prime candidate for fire with a fuel buildup and with some trees already killed, generally there will result from a fire involving a rather extensive area a diminution in insects? Would this normally be the case? I was thinking that I had heard the

statement made that fire is one of nature's ways of balancing, say, the Mountain Pine Beetle infestation with forests. Is this not true?

Mr. LLOYD. I think it's basically true in that a rather intense fire is going to wipe out the generation of trees that is susceptible to the Mountain Pine Beetle and bring on the regeneration, the new forest, which until it grows up in 60 to 100 years is not really going to be susceptible to the beetle.

Mr. KERR. The trees killed by the fire, they attract a different type of insect than the Mountain Pine Beetle; like flat-headed borers and what not which eat on dead timber and the Mountain Pine Beetle needs a living tree.

Mr. TOWNSLEY. I would like for a moment to go back to your question about control. I think the Mountain Pine Beetle control issue would go back to Blister Rust. Major efforts we engaged in for many years to try to stop the spread of Blister Rust. We are faced now with another situation, the Spruce Bud Worm. Heavy infestations along the road from Mammoth out toward Lamar, a beautiful mature forest is in real trouble with that insect.

I think entomologists and other scientists would suggest that it would be very difficult to have any real impact on what is occurring there. Maybe it brings us to this point again that we really have two problems; we have the biology of natural fire and then we have man's impressions and opinions. When we talk about insects being allowed to eat or smoke or seeing a fire, I think we are dealing with issues that will take a long time to resolve and that our management programs will have to be sensitive to those issues and we will look at that fire in two ways. Certainly it becomes socially unacceptable enough; even if the manager wished to go ahead with it, processes of our society are going to speak to the issue. So I think this is an important thing as we approach this area is natural burn and it will be a repeat of the whole history of man's feeling about predators.

I think so often about my father who used to shoot every mountain lion in Yosemite that he could find. He lived in an era when that was considered proper and appropriate, and I don't disrespect him for that, but I am sure you would all disrespect me if today I were still of that mood. So it seems to me that we do have a tremendous job ahead of us not to undo Smokey the Bear but to bring to people generally and very broadly a realization of the biological issues and then also to be sensitive to the social and political issues.

Mr. LLOYD. The point should be made, also, that we are successful—in our fire control efforts, in spite of our modern airplane aerial attack, helicopters and these sort of things, we are still successful in only 97 and 98 percent of the cases, and those 2 or 3 percent of the fires that escape our initial attack are the ones that do most of the fire damage in the country, they burn most of the acreage.

Senator HANSEN. Maybe this point has been made earlier, but it would be true, would it not, that some of the environmental controls, the means that you have at your disposal of fighting insects, have been minimized or restricted certainly? I think about the tussock moth invasion of the Pacific Northwest, and I guess earlier there was some confidence expressed by forest service and timber management personnel that the tussock moth would run its circle very quickly and maybe the first year would no longer be a problem, at least that's what

Bob Packwood and Mark Hatfield seemed to conclude from the questions they had raised, and then it carried over to a second year, and I think finally you did use—was DDT used out there to control that?

Mr. LLOYD. Yes.

Senator HANSEN. But it took a little bit of doing to get permission to use that, didn't it?

Mr. LLOYD. It was quite a hassle, as a matter of fact.

Mr. TOWNSLEY. One other thing I would like to share, but not try to make a point of, because of its of recent origin: We had two fairly large fires in Yellowstone in 1974. Certainly not similar by location or by all conditions, but the Pan Creek fire, which burned on the west side of the Gallatins, was a fire that ran some 470 acres. It was a fire that we made every effort to suppress and did, and I understand we spent some \$430,000 on that fire. The Trail Creek fire which I mentioned at the head of the southeast arm of Yellowstone Lake ran to about 580 acres, and we spent some \$21,000 in the process of monitoring and doing some minimal suppression on one edge of it. Your conversations this morning certainly speak to the issue of the costs of managing a national park, and I would have to say that I would have preferred to have had that \$430,000 for the management tasks in Yellowstone; having walked the Pan Creek fire and flown it several times to understand it as well as I could, I don't think it would have gone much further, and I think it represents the historical view of total suppression and the enormous costs that have been associated with that.

Senator HANSEN. I can understand very well the great pressures that you people are under to suppress fires. I know that all of us have developed a special fondness for Smokey the Bear and I guess along with that the belief that—at least I had this feeling—that the fire should always be suppressed, and I guess I am coming around—as a matter of fact, I didn't want to state my position earlier because I hoped that we might be able to elicit comments that would be very objective and forthright. I compliment each of you for what you have said here, but it seems to me that if in our management ethic goes an assumption of some premises which would include, No. 1, in a national park we are not going to make any commercial use of timber so we won't have any timber harvesting program, and if we are going to suppress fires, then we are going to reach that point in time when there will be a buildup of fuel, there will be an increase in insect populations, and the incidents of disease and all sorts of parasites that afflict the forest and eventually, no matter what else we may do, fire sooner or later is going to break out or pop out someplace and we will have it. About all we can do, perhaps, in the short term is to postpone the inevitable day. I would ask you, is that a fair statement of the situation as you view it?

Mr. LLOYD. I would say that's a reasonable statement, Senator.

Mr. TOWNSLEY. I would concur with it very much. This last year in the 26 fires we had we felt that with very intense monitoring we spent some \$8,000 and a little bit of suppression; that if we had suppressed all of those fires, we would have had costs something over \$12,000. But then there is that fire that if you don't suppress it immediately and it goes, then that's something else.

Senator HANSEN. Does anyone have any further observation to make on fire?

Mr. JACKSON. I was just going to mention one interesting thing we found in this study of the Teton Wilderness in putting this plan together. On the average we burn about 640 acres, or in other words, a square mile per year per 200 years there, and most of the larger fires run their course at right around 1,000 acres, so even if we back off, we figure that most of our fires won't exceed a thousand acres in size. Of course there are exceptions; we have had some fires go 19,000. Some years you are probably not going to lose 10 acres. But it was just kind of interesting to see that most of them did top out at around a thousand acres.

Mr. KERR. Someone in the audience sent me a note that is kind of interesting. It says that Snow King was denuded by fire in 1905 and burned all summer and was put out by snowfall, and look at it now.

Senator HANSEN. I remember last year as we were all watching the smoke from the fire on the west side of Jackson Lake, Bob, that several times I thought that the fire was out and would return later and one time, I have forgotten what the date was, but it seems as though it was quite late in the year, gosh, the lower end of the valley was filled with smoke, and I was sort of stumped to figure out where it was coming from. We had had winds, apparently, or air currents that seemed to move it down in a direction that would normally not move in at all and here it was pretty well down in the lower end of the valley and it had come from the burn up there along the west side of Jackson Lake.

I mentioned earlier that Senator Turner is here today, and I think he has suggested one other subject that I would like to open up while all of you panelists are present because it seems to me it has wide interest, and if I could, let me just read what John Turner put down. The subject is the management of horse use in Yellowstone National Park.

Yellowstone backcountry is privileged to have thousands of acres which are ideal for summer recreational stock use. Many of these areas are remote, thus receiving considerably less use from the walking public. It is felt by many that present stock management in the Yellowstone is not a direction restriction of such use but a subtle discouragement of backcountry horse use.

Concerns which Senator Turner and others feel are as follows:

A lack of suitable and properly planned loading and unloading facilities, corrals, hitch racks, et cetera, at wilderness entrances. No. 2, stock limitations are not based on actual and thorough analysis of range and meadow for average conditions. No. 3, lack of coordination of Yellowstone stock limitations with surrounding national forest wilderness areas have greatly increased wilderness use on national forest lands which are already heavily used and which do not have the ideal forage habitat possessed by Yellowstone. No. 4, permits for stock use are difficult and inconvenient to obtain for commercial operators and stock users living in communities outside Yellowstone.

He makes the further observations:

Park Service in Yellowstone should take a progressive approach rather than reluctance and negativism in balancing the enjoyable and historic use of stock in backcountry areas.

And his point No. 5:

In establishing the John D. Rockefeller Memorial Parkway, the National Park Service promised to continue the management policy of the Wyoming Game and Fish Commission regarding elk harvesting in that area.

His question is:

Have all the former policies been continued? If not, why have changes been implemented, especially regarding commercial outfitting activities which were historically carried on in the past?

I am sure I could agree, as many others here will, with Senator Turner in saying that hunting is a very important economic activity for Wyoming. It is another means by which a great number of people enjoy this great outdoors we have here and it contributes in a very meaningful fashion to the economy of Cody and Jackson and Dubois and areas in this part of the State, at that time of year when there is an absence of other visitors.

I would welcome any comments that you all might have to make. I know that you haven't had a chance, Superintendent Townsley, to look this over, but if you would like to make any off-the-cuff observations, take right at it, and if you would like to include in the record up in Cody any further observations, that, if course, will be part of the record.

Mr. TOWNSLEY. I would be pleased to do both. The fifth question, I think, is directed to Bob. It is interesting when you read his questions, I really hadn't thought much about the loading and unloading facilities in the park, and I would like some time to chat with our staff Wednesday and perhaps speak to that issue at that time. One could look in many parks where we have significant horse use, you do find certain facilities that help that. I think, as I hear your questions, I think back to the early history of Yellowstone, the numbers of stock that were associated with the bringing in of people and supplies and materials, tremendous numbers, and certainly Glacier National Park had a history of very heavy stock use. In Glacier, I guess it was almost disastrous to the vegetation, and they had long periods of very specific restriction there. More recently at Mount Rainier we were concerned about horse use in terms of the relationship of horse and elk, in terms of the range available. Certainly my trip in Yellowstone, and I enjoyed very much meeting the senator's brother, after they just filled their limits with some hunters they had out, the back country of Yellowstone could stand a great deal more horse use that it is receiving.

I think I would like to speak to it more philosophically, if I might, and that would be along the lines that while the use of the Yellowstone back country is minimal today in comparison with some other parks in the system, we see a growing trend. Overnight use of the back country of Yellowstone is up about 400 percent in the last 5 years, and if we include day use in some of the places, up 900 percent in those years, but still not so many people that I would make a point of use.

Our present practice is to restrict parties to 25 horses or 25 head of stock in one party. I am under the impression that there are certain groups that we have made exceptions to that rule for, including, I believe, the Wilderness Society, I think I am correct in saying that, where there have been perhaps as many as 45 head of horses in a party. I would feel that 25 head of stock in one party is a lot of animals. I would think that where we have found a great deal of walking use, there has been a certain amount of conflict between the horse user and the walker, and that there is a real value for both the backpacker and the horse person to look down the road 10 or 15 years to some accommodation with one another.

Historically, the very large parties, Sierra Club parties and what-not, that travel in the Sierra, and, Bob, you would recall some of those in the Sequoia high country and I in Yosemite, that were destructive to the high mountain meadows. I am not implying that in Yellowstone at this time but I think we do need to look to other precedents. I think our current practice of limiting horses to 25 in a party is really not very restrictive. I think we do need to be amenable to looking at particular requests and if they are warranted, to try to work with them.

The other things, since I have come to Yellowstone, it seems to me that we need to begin, and it will take a long time to understand how many people, how many horses can travel in a grizzly bear habitat. I don't know if there is a relationship between very large horse parties and a grizzly bear's comfort in a particular place. I would only suggest there that we need a great deal more knowledge to try to harmonize man's activities in Yellowstone, both on horseback and the footwalker, when he is in grizzly country. I would be delighted to work with the packers and the outfitters to try to find equitable arrangements for this. The chief ranger has suggested to me that we are more than willing to work with these individuals and groups prior to their arrival in a park so that there will not be excessive inconvenience at the time of gaining a permit. I think there are difficulties there that we can work with.

Senator HANSEN. Thank you very much, Superintendent Townsley. Though these questions were asked with specific reference to Yellowstone, I am certain that Senator Turner and those others of us here would welcome any comments of any other member of the panel.

Mr. KERR. I would like to respond to one, if I might. I would like to have Tony come and respond further but right off the top of the head, the only thing we haven't continued is the gathering of firewood on the parkway; hunting camps, hunting, fishing, et cetera, is still continued.

Tony, would you respond further to that, please?

Mr. BEVINETTO. As a specific condition of the legislation that established the John D. Rockefeller, Jr., Memorial Parkway, the traditional activities of hunting and fishing and the existing permittees, both in terms of grazing, hunting camps, concession activities, were recognized as, in effect, contractors with the Government, and that it was to be honored by the Park Service in their administration. The effective administration of that area was given to us about a year and a half after enactment and, to the best of our knowledge, those conditions have been followed. We have made a case that anyone that had permits there, to contact us and the administration would be basically the same as under the administration of the Forest Service.

Senator HANSEN. There was a reference to the overuse of wilderness areas on national forest lands in Senator Turner's questions. I would just invite any observations you might like to make, Supervisor Jackson, if you could.

Mr. JACKSON. Senator Hansen, I am rather new on the forest, however, I am familiar with a wilderness management plan that has been put together for the Teton Wilderness, and one of the things it speaks to is the intensity of use and along with that annually we get together with the Park Service and discuss mutual problems. Certainly one of these is consistency in policy, recognizing that we do deal with some of

the same folks, such as Senator Turner and some of his concerns. One of the outcomes or outgrowths of one of the more recent meetings was a policy on packer and guide use within the national forest, and I think that's been distributed to some of you folks. I think we are working toward a more uniform policy, both within the adjacent national forest and with the Park Service.

I am not familiar with the Teton Wilderness to the point to say which areas are being overused. We are trying to disperse commercial operations in areas where they don't conflict with the general public use. We do have quite a lot of overlap, but one of the things that we are trying to watch rather closely is that we don't overgraze the commercial use areas or the general public use areas.

That's about all I could say at this time.

Senator HANSEN. Let me thank you members of the panel very much for your presence and participation here this afternoon.

Before this section of the hearing is closed, I would like to ask if there is any individual present who would care to make a statement on any of the issues that have been discussed here today that are on the agenda? Is there anyone here who would like to be heard?

Mr. NURSE. Bruce Nurse, Teton Village. At the time it's appropriate, I would like to make a statement, if possible.

Senator HANSEN. I think unless there are further observations or comments, then, from the members of the panel, let me thank you very much, each of you, for your excellent presentation here.

Bruce, why don't you come forward and take ahold of the mike and we will hear you. Will you identify yourself for the record, and you might note, if you will, too, who you are representing.

STATEMENT OF BRUCE NURSE, CHAIRMAN, BOARD OF DIRECTORS, TETON VILLAGE RESORT ASSOCIATION

Mr. NURSE. My name is Bruce Nurse and I am chairman of the Board of Directors of Teton Village Resort Association. Our resort association represents 100 percent of the business in Teton Village and is interested in making three points with you gentlemen today as they relate to the management, specifically, of Grand Teton National Park. It is possible these points will also be pertinent to the management of other national parks.

The first point concerns the management of Grand Teton National Park in conjunction with Yellowstone National Park to encourage the gateway city concept. In preparing for this hearing I reviewed the master plan of Grand Teton National Park submitted for public review and hearing on March 10, 1972. Briefly, to review some excerpts from the Grand Teton National Park master plan I would like to quote from the master plan several sections discussing the gateway city concept in conjunction with park management objectives.

First, on page 29, under the section of "Regional Planning" it is stated "gateway towns would serve as primary visitor service hubs." On page 31 under "Management Objectives—General" a statement is made "to achieve in conjunction with private enterprise a regional cooperative and coordinated program." Page 33 under "Visitor Use" the statement "encouragement will be given to private enterprise and other public agencies to provide additional needed visitor accommodations outside the boundaries of Grand Teton National Park."

As I stated on March 10, 1972, Teton Village is a resort community based on a plan of development to accomplish exactly what Grand Teton National Park master plan is calling for in the form of gateway cities to provide for the services necessary to sustain the needs of the visitor.

It probably would serve a purpose to mention that we were somewhat offended at the time of the Grand Teton National Park master plan hearings at the omission of Teton Village from any of the material included in the Grand Teton National Park master plan. The National Park Service stated in the master plan under "Regional Planning" a need to coordinate with national forests, other public land agencies, and gateway communities as an essential part of the parks management and planning. This, gentlemen, is essential today and will always be necessary if we are to work together and accomplish the objectives of the Grand Teton National Park master plan.

Our community stands ready to cooperate in any way possible and coordinate our efforts with those of the National Park Service in accommodating the visitor to the parks. Briefly, I would like to mention that our development concept in Teton Village as progressed to date will allow approximately 1,850 visitors to stay overnight with a full range of necessary services available to the traveling public except for the camping segment of the visitor grouping.

When the development concept is completed in Teton Village we estimate that there will be overnight accommodations for approximately 5,000 to 6,000 people or approximately 3 to 4 times the present level.

We would appreciate having our development and concept considered in the operation and management of Grand Teton National Park to a greater degree than has been evidenced during the first 12 years of our operation. This consideration does appear to be very consistent with the objectives as outlined in Grand Teton National Park master plan.

The second point which we wish to direct your attention to is that of transportation. As you gentlemen are aware, there is a regional transportation study involving Yellowstone and Grand Teton National Parks and all surrounding Government and private parties involved with transportation. The National Park Service is providing the focal point of this study at the regional service center in Denver. The number of people involved appears to make this project almost impossible to accomplish. However, it appears that such a study and integrated transportation plan in relation to the operation of these two national parks is mandatory. The sooner the better. We do not believe that at present we have what could be termed a convenient integrated transportation system. Probably one of the biggest failings of the existing transportation system is in the area concerning people who wish to travel without the automobile and make use of public conveyances such as aircraft and bus transportation on the ground. If your committee were to examine closely the rules and regulations surrounding the use of buses in the parks and around the parks and the problems involved with crossing State lines, I believe you would be impressed with the problems which the traveler faces who, in the face of an energy crisis in the country, is attempting to use the most efficient means of transportation to visit these national parks.

The problem is more complex and involves State and Federal laws which require more than the efforts of one community to produce an integrated transportation plan. It does not appear that these rules and regulations are serving either the public or the operators and need serious consideration in the near future.

The third point which we would like you to consider concerns the matter of budgets for all national parks in relation to visitations and inflation which everyone is experiencing. Please do not place the National Park Service in a position where their budget is insufficient to serve the visiting public and, therefore, they must choose between their very difficult objective of preserving and protecting the geologically unique features of our parks and providing for the use and enjoyment of this in future generations. To achieve this dual objective requires funds and we urge you very strongly to recommend that Congress continue to appropriate adequate funds in relation to the visitor use which the national parks receive.

Thank you very much for the opportunity to present our views. We appreciate it very much.

Senator HANSEN. Thank you very much, Mr. Nurse, we appreciate your excellent statement. I think your point is well made. I would anticipate that as the implementation of plans go forward, you will be given the consideration that you say is due the corporation that you represent. Thank you so much for your appearance.

Mr. NURSE. Thank you very much.

Senator HANSEN. Is there anyone else who would like to make a statement before this hearing is concluded?

[No response.]

Senator HANSEN. Let me say again that the hearing record will be kept open for 14 days and if you or others not here today are compelled to want to say something, to make observations on the testimony that you have heard, you may do so. Send your statements to Jim Beirne, who sits on my right here—he is the counsel for the Subcommittee on Parks and Recreation of the Interior Committee—Jim Beirne, Committee on Interior and Insular Affairs, room 3106, Dirksen Senate Office Building, Washington, D.C. 20510.

If there is nothing further, then, to come before the hearing, the hearing will be adjourned. A hearing will follow the day after tomorrow, that is, Thursday, in Cody, Wyo. I think we plan to begin there around 9 a.m. or 9:30 a.m. I believe the hearings will be in the Cody auditorium and essentially the same or a similar format will be followed there as has been in operation here today.

With that, let me thank each of you for your interest and participation. The hearing is recessed.

[Whereupon, at 2:45 p.m. the hearing was recessed to reconvene Thursday, October 16, 1975, in Cody, Wyo.]

MANAGEMENT OF NATIONAL PARKS

THURSDAY, OCTOBER 16, 1975

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Cody, Wyo.

The subcommittee met at 9 a.m., in the Cody Convention Center, Hon. Clifford P. Hansen presiding.

Present: Senator Hansen.

Also present: James P. Beirne, counsel; and Ray McGuire of Senator Hansen's staff.

OPENING STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator HANSEN. The hearing will come to order.

This is the time which has been duly notified for an open hearing before the Parks and Recreation Subcommittee. This is the second day of an informational oversight hearing designed to bring to the committee's attention whatever management problems might affect two of the most significant units of the national parks system; Yellowstone and Grand Teton National Parks.

I would like to encourage anyone who is unable to attend the hearings and wishes to bring a problem to the attention of the committee to write to the committee and we will include your letter in the hearing record and bring the problems to the attention of the Park Service.

I might point out that the hearing record will be kept open for 14 days in order that communications from interested persons unable to be here or wishing to present a statement in writing rather than to do it orally, will be afforded that opportunity and it could very well be that following the presentation of testimony here today people may be impelled to write in and we would encourage you to do that.

I would like to welcome particularly the Cody Junior High School civics class. We are very pleased indeed to have you fine young people here and want to thank you, Mr. Petrie, for bringing your class here.

Am I right that there will be other units of this class to come here later on, or is everyone here who will be here?

Mr. PETRIE. There will be other people here.

Senator HANSEN. Fine. If you can tell them, those that will follow, they are very, very welcome and we compliment them for their interest in seeing how government works, or perhaps in suggesting, as I suspect they will later on, how they think it should be working instead of the way it is working.

An informational oversight hearing is intended to bring to this part of western Wyoming, northwestern Wyoming, an opportunity for the Committee on Interior and Insular Affairs and even more specifically the Subcommittee on Parks and Recreation, which I am the ranking member, and chaired by Hon. J. Bennett Johnston of Louisiana, an opportunity to hear from you people who have seen in operation the results of laws that have been passed by the Congress. It gives us an opportunity to learn from you how well laws are working; if changes should be made in those laws; to examine the adequacy of appropriations as they are translated into manpower; and to find out how well the Park Service is keeping up with the important job it has to do in administering the very great and unique part of the national parks system.

We have, as principal Federal administrators of these two parks, here with us today, Superintendent John Townsley of Yellowstone and Superintendent Robert Kerr of Grand Teton, and they will be the concluding witnesses at this hearing.

Both of these gentlemen were in Jackson. They testified there, and I suspect some of the concerns that were revealed in that hearing will also be very evident here.

There may be a somewhat different focus, however, on problems, because the concerns that we have and the interests that we have may not exactly parallel those which you people in the great Cody country and northwestern part of Wyoming have.

Also with us from Denver, Colo., and I would like if I may, perhaps it would be well, John, why don't you stand up. First, John Townsley, the Superintendent of Yellowstone. Bob Kerr, the Superintendent of Grand Teton, and Lynn Thompson, Mr. Thompson is a Regional Director for the National Parks Service from Denver, Colo. I think you have an 8-State area?

MR. THOMPSON. Five.

Senator HANSEN. Well, his influence goes far beyond those five States.

Ira Whitlock, who is the Parks Service congressional liaison representative, a native of Wyoming, former football and basketball and track player from Worland. Ira, stand up and let people see you.

If you find anything good in the way the laws are working I would like to hear from you. If you find criticisms with the way they are working, write to Ira Whitlock.

Jim Bierne on the Senate Interior staff, our right arm is here. Mr. Bierne comes from a family that has been involved in government for a long time. His father was an official with the BLM for many, many years. Mr. Bierne is a lawyer and does a great job in keeping us on the right track in Washington.

On my left is Ray McGuire, a member of my staff and assigned these specific responsibilities of handling the work that comes before the Subcommittee on Parks and Recreation for the minority side. If you don't know what I mean by the minority side, that's the Republican's side and we wish it weren't as small a minority as it is. I say that facetiously. Mr. McGuire's job along with the majority staff is to handle the legislation, consider complaints, and receive suggestions to make government work better.

Bill Thomson, from Cheyenne, an attorney in Cheyenne was on my staff in Washington for several years. Bill's father was a former Con-

gressman and was elected to the U.S. Senate. As some of you know, Bill's mother is the Secretary of State for Wyoming and Bill used to put up hay when he was not yet in junior high school, I say that to you members of the civics class, when his family owned a ranch up on the Northfork here.

I want to bring to you people greetings from Senator McGee. Senator McGee was unable to be at either the Jackson hearing or be at this hearing. He did present a statement for inclusion in the record which was read by his Wyoming representative, Dick Brown, from Jackson. It is a part of the record, and if you would—do we have copies of that, do you know? There may be one or two copies. He addressed a number of issues which I know are of real interest and concern to you people. He made the additional point through this mechanism, this device of having a subcommittee here in Cody and in Jackson, he will be able to receive directly from you any suggestions or recommendations you may have that would involve him as Chairman of the Subcommittee on Interior Appropriations for the full Appropriation Committee.

I would like to read, if I may, just one short paragraph from Senator McGee's statement.

He says:

The Congress can hear only so much, being so far away from where we gather today. Under this localized session, the committee and all those concerned with the management of our National Parks will hopefully be provided with the most complete and informative testimony possible. I am confident these hearings will lead to an improvement in and solutions to problems of managing our National Parks.

The full statement is here and if members of the press or other news media would be interested, as I am certain they will be, I think we may be able to scrounge up enough copies to be seen and read by people in Cody today.

Senator McGee asked me particularly to convey his warm wishes to you, to express his deep regret that he could not be here today, and to assure you that he is keenly interested in what you have to say, and I know that he will be reading the record very closely and likely will be in communication with a number of you as he has been ever since he has been in Washington, trying to do the sort of job that you would like to have him do.

While we do not have any officials from the Forest Service on our panel of witnesses today, I would like to make note of the fact that John Mumma, the Supervisor of Shoshone National Forest, the oldest national forest in the United States, is here, and although I know he needs no introduction to a Cody audience, like to ask Supervisor Mumma to stand up and be recognized.

I understand with Mr. Mumma is the Assistant Supervisor, Ken Wood. We are very pleased indeed to have you people here.

I might note that in Jackson, when we had the hearings there the day before yesterday, we had a panel on fire control. That may not be as great a burning issue over here as it was in Jackson last year, but we generally generate a bit more smoke over here. I was particularly pleased in the afternoon on our fire panel we had Superintendent Townsley of Yellowstone Park and Superintendent Kerr of Grand Teton, a representative of the regional office in Ogden, Utah, Mr. Lynn Tark, as I recall, and who was the other—Reid Jackson was there

also, Reid Jackson is the new superintendent of the Bridger-Teton National Forest.

I thought they did an excellent job in—I think I misspoke one of the gentlemen's names. It was Dean Lloyd, rather than Dean Park, who appeared on that panel day before yesterday. Mr. Lloyd is a Director of Fire Management for the Intermountain Region of the U.S. Forest Service.

I thought it was a great panel.

I hope between Superintendent Townsley and Superintendent Kerr we may have some comments if it seems indicated here later on as you gentlemen appear, giving those of us here today the benefit of some of the observations and conclusions that you made earlier.

I think that about completes the announcements, unless you have anything.

I understand part of this is being recorded on TV film, and the young man operating the camera is from the communications class at the junior high school. We are very pleased to have here and hope that this may be of some continuing interest to your class.

What's your name, young man?

Mr. WILLOWBY. John Willowby.

Senator HANSEN. John, we are glad to have you here.

Our first witness will be Daniel Spangler, the former county and prosecuting attorney for Park County, now the assistant for planning and programing coordination of the Wyoming State Planning Office.

Daniel, we are pleased to have you here. Parenthetically, I would say to you members of the junior high school civics class, John's father and I used to attend the University of Wyoming at the same time. Nice to have you here, I mean, Dan.

STATEMENT OF DON SPANGLER, ASSISTANT FOR PLANNING AND PROGRAM COORDINATION, WYOMING STATE PLANNING OFFICE, ON BEHALF OF GOV. ED HERSCHLER

Mr. SPANGLER. Thank you, Mr. Chairman.

Mr. Chairman, my name is Dan Spangler. I am an assistant for planning and program coordination and appear today on behalf of Gov. Ed Herschler.

The management of national parks is of extreme importance to the people of the State of Wyoming and State and local governments. Yellowstone and Grand Teton National Parks make a substantial contribution to the economic well-being and recreational opportunities of our citizens. Sales and gasoline tax revenues from park visitors are crucial elements in the budgets of State and local governments. Management practices have significant impacts upon the activities of the State game and fish commission, the State highway department, the State recreation commission and the State travel commission, together with other concerned State agencies.

So that they may better plan for the future, there is a need felt by State and local governments and by private citizens for precise and coordinated park management policies. We need to know to what extent the national park master plan is to be implemented. With regard to the regional transportation study for the Yellowstone-Teton area, it is the State's position that such a study should address itself to

the entire range of questions concerning regional development. Transportation is but one important part of that plan but transportation cannot be considered in isolation from other park decisions that must be made by governmental agencies and private individuals. The State suggests that the goal of the study should be that, through a coordinated regional study for the Yellowstone-Teton area, an overall plan will be developed that will preserve the natural resources and wildlife environment while providing a satisfying experience for visitors along with careful consideration of economic, social, and cultural needs of the resident population.

Such a study should develop data needed on such questions as the impact on surrounding towns of alternative transportation policies, with consideration of the desires expressed by the permanent residents and the capacity of adjacent communities to provide additional or different services. Further research is needed on the effects of curtailing campground services in the parks. Inquiry should be made as to what park visitors want and what their complaints are, if any, about services in the parks. In conjunction with overall planning there is need for meaningful State and local involvement in the planning process. In some instances State agencies need more advance notice of the opportunity to comment on proposed policy changes. There is a need for closer cooperation by the National Park Service with our State game and fish department in such areas as wildlife management, boating regulations, grizzly bear studies, elk management policies, fisheries management in Teton National Park, and the transfer of park bears to areas near or outside park boundaries. Livestock can be endangered unless the State is given prior notification of such transfers.

There is a further need for coordination between Federal agencies, particularly the National Park Service, National Forest Service, and the Bureau of Land Management. The policies of one agency can have a great impact upon the policies of another. For example, Yellowstone National Park has not expanded its overnight accommodations while the National Forest Service budget for development and maintenance of campgrounds has decreased, after adjustment for inflation. A common policy needs to be developed among the three Federal agencies as to the number of camping and lodge spaces which will be made available. If final decisions have already been made by the National Park Service on such questions as transportation policy, overnight stays within the parks, concessions policies, and quotas on numbers of visitors, those decisions need to be set forth. Along this line, are the concession policies resulting in curtailment of services at Bryce and Zion National Parks to be taken as a precedent for what will happen elsewhere?

With regard to more immediate problems, there is a need for a workable campground reservation system. In view of widespread criticism, an assessment should be made of the quality of goods and services provided by Yellowstone Park concessions. Because of the distances from surrounding communities, it is necessary to have some concessions available in Yellowstone, but if visitors have had experiences with food, lodging, or other services, they may be discouraged from ever returning to this area.

I hope this committee will take whatever action it deems appropriate to insure that the needs for intergovernmental cooperation and citizen participation in decisions are met. Only in this way can our national parks provide their fullest benefits.

Thank you for the opportunity to appear before you and present this statement.

Senator HANSEN. Thank you very much, Mr. Spangler.

One of the purposes we had in mind in calling upon our Federal representatives last was to afford them an opportunity to hear from each of the witnesses, and I am certain that they will be making, taking careful note of what you say and I hope that they might be able to address any appropriate questions or issues that you raise.

I think your statement is excellent. There are some tough policy questions that are involved in the array of considerations that you offer here this morning, Mr. Spangler, and I hope that either late this afternoon or in the ensuing weeks, we may come up with some answers that will be as satisfactory as possible to everyone concerned.

I failed to introduce an old friend of mine here earlier. Ed Webster was very reluctant to come up and join us but I insisted that he join us.

Ed was on my staff in Washington. I know he is well acquainted with you people in the Cody community. I asked him if he would kind of ride shotgun for us today. He said he would do that.

You members of the junior high school civics class may not know that Mr. Webster is the public defender. That means if you get into trouble—and I know none of you here today from the junior high school class will find yourself in that category—but others not as well instructed and grounded in basics of good citizenship might and those people that find themselves in that situation can be assured of fair and adequate representation before the court in Mr. Webster.

I think you have 2 more months; is that right, Ed? That little plug that I put in there was not scheduled.

Thank you very much, Mr. Spangler. We appreciate your statement and thank the Governor for me, if you will, for his making possible your appearance here today.

Mr. SPANGLER. I will do that, and thank you for the opportunity to appear.

Senator HANSEN. Our next witness is Randall Wagner, assistant director of the Wyoming Travel Commission.

STATEMENT OF RANDALL WAGNER, ASSISTANT DIRECTOR, WYOMING TRAVEL COMMISSION

Mr. WAGNER. Senator Hansen, members of the Senate Interior Subcommittee on Parks and Recreation, ladies and gentlemen, on behalf of the Wyoming Travel Commission and Wyoming's tourist industry, I would like to thank you for this opportunity to offer comments concerning problems we see as having an effect on the future operation and management of the national park properties in Wyoming and the West.

Understand at the outset that Wyoming's national park properties, specifically Yellowstone and Grand Teton Parks, provide the very base for the State's \$220 million annual tourist industry and contributes significantly to the vacation-oriented economy of the surrounding

States. Wyoming's national parks attracted 5,816,200 visits in 1974—not a great tourist year—and 21.5 million vacationers visited the National Parks Service operated areas in the six-State Rocky Mountain region. The parks: Theodore Roosevelt, Mount Rushmore, Glacier, Rocky Mountain, Canyonlands, Grand Teton, and especially Yellowstone, provide the attractions and the destinations that annually draw millions of visitors to this huge region of wide open spaces and sparse resident populations.

To say, then, that those of us in the vacation and tourism industry in Wyoming are interested in the future operation and management of national park properties is a major understatement. We are vitally, totally, and constantly concerned.

We are concerned when we learn that the funds have not been available, in recent years, to allow park administrators to keep pace with the ever-increasing visitor requirements and lengthening vacation seasons while coping with constantly worsening inflationary pressures. Enough money simply has not been available to maintain, at a reasonable level, such simple and basic ongoing operations as normal road maintenance in Yellowstone. National park backcountry programs, initiated with much fanfare several years ago in an attempt to improve the visitor experience and spread usage over a greater surface area of the parks, are already in trouble due to lack of funds for simple trail maintenance.

For many years, the State of Wyoming has been actively encouraging vacationers to travel early and late, in the "off" season, to take advantage of the national parks at the time when they were less crowded, and, frankly, to spread the economic benefits of tourism beyond its traditional 3 months span. From the start, park administrators enthusiastically endorsed the proposal. Now, however, we find that visitor centers, campgrounds, and other vital facilities are closed in September in Yellowstone because of budgetary programs.

During the summer of 1975, an extremely busy and active tourist summer, we noticed that for the first time, several of Yellowstone's picnic and day-use areas were closed to public use. The areas were all needed, and badly, but the park simply didn't have the money to operate them any longer. At Grant Village, Yellowstone's newest visitor-use area, the facilities for public accommodation have never been completed to plan, in spite of a considerable initial investment of public funds in the village's service area. Grant Village is, in effect, a town with a modern business district and no residential area.

Another problem in Yellowstone, that this year became painfully obvious to those of us who regularly visit the area, is the fact that the road system is sadly lacking in adequate maintenance. To be sure, some of the newer roads are in excellent shape, but for every mile of good highway surface there must now be at least 3 miles of broken, soft shouldered, pothole and patched pavement that both detracts from the visitor's ability to enjoy the area and adds a considerable safety hazard to his stay in the park.

During the summer of 1975, the accommodation facilities in Yellowstone reported a 72-percent occupancy rate from the time they opened in the spring to their fall closing. There were many nights when the facilities were completely full during July and August. In Grand Teton Park the story was the same. The nearby town of Jackson filled

every available accommodation several nights during the summer, probably the first time that has ever happened.

The reason for this is not necessarily that more people are traveling. Rather, it is a direct effect of the energy crisis of the 1973-74 year and the inflation crisis of 1975. Today's traveler has become, suddenly, destination oriented. He selects a vacation spot, goes there, stays there and goes back home. In the words of one national park official, "traditional travel plans to visit 14 national parks in 12 days have been abandoned for plans to spend the entire vacation period in one or two national parks." The consequence of this changing visitor use pattern for the national parks is simple. The people who now enter the parks and stay several days are placing a much greater burden on available areas and facilities than were the same number of people who used to enter a park, take a quick look around, and leave for the next one. Accommodations, programs, services, roads, trails, water supplies, sanitation facilities, use control programs, and so forth, that were adequate before 1973 are now quite suddenly heavily overtaxed. For, although the number of visitors coming through the gates has not greatly increased, the number of people occupying the space inside those gates at any given time has increased dramatically.

And so, questions must be asked and answered: how long will it be before we have a water systems breakdown in Yellowstone similar to the one experienced this summer at Crater Lake National Park in Oregon? How long before Yellowstone's already substandard road system becomes subpassable? How long before the Park Service will be forced to initiate a workable, and expensive, campground reservations system? How long can antiquated concessionaire-operated facilities continue to serve the public need without a major capital improvements program? How can the human impact on the parks be lessened by lengthening the use season when budgets will not allow off-season administrative, management, and maintenance programs? How long will the Park Service be able to continue to provide highly desirable interpretative and backcountry programs when the money needed for them is now more urgently needed for the simple business of keeping the parks open? How long can the Nation afford to add new areas to the national parks system when it apparently cannot afford to operate and maintain, to a reasonable standard, many of these great and vital parks on which the system was originally based?

The Wyoming Travel Commission urgently requests of this committee that ways and means be discovered to allow Yellowstone and other Western national parks to continue to provide with increasing levels of competence, the magnitude of services required by increasing number of visitors wishing to make use of their national parks. We would direct your attention toward finding methods of improving and updating the existing concession facilities rather than eliminating them. We would ask that you explore ways of broadening and revising the existing transportation systems and methods rather than forcing a continued over-dependence on the automobile. We would ask that you make every effort to honestly assess the traveling, vacationing public's thoughts and feelings regarding their reasons for visiting and using their national parks and that you make future policy decisions with respect to their wishes.

Again, I would like to thank you for the opportunity to express these thoughts and, are there any questions?

Senator HANSEN. Thank you very much, Mr. Wagner. I think you put your finger on some very real and important problems that aren't going to go away.

As you know, the main bulk of funds that make possible the personnel, the present personnel, and the administrative people involved in management, as well as providing funds for camping improvements, aside from that contributed by concessionaires, comes from appropriations. There are fees charged, land and water conservation fees.

Do you have any specific suggestions as to ways in which funds could be increased in order to accomplish more readily some of the goals that you identify in your statement?

Mr. WAGNER. I think, Senator, probably what concerns us the most is seeing apply essentially the same, like the so-called National Service Center in Washington takes a tremendous amount of money to maintain and operate. Some of the new parks that I am sure are very nice parks, but they don't quite match with Yellowstone and Teton. We hate to see money continually being drained off from this great Western part of the country and these parks. Our suggestion is to increase the pie of the national parks system.

Senator HANSEN. There have been a number of bills introduced from time to time, and I have been a sponsor or cosponsor, which would increase the land and water conservation fund, among the uses of which could go money for the acquisition in or on national parks, which is always a problem. With very few exceptions, when a park is created or enlarged almost always there will be privately owned land involved, and I regret, as I am certain you and the commission you represent do, the fact that we seem to be falling behind.

The proposals that I have been most enthusiastic about are those which would draw on some of the bonus leasing funds that have gone into bidding on the Outer Continental Shelf and make that money available in greater amounts for the accomplishment of the purposes that you address.

I know, and I share your keen and jealous interest in seeing that there shall be no deterioration in the national parks of the West. I have to say I suspect in a large sense we feel that way about the entire system. It is a fact it's not always easy for people out here, witnessing and understanding first hand, as we do, the falling behind or the inability to keep up with the numbers of people visiting these parks and lengthening periods of stay that are becoming rather typical, to see moneys taken from the system to create and to expand other areas.

I would have to say in that regard that despite the great pleasure and excitement of a visit to Yellowstone and Grand Teton, for many, many people in the United States these opportunities aren't available to them and as a consequence there is justification, I think, recognizing that one of those goals of the Parks Service must be to make possible, in cooperation with State and local governments, recreational areas.

Where to draw the line, I am not trying to suggest, but to bring recreational areas nearer the people, I think is a valid and legitimate goal. Not everyone can come, as we know, of course, to the West, and

I just want to say that though I share your full interest in first concern in doing the best kind of job we can for our parks out here, there is something to be said in the Federal participation and involvement, in my judgment, in making available to the big cities in the East an opportunity that they may not now have.

Mr. WAGNER. Thank you. Land and water conservation funds has meant a great deal to the Nation and to Wyoming.

Senator HANSEN. It has indeed.

Mr. WAGNER. It has developed a great many State and local level parks and recreational opportunities in this State, and anything that can be done to increase the base of that fund will greatly benefit the Nation, Federal, State, and local, all of our park and recreational communities.

Senator HANSEN. I would agree with you.

I might observe the committee reported unanimously a bill to raise the Land and Water Conservation Fund from \$300 million per year to \$1 billion. The bill is on the Senate floor and should be taken up next week. It passed the Senate last year. Senator Gaylord Nelson and I, and a number of other persons, were cosponsors of that bill.

You indicated in your statement a lack of cooperation and coordination of Federal and State agencies. Do you have any specific recommendations as to ways in which this cooperation can be improved?

I might note for the members of the junior high civics class, our witness, Mr. Wagner, was with the State Game and Fish Department for many years, so he draws upon a broad background of experience in his appearance here today.

Do you have any specific suggestions, Randy, as to ways in which cooperation and coordination could be enhanced?

Mr. WAGNER. Made some real inroads in the last couple years, I think, Senator, in this area through a rather informal group which we call REACT in the State of Wyoming. It's recreational action team which involves decisionmaking planners and administrators in all of these Federal and State agencies involved in any way with the development of recreational facilities.

REACT team has really taken hold and really given all of us a chance to find out what each other are planning to do in time to react favorably rather than finding out as we used to the former way of reading it in the newspaper, or the Forest Service tells us and so forth.

At any rate, REACT has gone a long way toward this, and I am sure it's going to continue. Just had a meeting in Jackson last week, and it was by far the most productive we have ever had.

Other than that the regional transportation study in Yellowstone shows real promise, I think, because this study has been, at the outset it looks like it is going to be broadened into a good overall study of the Yellowstone-Teton area, what is needed, not only transportation but all facilities.

Senator HANSEN. You touched upon a subject that Mr. Spangler addressed his statement, and I agree wholeheartedly with both of you. As we make cooperation and coordination better and more effective should certainly enhance greater recreational opportunities and achievement of goals common with all of us.

I compliment you for your fine statement, and you, too, Mr. Spangler, for touching upon the same feeling.

Mr. WAGNER. The recreation fund is in the process, ongoing process, the Wyoming Recreation Commission is responsible for the comprehensive outdoor recreation planning for Wyoming, the land and water conservation fund program is also creating inroads into coordinating recreation development in Wyoming both at the State and Federal level.

Senator HANSEN. Thank you very much for your appearance here today, Mr. Spangler.

The advantage of being able to read the record before it's finally published is to correct the statements just as I last made in calling Mr. Wagner Mr. Spangler.

Our next witness is a representative of county government.

As a former county commissioner, I would like to say to our young friends from the junior high school, that I think the fountain head of democracy is to be found right at the city and county level.

We are very pleased indeed to have Mr. James Blackburn, a member of the park county commissioners here today.

Mr. Blackburn, we would like to hear from you.

STATEMENT OF JAMES BLACKBURN, PARK COUNTY COMMISSIONER

Mr. BLACKBURN. Thank you, Senator, and all of my friends in Park County, as well as the rest of the State.

I have not prepared a statement, but from what I have listened to this morning, being a little bit selfish, I feel that any improvements in the services, roads and all of the other items that go along with the Parks Service and the recreational opportunities in Wyoming should be encouraged and promoted. I am sure that individual groups will have other testimony that might add to this, but this just happens to be my personal feeling.

I have enjoyed Yellowstone and the Teton Parks very much through the years, and of course, Wyoming is one of the few States that people are looking to now as a place to live as well as recreational opportunities, which we still have in great abundance, and for that reason, and the reasons I have just stated, I sincerely hope that your committee can encourage more spending to promote what we have in Yellowstone and Teton Parks and this area.

Thank you.

Senator HANSEN. Thank you very much, Commissioner Blackburn.

Let me ask you, I suspect within the county networks of roads you have a great deal of visitor use of that road system. Would that be right?

Mr. BLACKBURN. That is right, and we are constantly, not constantly, but we occasionally are asked and we get requests to improve roads or make the established new roads for that very purpose, and one reason I say this is because landowners in Wyoming and also particularly in Park County, in order to keep trespassers from trespassing, I believe roads are a very important feature to get to the Federal lands and State lands without interfering with the privacy of a rancher or farmer, whosever the business might be.

Senator HANSEN. I suppose that doesn't come to an abrupt halt with the closing down of most of the facilities within the park either.

You have a lot of hunting in this area in the fall and I would suspect that access to the various parts of the national forest and the Bureau of Land Management lands from the major highways going through here is gained by the county road system. Would that be a fact?

Mr. BLACKBURN. That is correct. I might mention that there are other recreational promotional things that are becoming quite popular. One is snowmobiling of which I am sure Yellowstone gets a lot of traffic from in the winter, and, of course, picnic and camping areas are more in demand, and as a result of this, we have the county recreational commission that was established and appointed by the county commissioners and they are funded through our mill levy program and they have been trying to help in this respect to establish trail heads and picnic areas and so forth to take care of the recreational and people and that may not have the opportunity to go to Yellowstone Park or Grand Teton.

Senator HANSEN. Jim, let me ask you another question that hasn't been touched upon.

We have one of the two privately owned and supported hospitals in the State over in Jackson. I think the other one is in Cheyenne. A review of the admissions of the St. John's Hospital in Jackson discloses that about 40 percent, or perhaps more of the patients there, are people who are in the area simply as visitors or recreationists. Would it be true that a substantial portion of the persons using the excellent medical facilities here in West Park County are likewise travelers on the way to Yellowstone? Or visitors to the national forest areas around here?

Mr. BLACKBURN. That is right, and traffic, also causes of accidents might be mountain climbing or any number of things, but that is true that there's lots of accidents that have happened to out of State people.

Senator HANSEN. We have been talking over there, at least there has been a very real dialog going on as to ways in which that hospital, if it were to become a publicly supported institution, could be funded, and one of the suggestions has been the creation of a hospital district with an ad valorem tax levy on the property, and another suggestion I find increasing numbers of people believe has validity, is to make a small portion of the sales tax available to the hospital, the idea being that through a sales tax it would apply to every purchase in the area the population that is very fleeting insofar as individual stays are concerned, would be able to contribute to the support of the hospital.

Are either of these issues that you have talked about here at all?

Mr. BLACKBURN. No; they haven't been issues in this area at least.

Senator HANSEN. Do you get any support from sales tax for your hospital here?

Mr. BLACKBURN. Not directly, no.

Senator HANSEN. Thank you very much.

If you have any further thoughts on that, I know the people in Teton County would be keenly interested.

Mr. BLACKBURN. Thank you, Senator.

Senator HANSEN. Thank you very much.

Our next witness is Robert Frisby, spokesman for the Cody County Chamber of Commerce.

Bob, we are glad to have you here.

STATEMENT OF ROBERT W. FRISBY, PAST PRESIDENT, CODY
COUNTRY CHAMBER OF COMMERCE

Mr. FRISBY. Thank you, Senator Hansen and staff. My name is Robert W. Frisby. I am a banker by occupation. I am a member of the legislature of the State of Wyoming, and past president of the Cody Country Chamber of Commerce. The Cody chamber appreciates this opportunity to present testimony concerning park management. The management of Yellowstone National Park is to a great extent the life blood of our tourist industry. The Cody Country Chamber of Commerce is celebrating its 75th year and throughout our history we have tried to represent and improve the Cody Country as a place to work and a place to live.

We congratulate you and your subcommittee for recognizing the need for hearings of this type and we welcome you to Cody.

When the National Parks Service held hearings in Jackson following the publication of the master plan for Yellowstone National Park, the Cody chamber took a very positive position against the designation of any wilderness areas in Wyoming National Park. That is still our position. Suffice it to say that the supposed reasons for wilderness in the national forest system or Bureau of Land Management system are invalid insofar as they relate to Yellowstone National Park. It is hard to understand what advantage would be gained by wilderness designation.

The chamber continues to be adamantly opposed to any proposal which would limit the right of the private individual to use his private automobile for transportation through Yellowstone. We recognize there may be areas like the Grand Canyon of the Yellowstone where mass transportation such as minitrains might provide the most practical means for dealing with the people, but we would hope the National Parks Service would not in any way hinder or limit the right of the family to enjoy the type of personal family outing which many of us remember and treasure.

During the past year the east gate to Yellowstone and Cody have experienced a significant increase in tourist travel. We like to think that one of the reasons for this increase is because of the attractions in Wapiti Valley and Cody Country. While we know that we have a lot to offer to induce the people to come through Cody on their way to and from Yellowstone and Grand Teton Parks, we also recognize that the prospects of people coming to Cody or Wapiti Valley as a primary focal point of their vacation is fairly limited. That is one reason why we are greatly concerned when we hear the number of complaints we do concerning service, accommodations, food and roads. Unless there is a change in direction, with a new awareness of the needs of all visitors, the time will come when the park use will be limited to the young and very energetic. The traveling public will not, nor should they be required to, put up with the rundown accommodations of the 1920 era. Of course, we recognize that it is unfair to put the blame for the antiquated facilities on the National Parks Service. What we would hope could be done encompasses three distinct approaches:

1. The Congress of the United States and the administration need to take a very close look at the budget of the Parks Service for our national parks. The Parks Service has to have money to operate. When it means that the park roads are not opened on May 1 because there is not enough money to start the spring plowing operations early enough, it is the public and particularly the people of this area that are hurt. Money has to be available to keep the gates manned and the campgrounds open in the early fall—money has to be available to give the visitor the type of experience and service he deserves and demands. There is probably not another place in the country where the budget minded vacationer gets more for his money than in Yellowstone. Federal dollars spent in Yellowstone, therefore, have a greater return to the citizenry than almost anywhere else, and a reappraisal of priorities certainly seems to be in order.

The National Parks Service and the traveler alike have the right to expect and demand a full dollar's service from the park concessionaires for a dollar paid. It is not enough for Congress, the administration or the Department to pass off complaints about service and shoddy accommodations to the fact there are independent concessionaires in the park. We hope that your committee will undertake a very close look at the concessionaires in Yellowstone Park. There are capital improvements which need to be made and which the contracts indicate are to be done but which are not being enforced. We believe the food service should be maintained during the early and late seasons at the lake. Concessionaires should not be allowed to "skim" only the profitable season.

3. The third item on which we would seek assistance from your subcommittee involves the master plan for Yellowstone and Grand Teton National Parks. If the future plans for the Park Service is to only continue the services and accommodations in Yellowstone at their present level, then there can be little question but the area surrounding the national parks is going to have to make way for increased visitor use. In Cody and the Wapiti Valley this means that the private sector should be making plans to take care of the overflow from Yellowstone. There can be little question that the private business sector stands ready to fill the need if only we know the long-range plans of the Parks Service. We have had no indication of what the intention of the Parks Service is since the original hearings in Jackson several years ago.

There is one other aspect of this same matter which is very important. If the Parks Service is not going to increase their facilities to take care of the people, then serious consideration is going to have to be given to improving the road transportation system through Yellowstone to get people into and out of the park.

We believe that this greatest of all national wonderlands could be made even more wonderful if, in planning for the future, additional uses such as skiing and bobsledding could be included to add to the pleasures of our visitors. The only way this can be accomplished is through year-round access.

For years this chamber and in fact the whole State has asked the Park Service to keep the east gate open to auto travel year round. We renew this request. So far as this chamber is concerned we are in no way attempting to beat a dead horse or anything of that sort. With

the increase of technology and need, the prospects of maintaining an open east-west route through Yellowstone is not only warranted but completely feasible, especially in view of the fact that snow removal operations are usually initiated in February or March each year anyway. We respectfully request initiation of a study for keeping an east-west route open year around through the park.

The other matter which should be covered in connection with roads involves the Cooke City-Red Lodge Highway. There is currently a proposal in the House of Representatives to turn this road into a national parkway. We are absolutely opposed to such a proposal. The National Forest Service presently administers this area and we see no justification for taking it out of their able hands. The confidence of many of our people in the administration of Yellowstone National Park has been badly shaken by decisions and events of past years which are so ludicrous they would be funny if they weren't tragic, and which have proved that good judgment is sometimes difficult to find in a bureaucracy. I speak of the obvious mishandling of the elk herd, where years passed with no evidence of a management policy, and then of a sudden, thousands of elk were slaughtered by the National Park Service riflemen in one bloody slaughter which infuriated people of this area. I speak of egg-headed theorists proclaiming that the ultimate goal of the Park Service should be the complete elimination of all private automobiles in the parks, lumping Yellowstone, with its own unique problems into the same category with Yosemite, where such a goal might be a possibility. I speak of the ridiculous rule concerning size limits of fish taken from the Yellowstone Park, where this year, you must throw back all fish over 13 inches in length, whereas last year, you had to throw back all fish under 14 inches in length. Such an inconsistency cannot be excused by terms such as "scientific management". It is bumbling mismanagement. Whichever rule is the correct one, it is obvious that the other was 180 degrees wrong. These types of decisions are so crassly foolish we feel it is imperative that Congress take some action to prevent their repetition, and indeed, even more disastrous decisions being made.

Finally, the chamber is very concerned with the policy of Yellowstone Park Co. and the National Parks Service as it relates to tour buses. In an area where the Nation is supposed to be conserving energy and encouraging multiple person transportation it is absolutely inconsistent to support a policy which discourages bus tours through Yellowstone. Perhaps the whole fee structure of persons entering the park should come under close scrutiny.

Mr. Chairman, let me close by saying that Cody and Wapiti Valley enjoy a very fine relationship with the officials of our national parks and the various concessionaries. Each spring we hold a National Parks Day honoring these people and we very much appreciate the contacts with these officials. There have been those of us in the past who felt we did not have quite the communications with the Parks Service people we would like—that we did not have a forum for input into some of the Parks Service decisions which were made. We suggest that it would greatly assist Yellowstone Park officials to better understand problems which relate to the whole area, if a closer liaison were maintained between the officials of the parks and the knowledgeable citizens in the nearby communities.

We in Cody are grateful to have a career Parks Service man with an impeccable reputation as the new Director of the National Parks Service, and have confidence that his leadership will prevent many of the regrettable occurrences of the past, and that a new spirit of friendliness and cooperation will prevail between Yellowstone National Park and the Cody community.

Thank you for allowing me to make this statement on behalf of the Cody Country Chamber of Commerce.

Senator HANSEN. Mr. Frisby, let me compliment you on a very forthright and candid statement. I think you have been very direct, even to the point of being blunt, and there is real utility in that.

Often times it seems to me that because we are fearful that people may make honest criticism with a lack of friendliness or personal appreciation of individuals, we fail to say the things that should be said. I think you have laid out very clearly the concerns of a great many people and I know that our good friends have been listening closely and they will undoubtedly be making some comments and observations later on this afternoon as they address the issues you bring up. I am interested first, in the position that Cody Chamber has taken with respect to wilderness. If I could reflect a little personal bias, it is a view that I share. I find no reason insofar as I can see it for a designation now by the Congress of the wilderness in any National Park.

First, I think the organic act creating the National Park system and the various acts which have brought elements into that system is specifically definitive and clear insofar as the charge and the mandate to the appropriate officials is concerned so as to insure the full protection and preservation and maintenance of the very fragile, pristine character and ego systems, the uniqueness of nature in a matter so as to make completely unnecessary this sort of designation.

I am not quite clear, I suspect when the Wilderness Act was passed that probably in the enthusiasm that a great many people felt, it seemed not inappropriate to search out landscapes and areas that met with requirements that the Congress has spelled out in that act to designate areas wherever they may be. But I am convinced of two things. First, the intent of the law is clear insofar as the protection of these values that wilderness seeks to protect being present already in park law, and, second, I have no doubt at all as to the dedication and the commitment and the sincerity of park personnel fully to protect those values.

I appreciate what you said about that.

I think that one of the unique things about our system of Government is that to a greater extent than is true in many countries around the world, we provide people with an opportunity to make specific choices relatively uninfluenced by the Congress.

I happen to believe that that right of people to own an auto is important.

We may, each of us in this country, to a greater degree than is true in many areas, spend our money that we have left over after we pay our taxes in whatever fashion we choose. I have heard a lot of talk about the obvious need, as some people view it, for Congress to spell out to Detroit what kinds of cars it makes. There are those who say we shouldn't be building these big gas guzzlers and station wagons

and bigger cars shouldn't be tolerated, and if Detroit doesn't have sense enough to quit making them, the Congress of the United States, by legislature, ought to prohibit their being made.

The obvious result, in many cases, would be I think that families, which I think are important, and I know people here throughout the United States recognize the importance of the family as the basic building block of government, would find that if Mom and Pop and the kids couldn't go in the station wagon, they couldn't go together.

I would prefer to leave that sort of decision up to the people and, as I related to your statement, it seems terribly important to me that here is something special about an experience that a family enjoys by sharing it together, and one of the very best ways, I think the most memorable trip I can recall is one I made when I was 7 years old with my family. We camped out every night in Yellowstone and mother cooked the meals over a camp fire and it was a great trip.

As we seek to minimize the unnecessary use of energy, I hope we appreciate at the same time the great importance of those experiences that bind families together and contribute to the stability of American society, and I just say to you that one of the ways that we add to the strength and resiliency of that fabric that makes it possible for us to continue as a society, is the experience we share in trips through the park.

There are old facilities in the park. I have heard a lot of discussion, both before I went to the Congress and since I have been there that address that issue. I don't know what the answers are. They are tough. Some simplistic recommendations have been that Government should take over, that we should have a quasi-public corporation.

I have to say when we look at the imbalance in Federal budget and are constantly increasing taxes there, I am not sure that the Government is in a very good position to do very much of anything for anybody except to make our dollars worth less.

Nevertheless, I share your concern that there must be a recognition of where we are now, and talking with the Superintendents of two of the greatest parks in the entire system, I am convinced they reflect our concern in being able to keep up and provide at least minimal services and to see that the quality of that experience isn't deteriorated any more than the quality of the water or the air.

How best to do this is a tough problem. Your questions, incisive comments, will certainly add to a clearer view of the problem in its entirety.

The master plans of Yellowstone and Grand Teton have been subjected to close scrutiny by many groups. I agree with you to the extent it is possible we need to know as quickly, as early as we can, all other elements of government, the State of Wyoming, Park County, Cody, and other interested groups for which you speak here today, if we are going to meld our plans and objectives in with theirs, and I am sure that the people charged with the responsibility of administering these parks, will do their best in trying to apprise you just as quickly as they can of what they intend to do.

The question of year-round roads is one that I have had an interest in for a long time. When I was privileged to be Governor of Wyoming, I worked hard trying to see if we couldn't establish a program that would result in year-round road maintenance. I must say in all

honesty I am not as enthusiastic about this idea as I once was. I know that each part of the State has a different view and a different idea in how to maximize, not only the uniqueness of Yellowstone, but to expand the season as well, and I am sure that your recommendation with respect to roads will be given very serious consideration.

We have got to examine as we do that, as the Park Service has been for some time, the costs of making certain that there will be a minimum of risk to the traveler, and try to equate it so as to make certain that the answers which finally may be arrived at will make the best possible use of the Federal dollars.

As you and I know, there has been a great extension of participation to Yellowstone in the wintertime by over-the-snow vehicles. How that may fit into the overall objectives of those groups for which you speak insofar as winter road maintenance, I suspect will be subjected to a lot of discussion. But I think you approached it very clearly and very distinctly. And we certainly will listen very carefully to the recommendations that come from the groups you represent.

Mr. FRISBY. If I could add just one personal comment.

I want to say I personally regret that our statement of the Cody Country Chamber of Commerce really contains so much in the way of criticism, but in a 6 page, 5 page statement, there isn't very much room to conduct a praise session here. That is not what you are in Cody to hear anyway. If we were, we could go on and on about our praises for the administration of Yellowstone National Park, particularly as concerns wilderness, and the past individuals that we have known over the years in the past who have been responsible for the administration of Yellowstone National Park are very fine and dedicated people and we agree with so much of what they are doing.

We could fill many pages with praise for them, but, of course, in a short space we must bring to you these things with which we disagree.

We think that they are capable and have been for 100 years doing a fine job of protecting Yellowstone Park and promoting the wilderness area, if you will the back country, and that they need no further designation beyond that.

And that is our position.

Senator HANSEN. Bob, let me say that having been privileged to ride over with the representatives of the national parks service from Jackson to Cody yesterday, and having been with the Superintendent of Yellowstone all throughout the day the day before, what you have just said insofar as their personal feelings are concerned didn't need to be said. They sing the praises of this community long and loudly. I can assure you they do appreciate the fine rapport between the communities peripheral to the Grand Teton and Yellowstone, just as those outside areas appreciate their friendship and contributions, they make it many, many ways to the enrichment of all our lives.

I think we understand. I am sure they do, and I know I do, and I think most people do, if this sort of hearing is going to be useful it can't achieve that goal in simply singing the praises of people. We need to get at the problems. You have done that very well.

The management of game, or wildlife I should say—thank you young people very much for coming.

Despite the presence of the variety of wildlife in Yellowstone and the obvious interests in the States surrounding the park of have in

the management of those forms of wildlife, which become game often times when they are outside the park, I think we have made some real progress. I have heard nothing in the couple days it's been my privilege to be with the park people to indicate there will need to be any resumption of the episode to which you referred earlier when at that time the park felt it was necessary to bring about a reduction by slaughter of elk within the park.

I have to say that when I read that you had, that people had to throw back all fish over 13 inches, I thought I had misread it. I read it again. I mean, not in your statement, but in another statement, and because I can recall just the year before it was the other way around, I suspect that what I am saying is I share your confusion in changes of this kind. There is something to be said for it. There probably are very good reasons. I am certain there are. As I understand, and I am sure that I haven't been clued in on all the ramifications, the biologic reasons for throwing the bigger fish back, but apparently able to survive and fight off the invading species that are assumed to be a threat to the cutthroat population.

There is something, and I will have to give the Park Service credit for this, if you are wrong, the quicker you reverse directions the shorter is the distance you travel down the wrong road. And, as one who is often wrong, it's not easy to admit that you are wrong. It's a very healthy, sanitary thing to do, and if this is the way we ought to be going, I am sure you believe it is or that wouldn't have been changed. I compliment you on switching around. It may be confusing to those of us who are told 1 year to throw them back under a certain length and not keep them if they are not over a certain length. I think you made the point very well.

The issue of tour buses has been discussed, probably, I would expect it to be discussed by park representatives here. There is no doubt at all that more and more people are encouraged to travel together. I think old people particularly find that a very convenient way. We forget our suitcases, we forget everything. I am reminded of the story they tell about one of the Supreme Court Justices, Justice Holmes, who was on a train, and as the conductor come through and asked him for his ticket, he searched all through his pockets and he couldn't find it anywhere and finally the conductor says, "Mr. Justice Holmes, I can assure you it isn't necessary for us to question whether or not such an important person purchased a ticket." He said, you go right ahead, don't worry a bit. Whereupon, the Chief Justice says, "what's worrying me, I forgot where I was heading."

Thank you for your statement, Mr. Frisby.

Next we will hear from Mr. Norman Parker, the president of the Wyoming Motel Association.

STATEMENT OF NORMAN PARKER, PRESIDENT, WYOMING MOTEL ASSOCIATION

Mr. PARKER. Thank you, Senator Hansen.

My name is Norm Parker; my home is at 1702 Sheridan in Cody, where we operate a motel. I am vice president of the Provident Federal Savings & Loan Association, and the manager of their branch in Cody, Wyo. I am also president of the Wyoming Motel Association, representing over 400 motels in the State of Wyoming. The fol-

lowing statements are being made in behalf of the Wyoming Motel Association.

With particular reference to the problems at Yellowstone National Park, we wish to make the following recommendations:

1. It has come to our attention that tour directors have reported that the charges per person at the east entrance to Yellowstone National Park on unscheduled bus tours are higher than those charged at some other entrances to the park. If this is true, it is our recommendation that the charges at all entrances to Yellowstone National Park be made the same, and that these charges be posted at all entrances. In the interest of conserving energy, we believe the promotion of bus tours should be encouraged. A uniform fee, or a reduction of per person fees, will definitely encourage travel by bus.

2. We also have strong feelings about the late snow removal from the roads through Yellowstone Park, which sometimes delays the opening of the park for weeks after the traditional May 1 date. It is our understanding that it would be more economical to keep the roads open throughout the year rather than waiting until late spring to begin cleaning them, by which time thick layers of ice have been formed on the roads. We recommend that consideration be given to the feasibility of keeping the roads through Yellowstone National Park open throughout the year. If this is not possible, then we recommend that snow removal operations be begun early enough so that Yellowstone Park will be open by May 1.

3. We recommend that the Park Service make the effort to keep the park entrances groomed for snowmobile travel throughout the winter months, not only periodically.

4. We realize that there are problems involved and it may be difficult to manage, but visitors to Yellowstone National Park expect to see bears in the park, and we believe they should be able to see some, especially after they have been handed literature advising them of the wild nature of the bears, warning them to keep their car windows rolled up, et cetera. One of the complaints most often expressed by visitors returning from Yellowstone National Park is that they did not see a single bear on their trip.

5. There are some things about which we're happy, and we wish to commend the Park Service and the performance of their personnel during this past summer. A great number of travelers, after leaving Yellowstone National Park, have complimented the park personnel on their courtesy, efficiency, and helpfulness. We who are associated with the travel industry appreciate this, and we are sure that this policy will be continued.

Thank you for the opportunity of appearing at this hearing.

Senator HANSEN. Thank you very much, Mr. Parker. I don't know of any questions. I think you reiterate a number of the points that have been made before. Perhaps you touch upon a new one, at least here in Cody, when you talk about the expectation that people have in seeing bears. I guess for many, many years Yellowstone and bears were almost synonymous. If you mentioned one, you thought of the other.

There is no doubt that a great many people, if they have not seen bears at Yellowstone, come away disappointed. I happen to believe that the management program that the park has initiated makes good

sense. It seems to me to conform with the mandate given in the legislation that brought about the establishment of Yellowstone and since confirmed in a number of acts of Congress.

I suspect our friends from the Park Service may comment on that later.

I guess, I remember Grand Teton shortly after the creation of the Jackson Hole National Monument and the interim between 1929 when the first segment of that park was created and in 1950 when the area was expanded to include most of the national monument. Then Governor Hunt recommended to Laurence Rockefeller—Mr. Rockefeller and others—there might be a wildlife display established, perhaps you may know about. It was along the Buffalo River as you drove from the gate entrance there near the confluence of the Buffalo and the Snake River on west to the Jackson Lake area and the Jackson Lake Lodge area and through there. It has since been removed, and while we don't get to see with certainty the presence of buffalo and elk as was possible when that enclosure was being maintained there, I guess people have gotten accustomed to the idea that if we see wild animals and most of them do, a great many of them see moose from the lodge windows, it seems to be a little more special kind of thrill for them than I expect the experience when they drove by a fenced enclosure.

I don't mean to suggest any solution to this problem as reflected in the disappointment of people who have not seen bears when they go through the park. I must say, in all candor, I think the Park Service is on sound ground in managing bears as they are.

That's my two bits which is worth no more than two bits.

Thank you, Mr. Parker.

Mrs. Julie Jendrzejewski, president of the Cody Motel Association.

Mrs. Jendrzejewski, we are pleased to have you here with us.

STATEMENT OF JULIE JENDRZEJEWSKI, PRESIDENT, CODY MOTEL ASSOCIATION

Mrs. JENDRZEJEWSKI. Thank you, Senator Hansen. You have heard many of these comments before this morning, but I have tried to make them brief and to the point.

My name is Julie Jendrzejewski. With my husband, John, I own and operate the Friendship Colonial Inn in Cody, I am president of the Cody Motel Association, on behalf of which I would like to make the following statement for the Park Service's consideration:

1. It is this association's feeling that in the interest of the traveling public and the Park Service's efforts toward mass transportation that a lower per person Yellowstone Park Co. fee be charged to unscheduled bus tours rather than the present \$7.50 per person.

2. Four directors have reported that the fees assessed at the east entrance are higher than those charged at some other entrances of Yellowstone. If this is correct, it is the strong recommendation of this association that this be changed so that all entrances to Yellowstone charge the same fee.

3. Another issue that is of vital importance to this group is the opening date of Yellowstone Park. Would it not be possible for the Park Service to start snow removal operations early enough to assure a May 1 opening and keep it open to October 31? We feel it is imper-

ative and necessary to keep the park open from May 1 to November 1, and funds should be appropriated and utilized for that purpose.

4. The association would like to go on record as expecting the Park Service to fulfill promises made—specifically, keeping Sylvan Pass and the east entrance groomed for snowmobile travel during the winter.

5. Tourists are disappointed when they don't see bears on their trip through Yellowstone Park. Can the Park Service do something about that?

There is another item that I wanted to add, and that is we feel that minimum service, meaning fuel and food, should be offered at Old Faithful and Canyon in May and in September and October. It is a real hardship to travelers at that time of the year when they don't find fuel. They don't really realize how long it takes to travel from one point to another. It's a real hardship to them when they don't find food or gas.

Thank you very much.

Senator HANSEN. Thank you very much for your appearance here, Mrs. Jendrzejewski.

What kind of a season did the Cody motel operators have this year, a good one?

Mrs. JENDRZEJEWSKI. Fantastic.

Senator HANSEN. Do you expect an increase in the use of facilities in the motel which you are operating?

Mrs. JENDRZEJEWSKI. Well, who is to say. You know, we have had a very good year this season and I personally feel that next year will be as good, but should we have any more energy problems it's hard to say. I must say, really, that when the park is not open in May, it does hurt Cody and the surrounding towns tremendously. It cuts the season by 1 month, and the season is not very long.

Senator HANSEN. I can say that I hear this very same identical statement being made by Jackson and Dubois motel operators.

Mrs. JENDRZEJEWSKI. It is so very important it could expand our season just a little bit because there are many citizens, not only saying this for an economical situation Cody, but many citizens coming from the East a long ways to go through Yellowstone are highly disappointed when they come to Cody or Jackson and find the park is closed and they cannot go through the park.

Senator HANSEN. I think I should point out for the benefit of those here that I have made some personal observations and I would be terribly misunderstood if anybody were to leave here thinking that is an expression of congressional sentiment and policy. I hope you might understand my candor and honesty in exposing to you personal feelings I have, and I hope that you might understand my statements were intended to simply to level with you and not at all to imply this may be the response you would find from the Senate Interior Committee or anyone else in the Congress. I have a pretty good record being in the minority on most issues. If you happen not to share my views, take it from the knowledge that I am always on the losing side.

Thank you, very much, Mrs. Jendrzejewski.

We are going to have about a 10-minute recess here.

[Short recess.]

Senator HANSEN. I wonder if we might resume our seats here and have our next witness very shortly.

If I could, I am going to digress a little bit from what we have planned to do and ask Norm Parker and Mrs. Jendrzewski to come back to the witness stand. Are they here? I see Mr. Parker.

We have some questions that we would like to read to you and perhaps invite your response to one or possibly more of them, if you would like to take more time on the others and provide us with a written response later, that may be all right.

Mr. Brannon, Dave Brannon, would you come up here, too, because I am sure that you will be interested on the motel representatives behalf in these questions.

Like to ask the panel, what do you think of the prices charged for facilities and services in Yellowstone? You may not agree at all, so please feel free to respond, Mrs. Jendrzewski?

Mrs. JENDRZEJEWSKI. I know that the park has various prices, according to the accommodations that they have, because of the varying quality, and I think they are reasonable and in line with what, maybe even a little less than what are charged in towns.

Senator HANSEN. Would you care to respond, Mr. Parker?

Mr. PARKER. Cliff, I have no quarrel with the prices in there. I would need to look at the individual prices. At the moment I am not familiar with them. There might be a particular price, a cost of an activity item of service, that I would disagree with. At the moment I can think of no particular personal complaint.

Senator HANSEN. Mr. Brannon?

DAVE BRANNON. As far as I am concerned, I assume rightly or wrongly, I have always assumed that the Park Service has watched over the solvency of its concessionaires to the extent that they are entitled and encouraged to make a profit to make the capital improvements that are necessary over the years.

I personally feel, more the lack of, how should I say this, I hate to be put in a box and given a number and have the same grade of service available throughout the park. I feel that if the American society is in strata that it is, it's go west young man and succeed, if you do the rewards are obvious, and if I want to go in there and find, take some friends in there and entertain them with expensive cuisine and plush surroundings, these should be available instead of hotdogs and hamburger all the time.

This is something again, you have to answer the needs of the public, and I think the public will make them, through natural free enterprise system, make its wishes known to the Yellowstone Park Co. I can't sit here and say we have any quarrel with the prices they charge. I think in many cases they are too low.

Senator HANSEN. I am going to read through the next four questions and invite you, without calling on each of you specifically, to comment if you care to make a comment. I know on a number of these questions you have already made some comment.

Let me read the next question to you, and I invite anyone, if anyone or all of you care to make a further observation, it would be very welcome.

What is your opinion of the transportation system in the park?

Mrs. JENDRZEJEWSKI. Are we referring then to the unscheduled bus tours?

Senator HANSEN. I think the system in its entirety, of course, that would be a part of it. I suspect that the concessionaire owned and

operated transportation system would be the primary focus of this question. I think your observation would be appropriate.

Mrs. JENDRZEJEWSKI. Personally, I would hate to see the automobile be eliminated. I think it should always be continued, but on the bus tour situation, it has been very difficult for us to accept the fee that is being charged. I know that it has been lowered from a much larger fee in the past years to \$7.50. That's a step in the right direction, but it's still very difficult for us to accept this. Especially since we do not want to do away with the private owned automobile, we would like to encourage mass transportation to a certain extent. It is hard for us to understand and accept a \$7.50-per-person fee to be charged on bus tours when these people continue on with their own bus, with their own transportation, to go through the park, just to go through the park.

An automobile, you charge \$2 per car and if you have a bus coming and the fee is \$7.50 per person on that bus, and I could understand if the park, the Yellowstone Park Co., had to take those people in their own buses to tour the park, but when we continue on in the same bus that they came in, we just can't understand why a fee like this should be charged.

Mr. PARKER. In talking of the overall transportation situation, to me the automobile is a way of life with the American people, private automobile. It will be that way as long as we have sufficient energy to operate our own private vehicle, and I believe that we, that needs to be, that type of transportation in the park needs to be continued.

I think we are meeting a need of the American public by allowing it to be continued and supplying adequate roads, providing adequate roads, I should say, and adequate facilities for the public that travels that way. That's the No. 1 transportation to me.

In the interest, as I pointed out in my comments, our association, that in the interest of conserving energy, tours should be permitted and that the cost should be at a minimum, in line with what is necessary to encourage the use of tour buses.

Now, as to the Yellowstone Park Co.'s buses, they are owned, the transportation they own, I am not familiar enough with what they are doing to comment on that.

Senator HANSEN. Mr. Brannon?

Mr. BRANNON. There's two aspects of the transportation system in Yellowstone that I can comment on. The first is the fact that I observed, let me qualify that by saying that for the last 10 years, I have spent every weekend in the park as a matter of policy, every weekend it's been open. So this is why I am in a position to observe it.

The buses are for the most part empty. I sometimes have to ask myself how they can manage to run the system without any obvious profit. It costs a lot of money to run those. I appreciate the schedule that has been developed and obviously developing over the past decade.

Second, the Wapiti Valley Association has recognized and is beginning to develop and answer the needs that comes out on us for a complete facility of destination vacation.

People are coming out here and staying at our facilities in the valley, which of course, are ideal for it, and many times they would prefer to leave their automobiles at our lodges or motels or dude ranches, what have you, and tour the park for a day and to the extent

that we have watched and are started on a program working with the Cody Bus Line and Yellowstone Park Co. transportation system. We tried something a year ago which didn't catch on. We tried a new experiment this year. It hasn't caught on yet. We haven't found the answer, but we expect by continuing to work on it we will. I don't think the association or I personally have any comments with respect to the fees charged except that we, of course, second some of the comments on the tour bus problem.

The transportation system itself I think is very adequate.

Mr. PARKER. One remark that came to my mind, there are bus companies, you mentioned the Cody Country Tours, if a company in Cody or one in Jackson or one in the area has the facilities to help the traveler by going into Yellowstone Park, I think this type of thing should be encouraged.

I don't know whether Yellowstone Park Co. has an exclusive franchise, I don't know the ramifications there, but certainly people are traveling by air and they welcome a tour such as being promoted, it helps the community and the State of Wyoming and it serves the general public.

Senator HANSEN. I am going to read the next three questions. It seems to me you have touched upon them in part, perhaps as completely as you may wish to. The third question is: What effect do you think regulations concerning commercial tour groups and the concessionaires rights on transportation have on the regional tour business.

Fourth question: What is your opinion as to quality and variety of levels of overnight accommodations presently available?

I know you, Mr. Parker, adressed that point and you, Mrs. Jendrzejewski and Mr. Brannon did to some extent, maybe you would like to comment further on that.

Let me read the fifth question. If new facilities are required to accommodate increased visitor loads at the park, should these facilities be built and operated by the Federal Government, built by the Federal Government and leased to private concessionaires, or should the facilities be provided by the private sector outside the park?

Now, let me say, if you would prefer we'd be glad to make copies of all these questions and to give you an opportunity to prepare a written response. If that would be your preference or if you would like to comment upon the remaining questions.

Mr. PARKER. On behalf of the Wyoming Motel Association, I would like copies of the questions, particularly the last three. They are important and I think need to consult with them.

Senator HANSEN. Would that suit you all right, Mrs. Jendrzejewski?

Mrs. JENDRZEJEWSKI. Yes.

Mrs. BRANNON. I do have some comments on the last two I would make now and also like to have some to take back to the Association.

Senator HANSEN. We would be pleased to hear you.

Mr. BRANNON. First question, in talking about the quality of accommodations, again I am not speaking now for the organization, I am speaking as an interested member in the business and that is that the history of man's contribution in the park is almost as old as the park itself, and I speak now specifically of Old Faithful Inn, and only because I am personally interested in the history. I am knowledg-

able to the extent of understanding that since 1904 when it was built, there is a great deal of human history involved with that facility which may or may not economically, it may or may not be economically feasible to develop, but the accommodations and studying the history and the Presidents and the Senators and other notables who have visited the park in its early history spent time there, and there is something there that has to be looked at and preserved to the extent that the accommodations no longer exist there that are remembered. To this extent I would like to see something done.

On the other hand, I have always felt very strongly that in order for the free enterprise system to work within Yellowstone National Park, it has got to be on the basis that there cannot be a defacto monopolistic system in existence.

Back in the early history of Yellowstone National Park, everything was up for grabs on a wild bid basis and the solvency and integrity of the various bidders was always open to question and I believe the pendulum has now swung too far in the other direction. I would like to see the Federal Government, the Park Service itself provide some facilities and, therefore, have control of that capital investment to the extent of being responsible. Many times it's beyond the capabilities or even the feasibility financially of the concessionaire to operate them. If the Government owns the facilities and puts the facilities up for bid basis you would reintroduce, I believe, some of the very desirable aspects of free enterprise in the park.

You have got a big problem with that now.

Senator HANSEN. Thank you very much, Mr. Brannon.

I thank each member of the panel for reappearing and responding to the questions that were posed. Thank you so much.

[Subsequent to the hearing the following information was received:]

CODY MOTEL ASSOCIATION,
Cody, Wyo., November 28, 1975.

JAMES P. BEIRNE,
Parks and Recreation Subcommittee,
Suite 3106, Dirksen Senate Office Building,
Washington, D.C.

DEAR MR. BEIRNE: Below are the answer to the questions posed by Senator Hansen to the motel panel at the hearing on Yellowstone held last month in Cody. The reason for the delay is that the questions were considered by all our members, and the answers represent the consensus of all members of the Cody Motel Association.

1. Question. What do you think of the prices charged for facilities and services in Yellowstone?

Answer. Prices for facilities are in line (and sometimes lower) with comparable facilities in the surrounding area. The quality of service, however, is substandard.

2. Question. What is your opinion of the transportation system?

Answer. This group strongly feels that private individuals should continue to use their private automobiles for transportation through Yellowstone Park, and it is opposed to any proposal which would limit this right. It is recommended, however, that existing highways be widened to alleviate congestion.

The Yellowstone Park bus system is doing a good job.

3. Question. What effect do you think regulations concerning commercial tour groups and the concessioner's preferential rights on transportation have on the regional tour business?

Answer. It is this group's strong feeling that any fees charged by Yellowstone Park Company to such commercial tours are very detrimental and should be discontinued.

4. Question. What is your opinion as to quality and variety of levels of overnight accommodations presently available?

Answer. The older accommodations are in dire need of upgrading and in some instances should be torn down and replaced. Variety seems to be ample and can meet any pocketbook. No additional overnight accommodations are needed, but the existing ones should stay open longer, at least from May 1st to October 31st each year.

5. *Question.* If new facilities are required to accommodate an increased visitor load at the Parks, should these facilities be built and operated by the Federal Government, built by the Federal Government and leased to private concessioners, or should the facilities be provided by the private sector outside the park?

Answer. They should be built by the Government and leased to private concessioners other than the Yellowstone Park Co. We don't believe that any one individual or company should have a monopoly on the concessions. They should be dispersed among several concessioners.

Note: At this point I would like to add that prices, variety, and quality of accommodations and services in the Park don't mean nearly as much as courtesy and cleanliness. In other words, from the complaints we hear from the travelling public, we gather that people do not mind the price they pay or whether a room is plush or barren of luxuries, as long as it is clean and the Park employees treat them with courtesy. The most frequent complaint we hear is about unclean rooms and lack of food and gas in the off months.

Respectfully submitted,

JULIE JENDRZEJEWSKI,
President.

Senator HANSEN. Next we will hear from Larry E. King, the editor of the Thermopolis Independent Record.

I beg your—I am just jumping over here. I was thinking that—I had gotten your name checked off, Mr. Brannon, and I am in error. You were just about to come on for your statement here.

Mr. BRANNON. Thank you very much. I would like permission also to, I don't have a prepared statement and I do not today represent the Park County Parks and Recreation Board, but I am the secretary-treasurer of that board and make just a few comments, and I present this statement on behalf of the Wapiti Valley Association, if I may, please.

Senator HANSEN. Very good.

STATEMENT OF DAVE BRANNON, PRESIDENT, WAPITI VALLEY ASSOCIATION

Mr. BRANNON. My name is Dave Brannon. I am the owner and operator of Absaroka Mountain Lodge 40 miles west of Cody in the Shoshone National Forest. As the president of the Wapiti Valley Association, I am here today speaking for the association and presenting those views and proposals unanimously agreed upon in formal session Friday evening, October 10, 1975. Gentlemen, we are very thankful for this opportunity to be heard. Thank you.

The Wapiti Valley Association is the outgrowth of the Buffalo Bill Highway Association which in turn was the first formalizing of an unorganized but nevertheless very effective group of businessmen who started their enterprises before the first automobile entered the east gate of Yellowstone National Park. The originators of our organization recognized the unchanging uniqueness of that corridor between Cody and Yellowstone that President Roosevelt called "the most spectacular 50 miles in America."

Today the Wapiti Valley Association membership is comprised of the majority of all the commercial enterprises from the Buffalo Bill Dam to the east gate of Yellowstone, motels, campgrounds, gasoline service

stations, restaurants, sightseeing air service—as well as the original mountain lodges, dude ranches, and big game outfitters. The association's avowed and sole purpose is to keep its membership healthy, solvent, and completely effective in serving every need of America's vacationing public. Because we are concerned with a particular segment of the economy and a definite geographical area we are not classified—nor do we consider our association—a chamber of commerce. However, recognizing the broad spectrum there represented, more than 85 percent of our members are also members of the Cody Country Chamber of Commerce. This speaker is, in fact, a member of the board of directors of that chamber.

From our history it will be obvious that our association is older than the National Park Service itself—and—because of our constant and continuing work there with the Park Service personnel since the National Park Service's birth in 1916—we feel you will recognize and appreciate both the sincerity of our testimony and the importance of our special relationship with the personnel of Yellowstone National Park.

Now then, the association wishes to be on record commending the extra measure of dedication, integrity, and singleness of purpose that has always been present in the Parks Service personnel with whom we have dealt. We are very much aware of most all of Yellowstone's special problems and we are sympathetic with the majority of the National Park Service's stated goals for Yellowstone. We want to help, and perhaps even more important, we are both qualified and able to help.

Wapiti Valley is the last relatively undeveloped corridor to Yellowstone—22 miles of privately owned land and 28 miles of U.S. Forest Service highway—whose values and population have both doubled since 1970. No other entrance area to Yellowstone will have more to contribute nor have a greater impact on the park than will Wapiti Valley and the Cody Country as a whole. To either ignore this factor or fail to involve our people in the long-range planning—not to mention the day-to-day pick-and-shovel work—is to court chaos at best and disaster at worse in Yellowstone's attempt to accommodate the burgeoning world and national visitation.

The private capital investment in facilities serving the public—in Wapiti Valley alone—is conservatively estimated to be at least 1½ times that privately invested in the entire area of Yellowstone National Park. Every decision affecting Yellowstone's future and every decision affecting Yellowstone's seasonal operation has either a direct or indirect effect on our membership. The day has long since passed when our present excellent rapport and informal personal contacts suffice to meet ours or the National Park Service's real need.

All of this comes down to this hearing today, gentlemen, and the Wapiti Valley Association says flatly we do not believe there are any areas of disagreement—and we acknowledge there are several—that can be positively and constructively resolved by sitting down together—each with a genuine and earnest interest to find a common ground. To this end, gentlemen, the association solicits your support and help with the following double barreled proposal:

First, the association proposes semi-annual joint meetings with Yellowstone National Park management with advance exchange of

agenda items—a mid-winter meeting at Mammoth in January or early February and an end of the season meeting in Wapiti Valley in September or early October.

Second, the Wapiti Valley Association proposes a joint effort with the National Parks Service, the U.S. Forest Service and the Cody County Chamber of Commerce to develop a master plan of desired services, accommodations and related facilities for visitation of Yellowstone National Park through the east entrance—first agenda item: "What shape shall winter visitation take?"

I would like to point out that the vast Absaroka Range of the Rocky Mountains formed the great and unforgiving barrier that kept the wonders and beauties of Yellowstone secret from the white man—though he circled south and north in his wanderings for fur and gold decades before—until John Colter fell in love with our mountains and took Lewis and Clark to adventure here. Now once again, the Absarokas offer us a challenge—this time men working from both sides of the summit have an opportunity to develop for our nation the truly most spectacularly beautiful year-round gateway to our beloved Yellowstone National Park. I say to you—and to all who hear our words—that they are coming and even now, if you listen carefully you can hear their thunder in the future. We can sit on our hands, we can shout at one another, we can point fingers—or, we can sit down together and make preparations to avoid chaos.

Thank you.

Senator HANSEN. Thank you very much, Mr. Brannon, very excellent speech. Now, I know you wanted to make some other observations.

Mr. BRANNON. Yes. The Park County Parks and Recreation Board is an arm of the county government to the extent that we develop facilities to enhance the need, the recreation need of Park County residents, we are using Park County tax dollars for this purpose.

We have developed, for instance, within the U.S. Forest Service itself—

I would like to preface my remarks with this. We do not function like a recreation forum, like Shoshone Recreation District where we develop programs and administer them and have salaried personnel. What we have are funds that we develop facilities for recreation and turn it over to another entity for administration. And an example of that is the Elks Fork Trail Head project on the North Fork in the Shoshone National Forest. Another one we are currently working on is the Jack Creek Trail Head in the Meeteetse area. We have built tennis courts, et cetera, and worked with the Northwest Community College in their natural history museum area, et cetera.

What I am saying is, the board prior to knowing anything about this hearing, came to the conclusion that, because of the number of Park County residents who use and utilize federally owned facilities such as the national forest and the national park areas, and instructed me to contact the parks service and see where we can work together jointly. Perhaps we should make a contribution of Park County funds in some manner that would assist the National Parks Service in its shortage of funds to again, where we can directly relate it to the usage of that Federal facility by Park County residents.

This is an enlargement of what Jim Blackburn had to say, earlier.

Senator HANSEN. Thank you very much, sir. Appreciate your additional comments.

Next witness, Larry E. King, editor of the Thermopolis Independent Record.

Mr. King.

Mr. KING. Senator, I hate to begin with an apology. I realize some of what I am going to say is redundant and has been said already before you.

Senator HANSEN. Well, I think it's still important to have your feelings and observations on record and the ones that share your ideas, it would be helpful to the committee and the parks service in knowing how others feel. Go ahead with that without any concern at all.

**STATEMENT OF LARRY E. KING, EDITOR, THERMOPOLIS
INDEPENDENT RECORD, THERMOPOLIS, WYO.**

Mr. KING. My name is Larry E. King. I am the editor of the Thermopolis Independent Record in Thermopolis, Wyo. My address is Box 561, Thermopolis, Wyo. I appear before this committee in no official capacity other than as a private, concerned citizen. On July 14, I wrote a letter to the Honorable Clifford Hansen, Senator from the State of Wyoming, a friend and a member of this panel. The intent of my letter was to call to the Senator's attention things which had happened to me and my family the previous week during a visit to Yellowstone National Park. The occurrences in my letter to Senator Hansen did, in fact, represent a complaint but they also represented my concern as a citizen of the United States and as a resident of the State of Wyoming regarding conditions in Yellowstone National Park. In writing the letter, I felt then, as I do now, that Yellowstone is extremely important to every American and particularly important from an economic standpoint to the residents and business people in the State of Wyoming. Visitors to Yellowstone, each year, contribute significantly to our State's economy. I feel it is important, both to those who visit the park and those who derive income from that visit that each occasion of visitation be as pleasant, orderly and memorable as possible in terms of facilities and services offered. I wrote my letter because I did not believe that this is happening.

On July 25, 1975, I received a reply from the Senator, thanking me for my communication and advising me that letter had been sent by the Senator to Gary Everhardt, Director of the National Parks Service, and to the Honorable J. Bennett Johnston, Jr., Senator from Louisiana and a member of the Senate Interior Committee. Senator Hansen, in those letters, passed on my complaints to each of those gentlemen.

Early in August of this year I received from Senator Hansen a copy of a letter sent to him and signed by Mr. Everhardt. In that letter Mr. Everhardt told the Senator that he had directed an appropriate official in the Rocky Mountain Region of the National Parks Service to respond directly to the Senator.

On or about August 8, 1975, I received a letter addressed to me from John D. Ammerman, president and general manager of the Yellowstone Park Co. Mr. Ammerman advised me that a copy of my July 14, 1975, letter to Senator Hansen had been forwarded to his office. For

the purpose of clarity in the remainder of my statement, as it is necessary that I read to you paragraphs two, three and four of Mr. Ammerman's letter.

Inasmuch as the correspondence was received this morning I have not had time to investigate the matter in its entirety, but I assure you it will be thoroughly investigated and every attempt made to correct our procedure which is allowing this to happen.

We have had problems in providing sufficient ice due to the fact that our ice manufacturing plant was scheduled to operate on only a ten hour basis, which, in the past has been more than adequate. This summer there has been a tremendous increase in recreational vehicles, pickup campers and trailers as compared to the last two years, and we recently have gone to a sixteen hour operation in order to meet the demand.

With reference to your statement "repairs are not being made." I assure you that our repairs and maintenance department expense averages well over \$400,000 per year, and in addition to capital expenditures each year in an amount equal to, or greater than, our repairs and maintenance expense.

I decided to respond directly to Mr. Ammerman. I did this with the interest of thoroughly acquainting him with the details of my complaint. I was more specific in some areas to Mr. Ammerman than I was in my original letter to Senator Hansen. In the interest of not taking any more time than is necessary of this honorable committee, I will simply read to you my letter to Mr. Ammerman.

AUGUST 8, 1975.

JOHN D. AMMERMAN,
President and General Manager,
Yellowstone Park Co.
Yellowstone National Park, Wyo.

DEAR MR. AMMERMAN: I am in receipt of your letter of July 14, 1975, regarding my complaint against the Yellowstone Park Company. For me to engage in a semantical argument with you is pointless. I can simply reiterate and expand to you the nature of my complaints.

One, my wife did, on Monday, July 7, call the reservation office listed in the telephone book and did make a reservation for Old Faithful Hotel. She informed the girl that we might not arrive by the 4:00 p.m. deadline. As an assurance to us, the girl took our Bank Americard number to hold our room. We arrived at Old Faithful Hotel on July 11th at exactly 4:20 p.m. The girl at the desk had the reservation for us but told us the room had been rented because we did not arrive by 4:00 p.m. She, at first, denied that any arrangements had been made via the Bank Americard until I spotted the slip in her hand with other papers. My number and name were on the slip and it was ready for my signature. She then told me we should have called Old Faithful Hotel direct because we did not make our reservation at the right place. Our phone book lists, twice, a reservations number in Mammoth including reservations for Old Faithful. If you want people to call the hotel direct for reservations, say so in the phone book. The girl asked if we would be interested in a cabin (at this point I deviate from my letter—she meant Old Faithful Lodge) and I told her I would be interested in her vacating someone out of my room. She refused. There were five people and the lodge did not have accommodations for more than four, so my boy had to sleep on the floor. The girl at the lodge desk told me that we were the fourth party that day who had lost reservations. At that time I did not realize I was investigating or I would have requested names.

Two, I do not remember the number of the cabin, but it should be available at the desk. The cabin floor was dirty, sand or dirt was evident and a cold drink had been spilled in one corner and not cleaned up. The window on the left side of the cabin would not open. While the front door would latch, it would not seal all the way with the subsequent result of being mosquitoes all night. Two of the sheets on the bed had large holes in them and the water tap made offensive noises when in use. The restrooms were if for general use were filthy. My boy picked two pop cans off the floor. There were accumulations of soiled tissue on the floor and only one stall had paper available. The trash can was overflowing and litter had accumulated onto the floor. I realize it is a rustic cabin in a rustic area but I have difficulty equating rustic with dirty.

Three, the ice machine in the parking lot behind the hotel was not working and a sign gave notice of this. The sign remained on the machine for the two days we were there. Both Hamilton Stores were out of ice and I was told by the cashier that they had been out for several hours while waiting for the machine to make more. At 5:00 p.m. I was told to come back at 8:30. I did so and was told the machine had made only "about twenty bags and they were all gone." At 7:00 a.m. the following morning I was present when the doors were opened and stood fifth in line in front of approximately twenty-five other people. I purchased a bag of ice, put it in my cooler and then returned to watch. Nearly half the remaining line was turned away.

Four, I began to ask questions of other people around me, intending to contact Cliff Hansen when I returned home. Complaints were not difficult to hear or find. Some of the people stood to lose a week's groceries because of the lack of ice.

In regard to your comments that over "four hundred thousand dollars per year" is being spent on repairs, I can only say this. Someone in your organization is not communicating with you in regard to how wisely this sum is being used. It is either not being used properly or you need to budget more.

Yellowstone National Park is the number one attraction in America and belongs to all Americans. My complaint is made as an individual, a Wyoming citizen, an American, a newspaper editor and a taxpayer. I think the handling of accommodations and facilities is in dire need of close scrutiny. I am compelled to state an opinion that perhaps the monopolistic-type of arrangement that the Yellowstone Park Company enjoys in Yellowstone National Park may have contributed to the evident deterioration of conditions.

Perhaps my observations are unique but I do not honestly believe this to be the case. If an interest is genuine, not to assuage me, but to discover if, in fact, some critical self-examination is needed in your company, that interested observation could be assisted through public meetings called by the Yellowstone Park Company in the towns of Cody, Jackson and West Yellowstone. I will cheerfully drive the eighty-five miles to Cody to contribute a discussion, not to attack you, but to make you aware.

I further offer free use of this newspaper for you for the publication of such meetings, providing you describe in detail, the purpose and intent of the meeting. Thank you for your reply and I compliment you on your concern. I trust that our communications will be helpful in creating an environment that will be more beneficial to all Americans.

Respectfully,

LARRY E. KING,
*Editor, Independent Record,
 Box 31, Thermopolis, Wyo. 82443.*

cc: Senator Clifford P. Hansen, U.S. Senator; Gary Everhardt, Director, National Parks Service.

Honorable members of this committee, to that letter I would add just a few brief remarks. That was the second time we had lost a reservation. It also occurred in June of 1971.

I would add to my remarks my own consideration that the prices in eating places are excessive. I would like to know how the gasoline prices in the park compare to those prices out of the park. I would also like to ask this committee to consider a mandatory, if necessary, policy that when the park is open, services are open. A coordination is needed in the early and late weeks of the season, particularly in the area of open service stations.

I have every reason to believe that the Yellowstone Park Co. directors are people sincerely interested in every visitors deriving the maximum from a visit to the park. But I feel there may be a breakdown in their communications somewhere that has resulted in a decline in efficiency and quality in dealings with the public.

I am grateful to this committee for granting me this time. In closing I would like to stress that my greatest hope is that changes can be made for the future that will be equally beneficial to the public and the Yellowstone Park Co.

Thank you very much.

Senator HANSEN. Thank you, Mr. King. There are present in the audience today, I suspect, representatives of those interests that can address the complaints you deal with in your letter.

I have no questions. I thank you very much for your appearance today and I know that your concerns will be given serious consideration by the concessionaires present here as well as by the appropriate park officials. Thank you, sir.

Jack Richard, of Cody, Wyo. Mr. Richard, we are very pleased to have you here.

STATEMENT OF JACK RICHARD, CODY, WYO.

Mr. RICHARD. Thank you, Senator.

Senator Hansen, members of the subcommittee, representatives of the National Parks Service, the Cody Country Chamber of Commerce and other interested individuals.

Thank you for giving me an opportunity to appear before this committee.

Most American citizens, particularly if they have been in business for themselves, know it is essential to hold down overhead to a point where it is below income. They also know, however, that reductions in overhead must be made judiciously, proper maintenance must not be slighted, production must not be impaired and sales must not be reduced.

These basic rules can also be expressed in the positive. As customers increase and sales go up, production costs will climb and so will maintenance.

To apply these truisms to the business of running this Nation is most difficult, and far be it from me to make any suggestions. I am not qualified. However, I would like to call to your attention an article appearing in the October 13, 1975 issue of U.S. News and World Report. I am attaching a copy to this statement.

[The article appears on p. 100.]

Mr. RICHARD. Nor am I qualified to comment intelligently on the National Parks Service as a whole, but when it comes to Yellowstone, I have more than passing familiarity with it.

With the exception of the war years when I was in the South Pacific, I have visited Yellowstone every summer since 1913—and please don't figure back on that one—I am old enough as it is. I visited it as a small child, as a teenager when I wrangled horses and guided three 16-day horseback trips through it each summer, and later as a newspaper reporter photographer and free lance writer. In this latter capacity, searching for information has brought me in personal contact with all superintendents and their staffs, and scores of rangers, since the days of Roger Toll. I have also talked with literally hundreds of visitors in the hotels, the stores, and the campgrounds.

Down through the years I have become so filled with information about Yellowstone that my wife often jokingly explains to friends, "Jack thinks he owns Yellowstone." Actually this is not correct—but—Yellowstone does own a goodly portion of me. Incidentally, Mrs. Richard and I had a delightful experience there 2 weekends ago. We drove up Saturday, October 4, to spend a couple days photographing elk in the rut.

Because of limited maintenance funds the only campground open to the public was at Madison Junction, and even there only a couple loops were operative, with running water, rest-room facilities, and so forth.

As the records show fall visitation to Yellowstone has been growing annually and this year a new record high has been set. So when we arrived shortly after lunchtime all spaces were occupied. However, the ranger in charge had taken it upon himself to open some additional loops and placed signs which read "For self-contained units only." Since self-contained units do not require outside facilities, no maintenance problems were created. We were most appreciative of the ranger's thoughtfulness.

Finding limited facilities is nothing new to visitors to Yellowstone, nor are 60-, 70- and 80-hour work-weeks new to the regular staff of park service personnel in Yellowstone.

At this point I would like to read into the record some statistics about personnel, and visitations which will go a long way toward explaining some of the problems being experienced in Yellowstone.

The first year after World War II, if an old newspaper clipping I have is correct, the permanent staff in Yellowstone numbered 107, and that year the visitation hit a new high of around 300,000 persons.

By 1965 the permanent staff had climbed to 130 and visitation climbed to 2,062,475. This year, that is, 1975, the permanent staff is 100 and the visitations to the end of September were 2,163,374.

This is not all the story. Winter travel came into its own in 1966 when 5,000 people entered the park.

In the winter of 1973-74 this figure had climbed to 40,000 visitors.

Not only has the permanent staff been reduced, but the workload has increased. Now much time is spent at additional duties in writing environmental statements, collecting campground fees, manning the entrance stations during the winter months, additional sewer plan operations and maintenance of the winter roads, just to name a few.

The sharp increase in visitations and workload is not unique to Yellowstone, I am sure. It is also true in the U.S. forests with administrative and supervisory personnel in that service facing the same budgetary problems as the National Parks Service.

This growing visitation to our national parks and our national forests is good. They are part of the heritage handed down to us by our forefathers and, Anthony Wayne Smith notwithstanding, in Yellowstone, these visitors are not injuring the dual concept of retaining these areas in their natural state. I speak from personal experience when I say an admiral degree of compatibility has been developed between the wildlife, the flowers and the grassy meadows and pine forests and the people who travel thousands of miles to see them both in the winter and summer.

But to get back to the basic problem mentioned in my opening remarks, no one can argue against cutting government expense wherever it is possible, but it must be done judiciously. The basic investment, our basic investment, for our Government and its holdings to belong to the people of this Nation, must be protected. As the use of these facilities, like Yellowstone, increases, so will its operating costs. It is an undeniable law of business.

But is the Department of the Interior, the Office of Management and Budget, and the Congress remain adamant in their stands and refuse

to recognize that the recreational boom in the United States is having a definite financial effect on such activities as the national parks and the national forests, then let's try this approach:

Cost-of-living increases are as common across the Nation as the water we drink and the air we breathe. In private business, at least, these additional costs must be offset through increased sales. Sales are increased usually by producing better products and service and marketing them.

Since entrance into and the use of our national forests and national parks are not exactly free, fees are charged and rightfully so, how about seeing that a better product and a better service is offered to attract more income? And if that approach doesn't crack the budget barrier, how about calling the needed additional dollars a cost-of-living increase, vacation living, that is for the great American traveling public?

Thank you.

Senator HANSEN. Jack, let me thank you very much for your appearance and your statement. I think it is worthwhile to all of us to have this statement from you. You have a perspective that spans—

Mr. RICHARD. Don't tell how many years for either one of us.

Senator HANSEN. I am not going into that. Most people know you are much younger than I am, so you can be assumed I will not disclose your age.

I think the perspective you have certainly enables you to speak very knowledgeably about this problem. Continuing efforts to manage these great resources, which lie in a manner compatible with the mandate of the law and wishes of the people of the United States.

It amazes me that as good a job as is being done when one considers the dramatic increase with the park staff I think you said 107 permanent employees when 300,000 visited the area and 100 now and in excess of 2 million visiting the area. I just wondered how they get all the things done that are being done.

I share your concern that we are not doing as good a job as we should be doing. And, I hope by virtue of what you said here today and your presentation among us we may be able to persuade the Congress that some adjustment in priorities are indicated. I believe it is and I will try to do my best and see that we are given the opportunity, through additional funding, to do the kind of job that could be done and that I am sure people in the Park Service want to do.

Mr. RICHARD. Senator Hansen, I am sure I can speak for every person here and a great many others. We are most appreciative of the efforts on the part of yourself and Senator McGee in having this subcommittee come out and get information direct from the people at this level. We want to say thank you again.

Senator HANSEN. I might say that I have read the article that you include from the October 13 issue of U.S. News & World Report. It, I think it spells out very graphically and dramatically what the problem is.

I guess I could add, parenthetically, every Member of Congress can tell the President how to balance the budget. I can. The problem is we don't all come up with the same cuts and the same places and fail to reach that accord on where to make the cuts and where to raise the taxes.

It's a little more popular to spend the money than it is to raise the taxes.

I am one who believes we damage everybody in the long run when we don't do a better job than we have been doing in seeing that the money is spent more commensurate with the amount of money raised. I hope that we can, however, in the context that over all problem comes up with a funding program that recognizes the fragility of so much of what we want so desperately to preserve in these national parks and awareness unless we do take steps now to provide that protection we do so at the risk of permanent damage to many, many things that are not replaceable.

Mr. RICHARD. I am sure that you have considered and many of us have too, the possibility of increasing the entrance fee for Yellowstone, but permitting that money to remain in Yellowstone for use there rather than the general fund of the U.S. Treasury. I am sure that Yellowstone comes closer to earning its own keep than perhaps any other park or monument in the United States.

Thank you.

Senator HANSEN. Thank you.

Before you leave, I think we are perhaps fortunate in having Mr. John Townsley, the superintendent of Yellowstone. He comes from the East. I think his last assignment was managing the capital parks in our Nation's Capital, and I haven't been able to sell an idea that seems to me to have some merit, and that is, I don't address you, Jack, now in the context of your most recent assignment, but to simply point out as groups come into the Nation's Capital and secure a permit, as I understand most of them have to, if they want to have a meeting or to have a demonstration or to occupy some of the areas in our Nation's Capital, it would seem to me to be entirely appropriate that they would post a bond to help clean up the place and repair any damage that's done.

I get pretty sick and tired of kooks that come in there to try to persuade Congress something should be done and tear up and litter and mess up an area that costs the taxpayers of this country, lots of times, hundreds of thousands of dollars. I haven't been successful, but I think eventually we can persuade others there would be merit in requiring organizations that want to come in and occupy areas in the national parks to take an additional step of seeing if they comport themselves in a fashion that doesn't deplete the public's enjoyment, but on the other hand they do what some other groups have done, that by any means I should think it would be entirely appropriate that they put up the dough to provide the cash to make the necessary cleanup and repairs.

Mr. RICHARD. I certainly do agree with you, and it must be a real pleasure for you, after being in Washington, to come back and go through the Yellowstone in the summer and see how nice and clean and fresh it always is.

Senator HANSEN. I try not to think about it back there.

[The article referred to by Mr. Richard follows:]

[From U.S. News & World Report, Oct. 13, 1975]

PENNY PINCHING IN THE PARKS—A SHADOW OVER SPIRIT OF '76

Millions of financially pinched Americans are planning to spend all or part of their Bicentennial vacations in the national parks in 1976. But the way things stand now, many face bitter disappointment.

Because of a federal-budget squeeze, cutbacks are in prospect for the 286 U.S.-Government operated parks stretching from Maine and the Virgin Islands to Hawaii and Alaska—during the year, ironically, when a record 250 million or more visits are expected.

Among possible results of the economy measures:

Parts of Philadelphia's Independence National Historical Park—a keystone of the nation's 200th-birthday celebration—may be closed for lack of manpower.

Independence Hall, where the Declaration of Independence was signed in 1776, will definitely be open. But other points of interest in the old city area, such as the Thaddeus Kosciuszko National Memorial, where the Polish general and Revolutionary War hero once lived, may remain locked. Reconstruction of the home is nearly complete—supposedly for the Bicentennial.

Many concerts and plays that were to have been among highlights of the Bicentennial program in the nation's capital have been eliminated.

In Yellowstone National Park, half the picnic grounds are closed, because there is inadequate manpower to maintain and clean the areas.

The ancient El Morro Castle in San Juan, Puerto Rico, faces collapse into the Atlantic unless millions of dollars are allocated for repairs and a sea wall.

Restrictions may be ordered against use of parts of many parks. In some, such as Shenandoah in Virginia, roads in certain sections have deteriorated to the point where fire-access trails are impassible. "I hate to think what would happen if there was a fire now," commented one ranger.

In New York City, the Hamilton Grange National Memorial—a mansion built by Alexander Hamilton—is rapidly decaying, with a leaking roof, falling plaster and weakened floors.

Camping has been curtailed in many areas, and restoration of a national reservation system has been hampered by a shortage of funds.

Bicentennial activities have been hard hit. Although the parks still hope to provide a wide range of historical programs in 1976, the effort is suffering from a staff shortage, because the Park Service was unable to retain top Bicentennial planners whose temporary appointments expired.

Congressional sources say the main difficulty is that the Ford Administration is unwilling to spend enough money to maintain the parks properly or develop new ones established in recent years.

Since 1960, visits to the parks have tripled, and 99 new areas—containing 7 million acres—have been added. In 1960, there was 1 employe for each 27,000 visitors. Now it's 1 for each 44,000.

Observes Gary Everhardt, Director of the National Park Service: "I'm sure that some of our perennial park visitors noticed this summer that the standard of service was not quite what it used to be. With a budget that is almost constant and a system and visitation that keep growing, the only way to cope is to spread ourselves a little thinner and to ask visitors to 'do it yourself' a little more often."

Park officials say their budget has been badly outpaced by inflation and increased acreage approved by Congress and the President. The Service is asking for 347 million dollars for the fiscal year starting July 1, 1976—but estimates are that about 600 million actually is needed just to keep maintenance from slipping further backward.

Mr. Everhardt says it would take almost 3 billion dollars to restore the parks properly. That figure does not include funds for possible development of more than 40 areas which Congress is considering as future additions. Nor is any money in the works for 32 million acres proposed for new parks in Alaska—which would double the size of the system.

Requests for more money by park officials have been turned down by the Interior Department, which maintains that other priorities—such as developing new techniques for strip mining—rank higher.

The President's Office of Management and Budget, which prepares the Administration's budget proposals for submission to Congress, also has turned a deaf ear to please for more funds because of a general effort to hold down Government spending.

Some conservationists contend that continued neglect of the parks at a time when use is growing will lead to even more serious deterioration. Consideration has been given to closing whole parks, but that idea, so far, has been rejected.

One environmentalist complains: "The trouble is that nobody's lobbying for the little guy—the one that uses the parks—even though this is one of the few

places where everybody gets something for his tax dollar. Something's got to be done before the parks fall apart completely."

Senator HANSEN. Our next witness is William Cody, a man whose name has been indelibly etched upon this country and the West, throughout the west.

Bill, one question before we start. I note it's about 8 minutes to 12. I have in mind we might recess at 12 o'clock and reassemble here at 1:15. I don't know how long a statement you have.

Mr. CODY. Two minutes.

Senator HANSEN. Go ahead.

**STATEMENT OF WILLIAM G. CODY, PRESIDENT, BILL CODY'S
SCOUTS REST RANCH, INC., CODY, WYO.**

Mr. CODY. Senator Hansen, staff and everyone connected with the national park, our Forest Service, and everything, it's a great pleasure to have you here in Cody. Irrespectively of what opinions a person may express, the statements made here, I am sure, we are all here in a cooperative manner trying to improve a condition that may exist in Yellowstone.

My name is William Garlow Cody and I am president of Bill Cody's Scouts Rest Ranch, Inc., which owns and operates Bill Cody's Ranch Inn, located half-way between Cody, Wyo. and the East Entrance of Yellowstone National Park. I am also a member of the Wyoming Bar Association.

Organizations and individuals will appear at this hearing protesting the practice of the Yellowstone Park Transportation Co. imposing a fee upon individuals who visit Yellowstone National Park by chartered buses, and the economic effect this has upon Yellowstone chartered bus travel.

I would like to address my remarks on behalf of all Yellowstone Park visitors, be they U.S. citizens or foreign travelers, who chose to travel by chartered buses. In the past a fee as high as \$27.50 per person has been imposed upon these travelers to enable them to visit Yellowstone via this method of transportation. For example, a family of five has been able to visit Yellowstone in private car for a fee of \$2 per day. This family could have been subjected to a fee as high as \$137.50 payable to the Yellowstone Park Co., plus the Park Service fee, had they traveled via charter bus. Recently the Yellowstone Park Co. fees have been adjusted downward.

It is my contention that such fees on behalf of the Yellowstone Park Co. are illegal and the officials of Yellowstone National Park have been illegally policing the collection of such fees.

Yellowstone Park Co. has been granted their transportation concession as a common carrier as a convenience and necessity of the public. I submit that it is physically impossible for this concessionaire to furnish all transportation to meet the qualification of convenience and necessity, to all, or even the greater part, of the hundreds of tours conducted by other carriers.

Furthermore, it is submitted that the collection and enforcement of these fees are in direct conflict with the terms of the contract number

14-10-9-990-2 between the U.S. Department of Interior, National Parks Service and the Yellowstone Park Co., executed August 8, 1966, and covering the period October 1, 1966, through September 30, 1996 stating:

Section 16. Preferential Right.

(a) The concessionaire is granted a preferential right, not an exclusive or monopolistic right, to provide public accommodations, facilities and services in the park of the character authorized hereunder.

I have advocated in the past, and still feel that steps should be taken to adjudicate this issue in the proper courts should the issue not be resolved by an administrative order from the proper authority.

The question is not what fee should be permitted by Yellowstone Transportation Co., but rather the question is the legality of charging any fee at all.

Senator HANSEN. Thank you very much, Mr. Cody. We certainly appreciate your statement and you have brought it to the right place. It has been heard by some of the right people and I know it will be helpful to the people charged with the administering Yellowstone National Park and the appropriate members of this subcommittee.

Mr. CODY. Thank you. I realize this is a legal question and probably should not be discussed further at this meeting.

Senator HANSEN. If it is, you will have to get someone else besides me to discuss it. I am a farmer.

I note that the hour of 12 o'clock is almost at hand. I suggest we recess at this time. We will reconvene here at 1:15. Our next witness will be Nina Smith from Bozeman, Mont., representing the International Snowmobile Council. Accompanying Mrs. Smith will be William Allen, Jr., of Belgrade, Mont., a director of No. 15 district or region of the Montana Snowmobile Association.

Following the presentation by Mrs. Smith and Mr. Allen will be the appearance of Bob Robison from Laurel, Mont., representing the Midland Empire's Snow-Goers and Montana Snowmobile Association.

Following the presentation of Mr. Robinson, John Townsley, the superintendent of Yellowstone and Robert Kerr, the superintendent of Grand Teton will make statements and I hope will serve as members of a panel to talk about fire control.

If there are others here in Cody who would like to be heard, let me say at this time I hope we will have time this afternoon to hear from other persons wishing to testify orally, if you chose not to so testify, the hearing record will be kept open for two weeks in order that you may submit written statements.

We appreciate your interest and participation. I welcome again those members from the civics class of the junior high school.

I hope this will increase your interest in government by witnessing that portion of the hearings that you have seen and heard while you have been here and that you will take back to your school an increased interest in government and see that wider participation by all of our citizens follows the great hope for America's future as we stand on the threshold of our 200th anniversary rests entirely in your hands. We are delighted you could be here.

This hearing is recessed until 1:15 p.m.

AFTERNOON SESSION

Senator HANSEN. The hearing will please come to order.

Our next witness to appear, as a panel at least, to appear together, are Nina Smith from Bozeman, Mont., the cochairman of the Western Chapter of the International Snowmachine Council, William Allen, Jr., of Belgrade, Mont., a district director of District No. 10 of the Montana Snowmobile Association.

I am informed that it was planned by William Allen that Bob Robinson would also be with you. Mr. Robinson, is from Laurel, Mont. He represents the Midland Empire Snow-Goers and Montana Snowmobile Association.

We are very pleased to have you here.

STATEMENT OF NINA SMITH, COCHAIRMAN, WESTERN CHAPTER, INTERNATIONAL SNOWMOBILE COUNCIL, BOZEMAN, MONT., ACCOMPANIED BY WILLIAM ALLEN, JR., DISTRICT DIRECTOR, DISTRICT 10, MONTANA SNOWMOBILE ASSOCIATION, AND BOB ROBINSON, EMPIRE SNOW-GOERS AND MONTANA SNOWMOBILE ASSOCIATION

Mrs. SMITH. Thank you, Senator.

My name is Nina Smith. I am from Bozeman, Mont., and appear here today in two capacities: First—as cochairman for the Public Lands Committee of the Montana Snowmobile Association. There are 52 organized snowmobile clubs within the State of Montana. Clubs, in toto, together with individual members and associate members desiring to further snowmobiling recreation, make up our State association; and

Second—as coperson of the Western Chapter of the International Snowmobile Council, which chapter includes the State Snowmobile Association of the seven States in the western region of the United States, to wit: Idaho, Colorado, Wyoming, Washington, Oregon, Utah, and Montana.

In 1872, Congress determined to “dedicate and set apart the Yellowstone country as a public park or pleasuring ground for the benefit of the people.” We feel the National Park Service has faithfully performed this trust.

Teddy Roosevelt chose to visit this wonderland when it was under snow and aided in the dedication of the arch and laying of the cornerstone at the Gardiner entrance. Over the center of this arch, carved in rustic letters, is a quotation from the 1872 Act of Dedication reading “for the benefit and enjoyment of the people.” Teddy Roosevelt stated at that time:

The Yellowstone Park is something absolutely unique in the world. Nowhere else in any civilized country is there to be found such a tract of veritable wonderland made accessible to all visitors.

ROLE OF SNOWMOBILING

Since the development of the snowmobile, wintertime advocates have been removed from the province of a few to the realm of many.

We know of our own knowledge and from surveys made throughout the United States that snowmobiling is a family-oriented means of

transportation to view winter wonders that were never before enjoyed by so many. There is no generation gap when all are out together enjoying the fantastic scenery and the companionship of each other. This form of wintertime recreation has brought back the old fashioned neighborliness that used to exist between people—so appropriate at this time when we approach our national Bicentennial year.

SNOWMOBILING IN YELLOWSTONE

Snowmobile use in Yellowstone National Park is, and should be, limited to a means of transportation to view this wintertime wonder.

The Yellowstone master plan states that—

Snowmobile use is restricted to unplowed roads, and grooming of the snowmobile trails has eliminated wandering from the established route.

There is also stated therein:

Observations among the current use areas indicate that elk, bison, moose, coyotes, and geese pay no attention to the snowmobilers as they pass.

Since the time of writing of this master plan, snowmobiles have been designed to operate much, much quieter. This is also pleasing to us as snowmobilers.

Winter in Yellowstone National Park means heavy snows, cold temperatures and a white, icy fairyland; but in the past it also meant only few visitors and the park was essentially deserted.

Yellowstone Park now offers facilities at Old Faithful with the opening of snow lodge. Outside of backpacking, snow coaches, or riding in a private snowmobile, there is no other way to get from the entrance to Old Faithful in the winter.

Once just a summer playground, Yellowstone Park is becoming more and more a winter dream come true with the event of the private snowmobile and the larger snow coaches.

There is advertised, the "four faces of Yellowstone" and now, thanks to National Park Service management, one of these faces has become a reality to, not only people from the United States, but people all over the world. Truly the mandate of Congress in 1872 that Yellowstone Park be, "for the benefit and enjoyment of the people" is being carried out year round.

WINTER FACILITIES IN YELLOWSTONE

On behalf of myself and other snowmobilers using this park during the wintertime, may we express our appreciation for the heated facilities at Madison Junction and the facilities and services available at Old Faithful. Never has Old Faithful itself spouted up against such a breathtaking blue sky with its white steam billowing off into the air, to more appreciative crowd than those waiting in minus degree temperatures; with an opportunity to get something to eat and to relax.

With the increase in winter travel, it is hoped that somehow the Park Service could receive some additional funds to heat other rest stops, such as the one at Canyon. A heated rest stop is of tremendous value. And words can hardly express our appreciation of trail grooming.

AGE LIMITATION ON OPERATING SNOWMOBILES

The State snowmobile organization, as well as the delegates of the western chapter of the International Snowmobile Council, are concerned with the new administrative decision that those under 16 years of age cannot operate the snowmobile in the park as a means of transportation.

At the 1975 Snowmobile Association convention at West Yellowstone, after much deep thought and consideration, the delegates passed a resolution requesting that the National Park Service reinstate its policy of allowing young people to operate a snowmobile when under the direct supervision and within the sight of the accompanying adult. There is already a park penalty set for failure to follow this regulation.

Then at the meeting of the western chapter of International Snowmobile Council, the delegates from the seven States involved recommended that a bottom limit be put on of 10 years. Both resolutions are attached hereto and marked "Attachment A."

The people approving these resolutions are almost all either parents and even grandparents, believe me, they would not arbitrarily pass the resolution that they felt in any way would harm their children or grandchildren, or the children or grandchildren of anyone else.

We do, very sincerely, urge the National Park Service to relook at this administrative decision. There is no age limit on youngsters in the summer when they are very close to extremely dangerous areas, then why one in the winter when they are traveling down a groomed trail or on plow outs to view the animals? We have been told that there have been no accidents, but this age limit is a "preventive" measure, if the National Park Service truly follows this policy, it would seem necessary to close the park to all humans, through all seasons.

WILDERNESS PROPOSAL FOR YELLOWSTONE PARK

We are concerned with the wilderness proposal for Yellowstone National Park. We feel this proposal is unnecessary and that the National Park Service can competently manage these lands without a formal wilderness classification.

A resolution from the western chapter of the International Snowmobile Council is attached and marked "Attachment B." This resolution has been ratified by the board of directors of the Montana Snowmobile Association.

Our concern lies with the unnatural pressure that comes to a land whenever it is designated as a wilderness area. This park is too precious a heritage to allow this to happen.

The letter of April 4, 1972, from the Office of the Secretary of Agriculture, Washington, D.C., concerning this particular park wilderness proposal bears out our concern, wherein it is stated:

3. Page 6, fourth paragraph, indicates that no increase in use is expected because management will differ little from that now existing. Our experience in managing wilderness is that designating an area as wilderness brings a rather sharp increase in use.

It is felt that the Wilderness Act of 1964, though beautiful in theory, is lacking in applicability. That this act has failed in being too prohibitive in not allowing a sufficient management program of public lands and that the very purpose of the act has been eroded.

We do feel the National Park Service should have necessary resources and funding in order to harmonize all uses. The wilderness experience is now, and can be in the future, there for for all under the National Park administration without the wilderness designation, and which experience will be in a more natural manner.

Yellowstone National Park stands now and will in the future as a true wilderness, created by an act of nature; not an act of Congress.

Bless those pioneers who had the foresight to have this park dedicated, "for the enjoyment of the people."

Thank you.

Senator HANSEN. Thank you very much, Nina Smith.

[The resolutions referred to by Mrs. Smith follow:]

ATTACHMENT A

RESOLUTION

Resolved, That the Montana Snowmobile Association, an association of family snowmobilers who have instigated a program of snowmobile safety training, are concerned that the young snowmobilers cannot enjoy the benefits of Yellowstone National Park by operating machines as a form of transportation to view this scenic wonderland, requests the National Park Service re-institute the policy of allowing youths under 16 years of age to operate snowmobiles in Yellowstone National Park when under the supervision and when within direct sight of an accompanying adult.

(Approved and adopted by the Montana Snowmobile Association February 9, 1975.)

RESOLUTION

Resolved, That the (*name of state snowmobile association*), an association of family snowmobiles who are concerned that the young snowmobilers cannot enjoy the benefits of Yellowstone National Park by operating machines as a form of transportation to view this scenic wonderland, requests that the National Park Service institute the policy of allowing youths under 16 years of age and of 10 years of age or older, to operate snowmobiles in Yellowstone National Park when under the supervision and when within direct sight of an accompanying adult.

(Approved by the Western Chapter of the International Snowmobile Council July 12, 1975; ratified by the Montana Snowmobile Association September 13, 1975.)

ATTACHMENT B

RESOLUTION

Whereas, the states of Idaho, Washington, Oregon, Utah, Colorado, Montana and Wyoming contain public lands of varied recreational opportunities for all; and

Whereas, areas designated as Wilderness place an "unnatural pressure" upon the land so designated and create environmental problems; and

Whereas, by the creation of Wilderness Areas the very purpose of the Wilderness, where the earth and its community of life are untrammelled by man", has been lost by the litter, sanitary facilities problem, and number of people; and

Whereas, these same areas are presently being used by all, motorized and non motorized use, in a natural manner of dispersed recreation; now therefore, be it

Resolved, That the Western Chapter of the International Snowmobile Council recommends that its members oppose the establishment of any new Wilderness acreage in these states and support the management of Wilderness areas in the western region already established by Congressional action.

(Approved by the Western Chapter of the International Snowmobile Council July 12, 1975; ratified by the Montana Snowmobile Association September 13, 1975.)

[From the Billings Gazette, Aug. 21, 1975]

BACKPACKER MESS

I have just returned from a short trip to Glacier Lake in the Beartooth Mountains. The sights I saw were enough to make me give up on my fellow backpacker.

What is supposed to be a beautiful, untouched, wild, free area is turning into a glorified garbage dump. The scenery was fantastic, as long as you weren't too close.

At the lake, I couldn't seem to find any 20-yard stretch where there weren't beer and pop cans, worm containers and a myriad of other types of debris.

Littering the landscape is bad enough, but how anyone could bring themselves to throw debris into the clear mountain lakes is completely beyond me.

My group carried out as much as we could, but this, of course, is not the solution. Somehow those of us who still love what little wild country there is left are going to have to get it through the other's heads to learn some respect for the land.

These wonderful mountains belong to all of us. So those of us who vow to leave "only our footprints" would appreciate it if you others would do likewise.

SCOTT BISCHKE,
2714 Palm Drive.

STATEMENT OF WILLIAM ALLEN, JR., DISTRICT DIRECTOR,
DISTRICT 10, MONTANA SNOWMOBILE ASSOCIATION

Mr. WILLIAM J. ALLEN, Jr. Senator Hansen—can you hear me?

Senator HANSEN. Is everyone able to hear Mr. Allen? I guess so.

Mr. ALLEN. Senator Hansen and members of the Senate Interior Subcommittee on Parks and Recreation. My name is William A. Allen, Jr., of Belgrade, Mont., presently serving as the district director for district 10 of the Montana Snowmobile Association. District 10 includes the areas bordering Yellowstone National Park on the north and west. Because of this close proximity I am greatly concerned with the future of the park and certainly the snowmobiling future of the park.

The people of Montana and this Nation have come to enjoy the Yellowstone National Park in its winter wonderland. The snowmobile used by individuals and families has made it possible for the viewing of the Park at each person's own pace. This family use of snowmobiles in winter parallels the park travel by motorized vehicles and bicycles in the other seasons, which I feel should continue in a well managed program.

My opinion of the overall management of the park is that the National Park Service has done a good job in the past and will continue to in the future. Our problem that might impair the National Park Service management would be congressional action that would eliminate their options, such as creation of wilderness designation for areas within the park. I feel this would be a blow to the National Park Service, to lose their management options of an area in this manner. The age restrictions regarding use under 16 years operating a snowmobile within the Yellowstone National Park is a management problem for the snowmobiling family. This regulation may have to come about because of the inability of the National Park Service to enforce the previous regulations, which permitted those under 16 years to operate a snowmobile within the park.

The enforcement of this regulation may have been impossible due to insufficient funding to adequately provide necessary supervision. A

resolution was adopted at the February 1975, Montana Snowmobile Association convention which I support. The resolution is as follows:

Resolved, That the Montana Snowmobile Association, an association of families snowmobilers who have instigated a program of snowmobile safety training, are concerned that young snowmobilers cannot enjoy the benefits of Yellowstone National Park by operating machines as a form of transportation to view this scenic wonderland, request the National Park Service reinstitute the policy of allowing youths under 16 years of age to operate snowmobiles in Yellowstone National Park when under the supervision and within direct sight of an accompanying adult.

I am sure that most snowmobilers felt when the entrance fees were instituted, it was to help defray some of the law enforcement, trail grooming and facility maintenance expenses of the winter operations in the park. It has been indicated that these fees are not used by the park for these purposes. It is my opinion that action should be taken to allow the park to use these funds for enforcement, trail grooming and maintenance of needed facilities. I feel this opinion is supported by the Department of Interior's final environmental statement for Yellowstone National Park master plan, which shows the need of using funds, and states, "grooming of snowmobile trails has eliminated wandering from the established routes."

The snowmobilers do appreciate the services provided them by the National Park Service, and hope that adequate funding will allow continued and improved trails with added facilities allowing the increased number of snowmobilers to enjoy the scenic routes throughout the park system.

I feel there is ways to meet the needs of the increased winter travelers, snowmobiles have increased their use of Yellowstone National Park every year as indicated by the final environmental statement for the park, which states, "the most significant change in visitor use in recent years is that of the private oversnow machines." This increase points out, that people do enjoy Yellowstone National Park. These factors will make it necessary to provide more facilities and services. Because of this and increased use of the Park in the summer, it may require the opening of more areas to be used in providing for visitor needs.

I do feel the park should be managed and maintained so that all people have equal opportunities to enjoy its unique beauty. Each individual should be privileged to travel about the Nation's oldest and scenic park in their own motorized vehicles, including winter travel by snowmobiles.

Thank you for listening to my thoughts and any consideration you may give to them.

Senator HANSEN. Thank you very much, Mr. Allen.

Next we will hear from Mr. Bob Robinson.

STATEMENT OF BOB ROBINSON, EMPIRE SNOW-GOERS AND MONTANA SNOWMOBILE ASSOCIATION

Mr. ROBINSON. My name is Bob Robinson, Empire Snow-Goers, at Billings, Mont.

The winter wonderland of Yellowstone Park, something that should be seen by all.

It is so very hard to describe the sights that can be seen on just one trip through Yellowstone Park in the winter. The huge mountains of untouched snow, the valleys that seem to have no end, just miles and miles of white powder, the splendid frozen falls, the beautiful majestic animals whether it be a bull elk or the tiniest rodent, they are all a part of this winter world, each surviving in it's own way. There is nothing more breathtaking than watching Old Faithful or one of the other geysers shoot those towering streams of boiling water from beneath the icy cold earth.

These are the things that would be left unseen if snowmobiling was not included in the 5-year use study of the park. In my opinion it seems such a waste to let all this magnificent beauty to be left only to be seen in pictures or movies, there is nothing like the real thing; I know, I've seen it.

This winterland is a world all its own, just like the fabulous ski slopes of the Alps or the sunny, sandy beaches and giant waves of Hawaii, all these are only to be totally enjoyed by those who can be there to experience them, not simply read or hear people talk about them.

As an avid snowmobiler I see a great many reasons why winter travel should continue in the park. First, money that snowmobilers pay to enjoy the groomed trails, to use the various facilities, and simply see the sights has been used to help build the snow lodge at Old Faithful; so it seems both the park and the people profit from this standpoint. Next, on each end of the park there is a community that has gone to special efforts and spent a lot of money so they could handle the winter tourists they knew would be coming since the park was open year round. For example:

Mainly in West Yellowstone but also in Cody, Gardiner, and Jackson Hole too, most of the major motels, gas stations, and restaurants are now kept open year round. To do this they had to update the facilities so they were able to operate efficiently in winter temperatures. By keeping these places open it has greatly helped the economy of all these park entrances.

I feel both Cody and West Yellowstone would suffer greatly if winter park travel by snowmobiles was ended. Now last, but surely not least, as I have mentioned before, this area is a world of its own, a fascinating, fabulous part of this land of ours. It was created for the enjoyment of everyone, not only in the summer but in the frosty season of winter, too. I seriously hope before the final decision on this study is made, you yourself will take time to experience and see the "winter land of wonder," and then judge for yourself.

Now, I would like to make one personal comment. We have heard this morning of an all-weather road from the east to the west entrances. I do hope this is brought forth. That it will all be taken into consideration we can still snowbille from the east to the west entrances. We do have this problem now from Mammoth to Cooke City, we can't snowmobile. I would like this taken into consideration.

Thank you very much for letting me express my views here today.

Senator HANSEN. Thank you very much, Mr. Robinson and you members of the panel for being here, coming all the way down from Montana.

I would like to ask Superintendent Townsley what his pleasure would be, would you prefer to have the fire panel first, you and Mr. Mumma and Superintendent Kerr and Mr. Mumma or would you like to make a statement first? What would suit you best?

Mr. TOWNSLEY. I would be delighted to do what would be useful to John Mumma, depending on his schedule.

Mr. MUMMA. Makes no difference to me.

Mr. TOWNSLEY. In that case, I would like to go ahead with the statement that relates to so much of this morning and maybe finish up with the fire panel if that would be acceptable.

Senator HANSEN. That would be fine.

Supt. John Townsley, of Yellowstone, we are very pleased indeed to have you here today, sir, and look forward to an interesting afternoon.

STATEMENT OF JOHN TOWNSLEY, SUPERINTENDENT, YELLOWSTONE NATIONAL PARK

Mr. TOWNSLEY. My name is John Townsley, I am superintendent of Yellowstone National Park.

Mr. Chairman, it is a privilege for me to appear before you today representing Yellowstone National Park. In the few weeks that I have been here I have had the opportunity to meet many Wyoming citizens and I look forward with real pleasure in the next couple of years to work with, and serve, the people of Wyoming and the Nation in the management of Yellowstone National Park.

I might say as an aside I have appreciated hearing the views of so many of the people in Cody this morning. As a monument to man's earliest realization that the natural wonders of the planet are perishable, Yellowstone, the first national park, is a spiritual as well as a natural landmark in the relationship between Americans and the land in which they live.

With each passing year Yellowstone becomes more valuable as an island of wilderness serenity in the midst of a world suffering from the pollution of air, water, and land, from the destruction of animal and plant life; and from overpopulation. As urbanization and mechanization spread this island will become more and more precious, providing a memorable glimpse of the deer and elk, and the lovely valleys, lakes, rushing streams, and dense forests that once covered so much of this land. In this sense, even those wonderous natural phenomenas, the great geysers and thermal pools, for which Yellowstone is world famous will take on a new and deeper meaning.

But if Yellowstone is to survive the next 100 years, a new equilibrium must be achieved, the irreplaceable park resources must be weighed against the human impact upon them and a new balance struck.

The following remarks are intended to highlight some of the situations Yellowstone faces in the next few years: With rapidly increasing travel since World War II, it peaked in 1970 at about 2.3 million. With ups and downs since then, 1975 travel will nearly equal that of 1970. Of special interest to the people of Wyoming is the fact that the south entrance from Grand Teton and the east entrance from Cody showed the greatest increases this year. Yellowstone's 2,250 camp-

sites were filled earlier each day this year and more than 800,000 camper nights were recorded. And those, sir, would be automobile campers in the automobile campgrounds.

In spite of increased gas prices and with an unsettled economy automobile travel was up, with gas volume increasing 19.3 percent over last year.

Yellowstone Park Co. overnight accommodations showed a 72-percent occupancy rate, nearly 10 percent higher than 1974. Some nights they were very close to full occupancy. All concession business was generally up.

I have been very impressed with the interpretive program offered in the park. The elements of quality, natural history, and geological interpretation has been retained. In addition, excellent living history presentations concerning the area of army administration and the story of the early mountain men are now offered.

I am pleased to give you a set of our interpretative newspaper, the *Yellowstone Explorer*. This is new this year and is made possible through the efforts and resources of several park concessioners and the Yellowstone Library and Museum Association. Senator, those are the six issues, we didn't bring—we didn't have a full set—but we did bring some other copies for those that would like them.

Senator HANSEN. Thank you very much. I appreciate very much having them and will take them back to Washington.

Mr. TOWNSLEY. The following will give some idea of the magnitude of our interpretative effort. It is carried out by six permanent staff members and about 65 seasonal employees, supplemented by 138 "volunteers in parks", people who donated nearly 8,000 hours last year. Facilities include six staffed visitors centers where some 2,190,000 visitors are served annually. Over 180,000 people attend one or more of the 65 formal evening talks given each week. The 140 naturalist-led walks per week had 66,000 participants. We estimate that the interpretive messages available on the 35 low-range roadside radio transmitters are received by 75 percent or more of the visitors. Yellowstone pioneered this innovative interpretative device. Last winter a mobile transmitter was used to provide live interpretation for a naturalist-led auto caravan through the spectacular wildlife show between Mammoth and Cooke City, Mont. Finally, well over 2,000,000 people used the self-guiding trail booklets and trailside exhibits. I believe these figures, which are conservative, reflect the intense interest of the visitor about the natural history and geology of Yellowstone. They come to see wildlife, be it a chipmunk or swan, a moose or a bear.

And I guess I have to chuckle a little bit about the bears. They come to see Old Faithful, but also see a miniature mudpot or fumarole where they may be the only visitor. They come for solitude or for family togetherness. In some, they come for a "national park experience." We try through our interpretive program to help them find the values which are important to them personally.

Senator Hansen, for many years I had the privilege of working as a park ranger. From my short time in Yellowstone I can say that the ranger organization here is one of the finest in the national parks system. We have about 30 permanent rangers here augmented by a seasonal protection force of some 150 men and women. They are involved in many activities such as natural resource management, public con-

tact, campground management, fee collection, search and rescue and law enforcement. Increased workload is not altogether a case of more visitors. Changing conditions such as the increased length of visitors season, summer and winter, length of visitors stay and changing visitors activities patterns are all elements which place increased pressure on the park's resources, its physical facilities and the park staff.

During the past 5 years oversnow vehicle use has increased some 160 percent. I might digress for just a moment here. We use the term trail. I understand we had something over 20,000 snowmobiles or snowmobilers which is about 20,000 snowmobiles last winter, so while I really haven't seen them, we have traffic comparable to highway traffic on an unplowed road which we are still calling a trail, but the use is extraordinary. We estimate that there were nearly 125,000 backcountry person-use days this season. This is up 400 percent over the same period. That is the 5-year period of snowmobile use. At this point it is the trend rather than the actual numbers which give us cause for concern. In the back country of Yellowstone we have an on-going concern about the relationship of this user group to the park's grizzly bear population.

Our approach to law enforcement is a low key one. I do not know for sure about these statistics, but I do want to share them with you because I think they reflect the whole history of an attitude of park rangers in a national park system. Of the 2¼ million visitors, we have found that we have issued only 700 citations this year. However, we have issued about 1,500 written warnings and then by estimate we would assume that we may have had conversations with some 8,000 people.

Senator HANSEN. Let me, one moment, let me take this occasion to welcome you young people to come in and take seats. Testifying is the Superintendent of Yellowstone, John Townsley. I know you will be interested in what he has to say.

We are awfully pleased to have you members of the civics class of the Cody Junior High School with us this afternoon. We hope you will find it a worthwhile experience for you to be here. If you will wait just a minute until they get seated there.

Mr. TOWNSLEY. Thank you, Senator.

My point about this business of citations is simply this. I think it's by our presence, I think it's by courtesy, and I think it's by a sensitivity to visitor needs that over the years we have been able to keep serious incidents in the park at a minimum. Even so, there were over 300 recorded thefts this year. An attempted murder, two rapes, and a serious assault suggests that we have the same law enforcement problem as urban areas. Rangers took care of 368 automobile accidents. My paper was in error I think it said 385. They provided assistance to over 300 stalled motorists and gave some form of assistance to another 1,000. This is merely suggestive of the workload. Significantly we have less permanent rangers today than we had in 1967.

This visitor probably senses roadside and facility cleanliness and road service conditions more than any other element of our maintenance program. Costs for the first of these items relate proportionately to the number of visitors. Road surface conditions are additionally influenced by early season plowing when roads are most vulnerable

to damage from heavy equipment, from added heavy tour bus use and the ever-increasing number of large recreation vehicles.

Yellowstone has 572 miles of primary road. This year 16 employees, including 5 women, traveled 74,000 road miles to keep the road shoulders and overlooks clean. Because of financial constraints, this was done with four less employees this year than last. It was done well even though visitation was up nearly 17 percent. I would hasten to add that there is not much stretch left in the maintenance dollar.

The 270 individual comfort facilities in the park's 2,250 auto campsites were kept clean. What the park visitor did not see were the six new sewer systems. These meet present pollution abatement standards. They are good but they are going to be expensive to operate and to maintain. Our water systems are not up to standard at several major developed areas, Mammoth, Old Faithful, Grant Village, Tower, Norris, and Madison. While these projects are high on our construction priority list, funds do not appear to be forthcoming in the near future.

Disposal of solid waste for Yellowstone, as with other communities, has become a complex problem. It is compounded by distance, by our need for total sanitation as a part of the bear management program and by winter road closures. We are working with the States of Montana and Wyoming, the U.S. Forest Service, as well as adjacent communities to solve this problem. While we try to keep the number of signs to a minimum, there are over 18,000 needing yearly maintenance. And that certainly was a surprise to me when I came upon that figure.

Of the 522 miles of primary roads in the park, we should be doing a minimum of 50 miles of chip seal per year to approach standard. Present funding permits us only to do 12 miles per year. Additional funding needed is approximately \$300,000 each year. Similarly we should do about 15 miles of road resurfacing per year rather than the 5 miles that we are able to do now. Additional funding needed for this is approximately \$150,000 a year. While these amounts are needed to carry out a preventative maintenance program, there are a great many miles of road needing major reconstruction to bring them up to acceptable park standards. Recent inspection of two major bridge structures by the Wyoming Highway Department indicates serious deficiencies for which funding has not been provided, one structure, the Golden Gate viaduct near Mammoth, has been partially closed. Sir, at this time, we are not able to move buses or trucks over that bridge, be they concessionaire inpark buses or tour buses or any others.

Senator HANSEN. You have a weight limit on that now; do you not?

Mr. TOWNSLEY. Sir—is there a weight limit?

A VOICE. Ten ton.

Mr. TOWNSLEY. Ten tons, sir. Our permanent maintenance staff numbers 29 employees, half a dozen less than 10 years ago. This is supplemented by a varying number of less than permanent full-time employees. Because of fund shortages at the end of the last fiscal year, we had 125 fewer maintenance employees in June 1975 than we did the previous June. There were 45 employees engaged in resurfacing roads in 1970 compared with eighteen employees in 1975.

During the past 5 years, park fuel costs doubled. The park energy conservation program reduced fuel consumption by 28 percent, but the net cost increase is approximately \$131,000 for this year due to increased unit costs.

I suggest these figures only indicate that, of necessity, our maintenance efforts are now directed to meet day-to-day operating needs rather than a well balanced program including adequate preventive maintenance.

Yellowstone National Park has, due to its size and complexity, the need for concession services not found in many national parks. You may be interested to know that during the period from late June to late August the Yellowstone Park Co. had an average of 7,100 overnight guests and served over 14,000 meals per day to guests plus another 4,700 to employees. Over 4 million gallons of gas were sold in Yellowstone this season. To start in business each season from zero in early May to full blast by mid-June for eight service stations, three hotels, eight cabin areas, a hospital, seven general stores, two marinas, seven dining rooms, four cafeterias, and assorted gift shops and snack shops with mostly new staff each year are not without some expected, and unexpected, problems.

Again I would like to digress a moment. I was most interested in all the comments this morning, and the National Park Service certainly has to share with any concessionaire the responsibility for qualities and standards and service that is provided. And coming to Yellowstone newly arrived, I take that responsibility, and when there is a question about a service rendered by one of the concessionaires, ultimately that becomes my responsibility.

Concession overnight accommodations are nearing capacity at several locations during the peak of the summer season. Many of these facilities have served for 50 to 70 years. The concessionaires have accomplished some updating of these facilities. Examples are the canyon complex completed in the early fifties and the present program of renovating rooms in the wings of Old Faithful Inn. Much remains to be done and must be done. Replacement and renovation costs continue to increase at an accelerating rate; however, we expect significant improvement will be made to these facilities over the next few years.

In part, it is the short operating season which makes it difficult for the concessionaires to achieve a reasonable return on new capital investments. There are many other factors which have a significant influence on the concessionaires operations.

Yellowstone's approved master plan indicates that overnight lodging facilities for some 8,300 people will be provided on a continuing basis. Of prime importance to all of us are the substantial shifts in trends of public transportation. One of these is the increased use of tour buses for cross-country tours. Operators of this latter group have questioned the preferential status provided under the existing contract between the National Park Service and the Yellowstone Park Co. We recognize the importance of this problem and the very substantial impact that a change would have on the park concessionaires. We have specifically asked that the greater Yellowstone regional transportation study address the question of bus use within the park and its potential in the future so that we may plan accordingly. In

the meantime we are working to find an equitable answer to the present question.

I do not feel that all services of the Park concessionaires or the National Park Service come up to fully acceptable standards at all times. I look forward to working with the several concessionaires and our staff, and I might add the people of the surrounding communities, to achieve mutual goals of high quality service to the park visitor.

Safety of the park visitor, as well as employees of the concessionaires in the park, continue to receive our close attention. The number of visitor fatalities is down from seven last year to five so far this year. While visitor motor accidents are up from 348 to 368, employees injuries and accidents are both down.

Mission-oriented research about the park's resources continues to provide needed data on which to base management actions. In addition to the park's 4 research biologists there are over 100 other researchers from universities, other State and Federal agencies, as well as private individuals conducting studies within the park. While there are many ongoing research efforts, our principle academic relationship is with the Northern Rocky Mountain cooperative parks study program, funded and administered jointly by the National Park Service and the University of Wyoming.

The decline of the Yellowstone fishery resources over the years tells us that we must base our regulations on the results of the latest research data available. The recent change in regulations prohibiting the keeping of fish from Yellowstone Lake over 13 inches long is designed to produce larger sized cutthroat population to more effectively control the exotic long nose sucker and red sided shiner. With this regulation, the lake fishing held up better and longer than in past years for sport fishing, but did not provide as much food-gathering opportunity.

Yellowstone's bear management program of eliminating roadside feeding, insuring that all collection and disposal facilities are bear proof and working with the campers daily to store food properly, has resulted in the return of most bears to their natural habitat. This ongoing study indicates that both grizzly and black bear populations are healthy, with an estimated 250 grizzlies and 500 black bears, with indications that they may have about filled the available natural habitat in the park.

Some concern has been expressed that Yellowstone's bison may transmit brucellosis to domestic stock in the adjoining States. While extensive research has not proven that brucellosis can be transmitted from bison, we have for several years with the cooperation of the adjacent States, carried out a boundary control program in response to this concern.

New information provided by continuing research and reevaluation of old information has let us reassess some of our former conclusions about the Northern Yellowstone elk herd and its winter range. It is recognized that there are many different views and opinions concerning management of this elk herd. We believe the present approach of trying to reestablish migratory patterns is important. We also are reassessing the long-term carrying capacity of the winter range within the park. Our cooperative agreement with the Gallatin National Forest and the Montana Fish and Game Department concerning the move-

ment of this herd onto nonpark lands is very important. We will continue to give this agreement our full attention and support.

The proposed natural fire management plan results from many years of intensive research in several areas of the national park system. Selected areas in Yellowstone have been tested since 1972. An environmental assessment has been prepared and widely distributed for review and comments. It now awaits my recommendation. And I might add here that we particularly appreciate this change for the public to have, those in Jackson and Cody, to have further opportunity to understand this. I believe we approach that point in time when it is appropriate to include a majority of the park within the natural fire zone. Naturally caused fires should be permitted to play its role in a majority of the park subject to certain management constraints, not the least of which will be a careful management evaluation of each fire. Prior to finalization of the plan, it is my intention to personally consult once more with each of the supervisors of the adjoining national forests.

These remarks have touched briefly on the administration of Yellowstone. I hope they have given some perspective to the many inter-related components which must be melded together to insure the preservation of the resource and at the same time make it available for appropriate public use. Mr. Chairman, it will be my pleasure to respond to any questions you may have to the best of my ability.

Senator HANSEN. Thank you very much, Superintendent Townsley. I think in order to follow through, staff has picked out the more relevant questions that were posed by the witnesses testifying earlier today. I would like to ask Superintendent Kerr and Mr. Bevinetto and whomever else you would like to sit with you, if you would come forward because some of these questions will be directed to Grand Teton as well as Yellowstone. If you have anyone on your staff, John, you would like to have.

Mr. TOWNSLEY. I would appreciate very much Assistant Superintendent Harris to come and join us.

Senator HANSEN. Very good. There may be some duplication in these questions. We have some that seemed to be relevant that I will go through first with respect to general operations. Just for what possible use it may be, I will ask the questions and if it's the sort of question that would seem to require a response by both you, Superintendent Townsley and you, Superintendent Kerr, just go ahead each of you and answer, if you will, as there may be some that would be directed to either one of the other national parks that you represent.

If funds are inadequate to keep up with rising costs, what activities are being sacrificed?

Let's hear first from Yellowstone.

Mr. TOWNSLEY. Well, there was some discussion early this year and we did close some picnic areas within the park.

I think the thing that I tried to mention in my statement, Senator, as this last several years has gone on, we simply haven't kept up with those hidden things that would be basically good management and we have tried to kind of keep the door open, the paint on the wall even if the wall is falling down. I think I would be speaking specifically to a great need to accelerate our road repair program. I am not talking about reconstruction to different standards, still talking about the same

park standards. They are no up to standard today. It is an expensive kind of thing.

All of these sorts of things have been curtailed in some measure. But you really haven't seen much difference in terms of visitor use of the park yet.

Mr. KERR. I believe the same thing applies—

Senator HANSEN. Are you able to hear Superintendent Kerr in the back of the room?

Mr. KERR. OK. Much the same applies to Grand Teton, Senator, the inflation spiral in the past 7 years forced us to extend the dollars that we have, and if our budget requests were unable to keep up with the inflation spiral, we would be forced to reduce the number of campgrounds we have opened, the amount of snow removal that we are able to do in the winter, our maintenance programs, such as John mentioned, chip sealing of roads, quarters maintenance, and those types of activities would have to be reduced. We can only stretch so far.

Interpretative programs, too, I might mention, would have to be reduced.

We haven't at Grand Teton, this past summer forced to reduce any of those programs. There is a possibility with the smaller Federal dollar available we would be forced to reduce those types of programs.

Mr. TOWNSLEY. Might I add one other thing?

We have heard from a number of people in Cody about the importance of this May 1 date for the opening of the road. That comes toward the end of our fiscal year. As I look at how I am going to pay the bills for gasoline and all of the other fuel this winter and I think I mentioned in my statement about the \$131,000 increase that money is gone. And still and all we want to get this road opened on the agreed upon date. The last summer the snow pack was about 150 percent of normal, so I say to you and to this community, we are looking at our whole winter program with an eye to trying to keep enough money to open the park on the date agreed to in past years. But it gets to be a question of depending on how much snow and what kind of weather as to whether we can meet those commitments.

Senator HANSEN. You have already answered in part the next question I have. What is the cost of the winter operation? How many people use the park in the wintertime?

Mr. TOWNSLEY. I believe we had about 167,000 visitors last year to Yellowstone during the winter period. Some 20,000 of those, 22,000, would have been snowmobilers; and I correct Bob, saying about 4,000 people use the snow coaches. Our total winter program, things that you could identify specifically through the winter program, is about a quarter of a million dollars, about \$250,000. Of that some \$70,000 for the grooming of roads. And I believe I recall that we spent approximately \$180,000 on spring opening of roads.

Senator HANSEN. Superintendent Kerr.

Mr. KERR. Well, through November-March about 400,000 people used the park. Our snow removal runs in the neighborhood of about \$135,000. In Grand Teton we have a number of roads that are used for school bus routes that we maintain the year around, throughout the winter.

It's a fairly complex operation. We plow roads 24 hours a day.

Senator HANSEN. And transversing part of Grand Teton is a State highway, the road from Dubois into Jackson; is that right?

Mr. KERR. That's right. We maintain that road also.

Senator HANSEN. Is back-country use increasing and how is it effecting the resource?

Mr. KERR. Our use in the back country at Grand Teton is about 120,000 a year. We have gone to back country use management plan. This is the third summer that we have had it in operation. We restricted camping to zones, so many people per zone. We have eliminated campfires in the back country so the resource wouldn't be effected. That seems to be fairly well accepted by the public.

Mr. TOWNSLEY. The only comment I would have, sir, by comparison to many other parks, Yellowstone doesn't have high back country use, but it's increasing rapidly and I believe that we have that specific condition along with Glacier National Park of trying to maintain a very viable grizzly bear population without the incidences that are horrible. So, in Yellowstone our back country management problem and those things create an additional workload. I would think this trend is coming. We see people moving north out of Teton and other places, we are going to be inundated by back country uses over the next 6 or 8 years, much as it occurred in Mt. Rainier, Teton, Yosemite, and other parks.

Senator HANSEN. How much income is derived from campground fees, and what happens to these funds?

Mr. KERR. Can I lump campground fees and entrance fees together?

Senator HANSEN. I should think that would be fine. I realize some of these questions are involved and maybe you would like to just give your best estimate and supply the detail later for the record.

Mr. KERR. Our expenses for fee collections at Grand Teton was \$137,000 this year, and from that we realized in the neighborhood of \$700,000 we have collected this year from entrance fees and campground fees. That goes to the Long and Water Conservation Fund, not the General Treasury, like it did previously.

Senator HANSEN. Goes to earmarked funds?

Mr. KERR. Yes.

Mr. TOWNSLEY. Senator, in 1974 we collected \$319,000-plus in our campgrounds. In 1975, \$340,000-plus in campgrounds. We would have returned through legislative agreement about \$422,000, which we used for the collection of those fees in both the entrances and the campgrounds. And I might mention that our entrance fees this year we have collected some \$756,000. Like to relate it this way, if I might, that's about \$1 million of fee collection. Our operation of the park was \$5,800,000, so you see we are collecting about \$1 for every \$6 we spend.

Senator HANSEN. What is the public reaction to the fee system?

Mr. KERR. I think favorable, Senator, one of the problems of the fee system, it's been changed from year to year and the fees have been changed. The fee structure has been changed and so on.

I think the public generally accepts the Golden Age Permit, the Golden Eagle and so on.

I think one of the items to be improved would be to use a single trip permit rather than a permit now that's issued and the person can go in and out of the park any number of times a day and have

to buy a permit the next day. I think a 10-day permit or 15-day permit would be much more acceptable to the public.

Senator HANSEN. There has been a lot of talk about crowded conditions at Yellowstone Park. Could you comment on that as far as you are able to, Superintendent Townsley?

Mr. TOWNSLEY. I guess crowding, sir, is with reference to what you experience some other place. Coming from Washington, D.C., Yellowstone doesn't seem very crowded thus far.

I think the thing we really speak to are developed areas, roads, and other places where the majority of visitors are. And I think in the back-country area where a man wants more space, a question of crowding comes up that way. I think there are ways that, if we can provide appropriate means of doing things, we can reduce that sense of crowding.

I have been interested in the north rim of the Grand Canyon of the Yellowstone. There is a place where we should have some form of public conveyance. To get in and out of your car four or five times in looking for a place to park, you are feeling that sense of crowding. That doesn't make sense to me that we continue to do that. You are aware of other places in the system, for instance, Mount McKinley, we are working with that. That would be high on my agenda.

I don't feel that Yellowstone is overrun as we hear sometimes. I do feel that people need to have a respect for one another, that they need to have a courtesy to one another, and that over the years Yellowstone can provide the spaciousness so the people can enjoy it in their own uncrowded way.

Senator HANSEN. Is there a need for a campground reservation system in Yellowstone in your opinion?

Mr. TOWNSLEY. Yes. There is. We have had it for several years prior to my coming, but I think we need it simply for equity that people don't arrive and find they have no opportunity for camping. I think it's essential that we get back to a reservation system.

Senator HANSEN. I think in the testimony that we have heard there have been figures telling how many people were served in an average day, that sort of thing. How many people is the Yellowstone Park Co. serving in a season?

Mr. TOWNSLEY. I would have to get figures from the company, or Bob. Can you answer that? I am sorry I don't have an exact figure. If you had 80, well around 80—8,000—I can't answer it, sir. I would be pleased to supply that.

Senator HANSEN. I guess what we are asking is, if one were to take the estimate of the number of people who had visited Yellowstone, would anyone want to hazard a guess as to the percentage of that total volume of visitors that would patronize some operation or another of the Yellowstone Park Co.

Mr. TOWNSLEY. I would hazard this guess. I think it would be a very rare visitor that didn't receive some concessionaire's service, be it gas or food or lodging. With 2¼ million visitors I would suspect there may be as many as eight or nine services rendered.

Senator HANSEN. Some of the questions that I suspect will be in the minds of members of the Interior Committee are these.

Why doesn't the National Park Service up-grade some of the obsolete facilities?

Mr. TOWNSLEY. Are you speaking now of public accommodations, sir?

Senator HANSEN. I would assume that would be right and may be required—these questions I might say, have been ones that reflect some of the concerns and issues that have been raised by various members of the committee and they are not each mine specifically. I will try to interpret the best I can what may have been intended.

I would suspect though both public and private concessionaires operated facilities would be included. I think I could probably give an answer but I would like an answer from you.

Mr. TOWNSLEY. I think in Yellowstone National Park, as well as other parks, the cost of providing new facilities, the capital investment, when one considers the short season and many other factors that bear on operating that kind of a facility, heavy winter snowloads, hard maintenance conditions, that a private entrepreneur would have to be very cautious about making investments. He has to find some return on the dollars he invests. That's about it. I think it's a matter of return on the profit. I think as far as the National Park Service is concerned in Yellowstone, while we have done much to get good facilities it's a matter of finding sufficient funds to be billed and rebilled and replace facilities.

Senator HANSEN. Do you think the current level of facilities in the park is adequate to meet visitor needs?

Mr. TOWNSLEY. I think the statement in the master plan of a level of 8,300 pillows is reasonable at this time. I would be very interested and will be interested in what the transportation study brings out.

I think that I have heard no intention in Yellowstone of reducing the number of accommodations or the number of pillows below 8,300. I think that's a reasonable figure, sir.

Senator HANSEN. Why do you feel it's desirable or necessary to grant Yellowstone Park Co. a preferential right to provide transportation services in the park?

Mr. TOWNSLEY. I will try to be brief. I think this goes back to the evolution of the national park system. The fact that so many people came to the parks on trains in the early years. I recall as a youngster in Yosemite watching that bus go to and from Merced, Calif., with no passengers most of the fall and winter and spring. I think it goes back to our requirement of them to provide certain services consistently throughout the travel period. As mentioned this morning, frequently those buses aren't filled. We do require them to meet certain schedules and services and times so that anyone coming to the park can have that service. I think some form of preference is necessary in order that we can require that. I don't know in the future what that preference should consist of or how it might be handled, sir.

Senator HANSEN. What would be the effect on park resources if the Yellowstone Park Co. did not have that preferential right?

Mr. TOWNSLEY. I think it would be—there would be many people who would not be able to visit the park readily. I think that a person from a far distance, from another country, an older person, many people who don't have the ability to really deal with their own transportation unless it is offered through a public conveyance.

As far as the resource, the land itself, I suppose one would have to say that one bus has the same impact as another bus. I am not trying

to go around your question at all. I think we have a new trend of transportation in this country and a new group using it. I do think there has to be a lot of thought given to meeting those needs and at the same time making certain that the obligation of the Secretary and the Director of the Park Service to allow the concessionaire to make a reasonably fair profit isn't done in either.

Senator HANSEN. Please explain the existing situation regarding the admission of commercial tour buses through the park and comment on any plans for resolving the problems you are aware of and identifying complaints that are received.

Mr. TOWNSLEY. I think, Bob, if I get off base, will you correct me, please. At one time there was a—at one time a tour bus coming to the park would have had to have unloaded its passengers at the park boundary and transferred those passengers to a concessionaire bus.

I believe it was in the 1950's that we went to the trip lease or override arrangement in which the operator of a tour bus could pay a fee to the concessionaire and then the passenger would stay on his own bus and that bus would be allowed to travel on through the park.

Presently there is a \$7.50 per day charge made to the tour operator for each passenger on a bus that he brings through the park. That fee is a fee that is paid from the tour operator to the park concessionaire. It's not a fee that goes to the National Park Service through the regular entry fee system. So if you brought a tour bus to the boundary of Yellowstone Park the ranger would find out if you made your arrangements with the Yellowstone Park Co. for the payment of that fee. That fee is one which, like any other rate, has to be approved by the Park Service. The \$7.50 rate was approved for 1 year and it will be my responsibility this winter, working with the Yellowstone Park Co. to again consider that rate.

Senator HANSEN. There have been allegations that rates for accommodations are too high. Would you please comment and explain what considerations the Park Service considers for rates in Yellowstone?

Mr. TOWNSLEY. Basic consideration is that within the total operation of any concession there be an opportunity for overall profit, which could suggest that some portions of their operation might lose money, some might take money.

We normally look for comparisons of services rendered outside the park. We simply try to apply prudence in the judgment of what is a reasonable price. It's my opinion of Yellowstone, and I have only been here a few weeks, I have tried to get in some of the accommodations, generally the rates charged for the accommodations if the particular accommodation is clean and up to standard and is well operated, are very reasonable.

It's been my feeling the eating and the restaurant system in Yellowstone that prices are generally comparable to those outside. I would tend to think, and I would apply this more broadly than just to Yellowstone, that operating a restaurant is very difficult these days with food costs and probably the pricing reflects the market price as much as it does any constraint on our part.

I will say to you, sir, that I will, I think very, I will use the word liberal.

I don't think I would have trouble approving the price rate if the service is good, that will allow the concessionaire a reasonable opportunity for that profit.

I think the traveling public is finding the last few years both hotel and restaurant prices are way up. I don't think we can maintain the 10 to 15 year ago price levels in the national park even though we have already had that.

Senator HANSEN. From time to time the Congress has raised, by statute, the minimum wage laws of this country and in your opinion would this pose a significant financial burden—I suspect you want to comment on specific changes in the law. Would it be fair to assume that legislatively that sort of action, too, adds to the financial problems of the concessionaires in the park as well as to you in trying to run a program?

Mr. TOWNSLEY. Senator, it certainly does. Any time an additional cost is placed on a service it's a problem for the person providing it. I have lived in and around national parks most of my life. I think that in order to render adequately good service that the National Park Service and many of its concessionaires may have to reevaluate some of the historic wage rates paid to people working in the parks. I also think in the 1970's that young people, and many of the employees in the parks are young people may be working for the first time, many of them are affluent enough and perhaps don't need that dollar, that wage dollar as much as other wage earners. I don't know what the answer is, but I feel both the employee's part and the employer's part, if we are going to achieve good standards of service I think that includes both rates of pay, living facilities and I think it includes periods of work and it's a very difficult problem for the concessionaires. I don't have to meet that payroll so it's easy for me to speak to it, but it's not an easy thing for the operator.

Senator HANSEN. What effect do you think regulations concerning commercial tour groups and the concessionaires preferential rights to transportation have on the regional tour business?

Mr. TOWNSLEY. I would be reluctant to answer that with my short term here. If it would be more appropriate from your point of view Superintendent Kerr or Mr. Bevinetto or Bob would have an answer.

Senator HANSEN. Let me—Mr. Bierne handed me a couple notes here that I might read before you answer.

The purpose of the Yellowstone Park Co. concession is to provide mass transportation for those who could not otherwise see the park, many others, retirees or invalids, or groups chartering a bus to cut expenses so they can see the park. These people who are trying to save money are hit by the Yellowstone Park Co. fee of \$7.50 per person while if they each drove a car they would not have to pay. In your judgment does this seem like an equitable rate, to add to the other question?

Mr. TOWNSLEY. I will answer you directly, sir. It does not seem like an equitable arrangement. I would have to add one thing to that. If adjustments are made there then other adjustments are going to have to be made for other pricing for other services. In order that the companies in Yellowstone or other places still have that reasonable opportunity to do business.

Senator HANSEN. Now, we will be happy to hear from Mr. Bevinetto.

Mr. BEVINETTO. Senator, there is a concern among economists and others in the travel field here regionally that the burden of payment—there is an issue of equity there. Those coming in on the bus should not be full assumers of that burden of payment that the principal long established Government finance is beneficiaries of proposed governmental public access are expected to reimburse the Government for the cost of the service in proportion to the benefits received and it breaks out into about three cases. The first and most obvious group of benefitors is the group of park visitors and employees who depend on scheduled bus services for the transportation needs. They are obvious beneficiaries. A second, and perhaps not so obvious group of beneficiaries are the mass of visitors that come to the park each year in private automobiles. And the availability of scheduled bus service provides the private auto drivers a transportation alternative in case of breakdown or in case the driver wants to simply not drive around the park and take advantage, and a third group, is the park service and the concession companies themselves. That is a definite public conveyance, and so it's, I think, time for the service and the concessionaires to see where the equities lie and who pays for the thing.

It's a contractual obligation, and those contracts in some cases are negotiated over a period of years and they are binding. I think it deserves our best attentions to devote our energies to that.

Senator HANSEN. Before I go to the final question in this present series that I have been reading from, let me ask Superintendent Kerr if he would comment on the preferential concessionaires right in Grand Teton and to make a statement that would place that situation in Grand Teton in comparison with the situation in Yellowstone. Would you care to comment on that, Bob?

Mr. KERR. Yes. When the Grand Teton Lodge contract was negotiated for, 4, 5 years ago, they gave up a considerable amount of preferential rights regarding transportation in the park. They no longer have on what we call and what they call the outside highway that runs from Dubois, and they also gave up the preferential right on the highway of Moran Junction to the south entrance. They retained the preferential rights on that segment of the road from Jackson Lake Junction to Moose.

Tony has the fees if you would like that entered into the record.

Senator HANSEN. I think that would be helpful.

Mr. BEVINETTO. Senator, the number of buses that have utilized that trip lease arrangement in Grand Teton National Park has risen from about 150 buses in 1973 to 173 buses in 1975. The rates, basically, are about \$3.07 per person from Jackson Lake Junction to Moose and it is lower than the standard rate they charged for intrapark bus service at about 10 cents a mile.

The best example, I think, would be 20 people in a bus not operated by the Grand Teton Lodge Co. comes in and wants to use that interpark road, the Teton Park road, they charge \$3.07 per person, that comes to about \$61.40. If the bus company, that is, the external bus company operating their own bus, they are given a 75 cents per mile credit or \$18, and that would be then a total of \$43.40 for 20 people or a \$2.17 charge, so it isn't all that complex, and again, it's to

protect that intrapark requirement that we make them or literally put a requirement on them they operate a daily complex schedule.

Mr. TOWNSLEY. Senator, were you going to leave that subject?

Senator HANSEN. Yes.

Mr. TOWNSLEY. May I make one other comment?

Senator HANSEN. Please do.

Mr. TOWNSLEY. I wouldn't like to leave the conversation on the matter of tour buses where the group is already assembled and is coming from long distances.

I think one of the essential and basic things is we provide the opportunity for the person coming by air or train to have opportunities. Of course, that goes back to the early history of Yellowstone the stages going out and picking people up at the railheads, so I think that point needs to be made.

I would like to make one other statement. The Yellowstone Park Co. is involved now in the purchase of a fleet of 25 modern highway buses; 15 were on the road this summer, 6 more have been ordered and the cost of that fleet is a very sizable amount. So, if I may, it certainly is a two-sided concern and one that is not going to be easy of resolution.

Senator HANSEN. My final question in this series is, what is your opinion as to the quality and variety of overnight accommodations presently available?

Mr. TOWNSLEY. Speaking to me, sir?

Senator HANSEN. Both you and Superintendent Kerr.

Mr. KERR. In Grand Teton we have asked the concessionaire to provide a variety, and this is the case in most national parks. For example at Coulter Bay Village we have the tent platforms that rent for a very nominal fee for the night and it goes on up to Jenny Lake Lodge which is a complete American plan. It is quite expensive, and the gambit runs in between those.

We feel the concessionaires there, not only the Grand Teton Lodge Co., but the others, concessionaires at Signal Mountain Lodge have provided a variety of accommodations that most people can fit into according to their finances.

Senator HANSEN. Your judgment, Superintendent Kerr, it's fairly adequate?

Mr. KERR. I feel it is at Grand Teton.

Senator HANSEN. Now, Superintendent Townsley?

Mr. TOWNSLEY. I think we all recognize the majority of accommodations in Yellowstone are quite old.

I think that I would say this, that we will not be able in my opinion, to ask the concessionaire to provide the full variety and kinds of accommodations you might see in many towns and cities. I do feel that the program of the concessionaire, the upgrading of rooms in the two wings of Old Faithful Inn, I believe those wings were built in about 1913. It provides very acceptable rooms like ones that you might expect to find in a good upper grade highway motel or hotel facility. And I believe this year they are redoing another 30 of those rooms.

This goes back to our master plan and discussion of how Old Faithful should serve. I think this upgrading of rooms will allow them to provide high quality rooms there. I think it was mentioned

this morning that staying in the base portion or the original structure of Old Faithful is literally a living history experience. I think that's one of the greatest opportunities to stay in a public accommodation in the United States. I would be very saddened if somebody were to say let's put in modern baths and upgrade that. I think that's one of the great opportunities. I think that many of the units there do not measure up to people's normal expectancies, and yet within the realities of financial circumstance, I think our best course of action and hope the General Host Corp., the parent corporation of Yellowstone Park Co. will see fit to move ahead as we work together on renovation of upgrading the existing structures, not so much in terms of the interior or exterior or structural part, but in terms of the interior of it and I think that's a personal opinion, sir, that's how we are going to have to approach the improvement of accommodations in Yellowstone.

Certainly there isn't the full spread of accommodations there that could be had in Teton on a proportionate basis.

I am not making any apology for the accommodations in the park. I think they serve well, but I don't think we can compare them with an accommodation elsewhere fairly. We want a visitor to come in there with reasonable costs and stay in the park.

Senator HANSEN. I am going to refer now to your testimony, Superintendent Townsley. You mentioned on page 2 that the 2,250 campsites filled earlier each day this year. What happens to those campers that you are forced to turn away?

Mr. TOWNSLEY. I think we have a very good communications system in the park and an hour or so before we begin to see things filled we are getting that word out to the entrances, but as you and I would probably feel if we came long distances, let's go on in and maybe we will luck out. So, even though we tell the visitors at the entrance that campgrounds are full or nearly full, many, many people come on in.

Part of our bear sanitation program has been to make certain there is no garbage along the roads or parking areas or whatnot.

Certainly the fee collection system established in the national parks some years ago, we still have the person who would prefer just to camp overnight or sleep overnight along the roadside. So in the early evening hours we do insist that people move on and it forces many of them to leave the Park and drive long distances. It certainly is not a happy circumstance.

I think another factor that has evolved and come along is the number of private entrepreneurs who have established tent campers adjacent to parklands, recreational vehicle sites, their dependence is literally on the person who makes the choice to stay out of the park. I think they are also dependent on that overflow coming out of the park as far as their business is concerned.

In that regard, the Grant Village which has never been completed might be an ideal site to supply some kind of a minimal facility for recreational vehicles similar to others we have in the Park. Thinking along these lines, going back to the comments of people here this morning, I would think that would be a conversation to be held with our concessionaires and the neighbors of the park in trying to determine whether or not to do anything with that.

Senator HANSEN. There has been some talk about the desirability of coordination and cooperation between the different Federal land

management agencies and national forest as an example, you have talked about the accommodations that are presently available on national forest lands, I suspect largely. Is there any other—have any other arrangements been made between national forest officials to help you cope with this problem or excessive numbers of people as you try to fit them into fewer spaces and campgrounds within Yellowstone?

Mr. TOWNSLEY. At Mount Rainier we had very specific agreements with the Forest Service as to campgrounds we would build inside and those they would build outside. I am not certain whether we have agreements with the adjoining forest here or not. Bob, could you answer that?

Mr. HARRIS. I don't think we have, but they are faced with some of the same problem we have. I understand that they have been forced to close some of their campgrounds.

Mr. TOWNSLEY. When they have to close a campground it comes our way and when we are forced to close a facility it goes their way and we are both in the same boat with one oar.

Senator HANSEN. You mentioned law enforcement in your statement. Does the National Park Service have adequate law enforcement authority and is there need for a general statute?

Mr. TOWNSLEY. I couldn't fully reply, sir, to the question.

Mr. KERR. Nor can I, Senator.

Mr. TOWNSLEY. I would prefer not to.

Senator HANSEN. Later on if you do have recommendations to make, we would be happy to have them.

Mr. WHITLOCK. Senator, I think this is a policy—

Senator HANSEN. For the record, Ira Whitlock now testifying.

Mr. WHITLOCK. This is something being worked on in the Washington office of the National Park Service, trying to work out a policy with the Department of the Interior, and I don't believe at this particular point there has been a decision made as to what the requirement is.

Senator HANSEN. Thank you very much. Mr. Bevinetto—did you have a—

Mr. BEVINETTO. Just calling for Ira.

Senator HANSEN. You mentioned water systems are high on your construction priority list but funds not forthcoming. If you have the funds, do you have the capability to use them?

Mr. TOWNSLEY. Yes, sir. We would have to provide designs for new water systems. That could be done either in house or it could be done through A. & E. contract and work could be carried out to improve water systems promptly. I think an example is the inroads and improvements in Yellowstone that we have made in the last 4 years in our sewer system facilities. We expended several millions of dollars on pollution abatement and have done it very well. I don't know what engineering estimates would show up on water systems, but I would suspect \$5 million or considerably more would be necessary to bring the Yellowstone water intake and distribution systems up to standard. Certainly, after the experience in Crater Lake we are all thinking about it.

Senator HANSEN. You have the capability to do 50 miles of chip seal per year if you received the funds and also the 15 miles of road

resurfacing that you mentioned? We talked about the costs that might be inherent in that kind of a road program. Would some additional money be required in order to give you the capability to use those funds?

Mr. TOWNSLEY. Certainly a minimal amount. I think if we had the funds in that magnitude, I would want to contract a good portion of that work and I believe we could contract it effectively almost with the staff we have today.

Senator HANSEN. You mentioned that the master plan indicates that 8,300 overnight lodging facilities will be provided. Is that an increase from the numbers that are presently available?

Mr. TOWNSLEY. I would have to ask to respond to that later. I have heard different figures on accommodations in Yellowstone both above and slightly below that, but I would be pleased to supply that for the record. [Answer included in Interior Department letter (appendix I) of Jan. 2, 1976]

Senator HANSEN. You mentioned solid waste disposal. I know Superintendent Kerr has that problem too as has every national park in the system.

What is being done by the park service, if anything, in anticipation of the time when the availability of land outside the park may become in such short supply as to impose costs that would seem almost prohibitive? Are any plans going forward by the park service, I suspect the cities are asking themselves the same question because anyone who has gone into New York City on Metroliner and passed through that cold wasteland of blowing paper and garbage and birds hovering in the air and on the ground, will be aware there is an end to disposing of our solid waste as we now dispose of most of it.

Mr. KERR. As you know, we have a contract with Teton County for sanitary land fill. We had two sites in the Park we have gone out of the land fill business in the park, and just in very, very preliminary discussions with Teton County Commissioners. I have explored the idea of other sites, because we are just about in the same position as Teton County, that landfill operation there is running out of space much faster than anybody anticipated. I am sure that before it's over we will have much more in-depth conversation. Hopefully, technology in the future—I have gone to some pollution programs that have been put on by our side agencies when I was in Utah, and there are developments in that field that would provide for other alternates than land fill. There are complete systems that digest the solid waste and separate the metal and so one and so forth. They are so expensive and still fairly experimental.

Senator HANSEN. And energy consuming too, I presume; is that right?

Mr. KERR. Yes. It's a problem we face today.

Senator HANSEN. Do you have any observations?

Mr. TOWNSLEY. We are still operating several incinerators within Yellowstone. When they were built they met standards. I suspect today they would not meet air quality standards. We are disposing of a considerable amount of waste in the landfill in West Yellowstone on Forest Service land under permit. We have worked very hard in the last several years hoping to consummate some arrangements on the north side of the park, including Livingston, perhaps Cooke City, Gardiner,

and some of the rural people participating in a good regional disposal facility we can always use. Certainly hauling longer distances is going to cost more, but we see it as a way to go and need to be a part of the communities in doing that.

Senator HANSEN. As the different witnesses appeared this morning, staff has tried to pick up some of the main points in their testimony that I would now propose to read affording you an opportunity, each of you, to comment upon them as you may choose.

Mr. Spangler, in offering a statement on behalf of the Governor of Wyoming, prompts this question. What coordination is done with other agencies, such as the forest service, with respect to campgrounds and other user facilities? I think probably we have already touched upon that. If you have any further comment, I would welcome it.

Mr. KERR. I'd like to start.

As Randy Wagner mentioned this morning, one of the more healthy organizations I think I have been exposed to is the REACT organization, a group of Federal and State agencies get together twice every year and discuss mutual problems.

In addition to that, as mentioned at Jackson, another aspect of cooperation that we have with the State is the management committee of the State Game and Fish Commission, the elk management in the park. We also, with the U.S. Forest Service and the few national parks surrounding have what's called a coordinating committee meeting made up of the forest service supervisors and park superintendents. We meet twice a year and go over the matters, the approach of the Federal agencies is uniform and the people aren't confused when they go into a national forest and the problems arising and solutions to the problems. We meet twice a year and go over the matters, the approach of the Federal agencies is uniform and the people aren't confused when they go into a national forest and the problems arising and solutions to the problems.

As you are well aware, Senator, one of the more viable quality efforts that we have is with the University of Wyoming and the research program we have with the university. It not only is between the national parks and the University of Wyoming, but involve a number of State agencies also.

In addition to that, of course, all the material we have that should be reviewed by the State is sent to the State clearinghouse to be distributed to State agencies to have an opportunity to comment on it.

Mr. TOWNSLEY. I don't think I could add further than that except to say in coming here it's been great to see people within the Federal Government and other entities in really working closely together, and I think it's a real perception. It has to be regional and we have to work on the basis we are all a part of the larger role.

Senator HANSEN. Thank you very much.

Mr. KERR. Like to say one more thing.

Senator HANSEN. Yes.

Mr. KERR. I won't speak for John. I know he feels very similar as to how I feel, that national parks don't exist in a vacuum. We want the communities involved in our programs in the park and like the park to be involved in the community programs. I think together with that approach we can solve much more than trying to go alone.

Mr. BEVINETTO. Senator Hansen, the most current and probably the widest scope cooperative planning effort is the regional transportation study, which is really much broader than transportation, coordinates almost all levels of planning. We were pleased to note that Governor Herschler agreed to chair the steering committee. It reaches into all levels of county, State and Federal Government, and we are happy to see that occurring now.

Senator HANSEN. I was equally delighted. Although I requested a formal statement from the Director of National Parks Service, Gary Everhardt, on the overnight lodging policy at Zion and Bryce, for the record, could both of you superintendents respond to these questions?

Are you aware of any general policy to eliminate overnight lodging in the national park system?

Superintendent Kerr, would you like to respond first?

Mr. KERR. No, sir. To my knowledge we have no policy to that effect.

We have a policy that says if facilities exist outside the park or can be developed outside the park like or similar facilities won't be developed inside the park. There is no policy says that we decrease or get rid of the concessions in the park.

Mr. TOWNSLEY. My answer would be the same, I think it's been very consistent since mission 66 in the late 1950's. I think it's been a rather consistent view to that end.

Senator HANSEN. Is there any intent to eliminate overnight lodging at Yellowstone or Grand Teton?

Mr. KERR. No, sir.

Mr. TOWNSLEY. No. There is not. In fact, our master plan states specifically the pillow count would be expected to stay at around 8,300.

Senator HANSEN. Is there a representative of the Park Service here who could briefly explain the circumstances which led to the decision at Zion and Bryce National Parks with respect to overnight lodging?

Mr. TOWNSLEY. I think Ira Whitlock.

Mr. WHITLOCK. Senator, the facilities at Zion and Bryce and North Rim of the Grand Canyon as well as Secret Lakes National Monument really belong to Utah Parks Co., which was a subsidiary of the Union Pacific Railroad. As I recall the circumstances this company found that the operation over a period of years was not profitable and so back in the early 1970's, about 1971 or so, the Utah Parks Co. made an agreement with the National Park Service it would donate these facilities to the Park Service if it could find someone to operate these facilities. Again we found much the same circumstances as we find here with regard to the facilities at Yellowstone, they were quite old in many cases, and Utah Parks Co. advised the National Park Service the facilities were old, difficult to maintain, and felt they should be eliminated.

As a result of this donation of the facilities a prospectus was issued by the National Park Service to operate these overnight lodgings at least for a period of years.

There were several firms, several business enterprises, several individuals who expressed interest in operating the facilities for the prescribed period of time. In Zion that period of time was to end with December 31, 1975. At Bryce it's to extend another 2 years, and the North Rim of Grand Canyon, December 31, 1982, at which time the

overnight lodging facilities would be phased out because it was felt that the surrounding communities could provide the types of overnight lodging that the traveling public would need.

Just recently, in the State of Utah, there were five public hearings that were held on the master plan involving Zion National Park. The public was afforded an opportunity to comment on the proposal to eliminate those facilities. The hearing record was held open until October 26, I believe, at which time the comments will be evaluated and the determination made as to whether or not there is a sufficient number of low-cost facilities available or whether some types of extension of the contract will be necessary.

Senator HANSEN. Then just for further clarification of the record, can these decisions be regarded as a precedent for similar actions elsewhere?

Mr. WHITLOCK. Senator Hansen, the Director of the National Park Service, Mr. Everhardt, has stated on several occasions publicly and to several Members of the Congress the fact that each decision will be met on a park-by-park basis. To the best of my knowledge there's no general policy, and I do not think this would be considered a precedent for closing facilities at other parks. It would have to be determined what would be available to the traveling public on the outside of the park periphery.

I might say in conjunction to it, I know this is something, I should make clear for the record, the Director has also stated that even though there is a contract to provide the overnight facilities for the north rim of the Grand Canyon, and the contract will expire in December of 1982, he does not see that the general public could be served by the elimination of those facilities. He does not think that that would be contemplated.

Senator HANSEN. Thank you very much. Mr. Wagner, Randy Wagner, who testified for the Wyoming Travel Commission, his statement prompts several questions.

Is your budget adequate to perform the entire program of operation and maintenance which you feel you should be involved in?

Maybe in view of responses that may be similar, I mean, in view of responses which may have been made to questions similar, to these a "Yes" or "No" answer would be adequate. However, I invite you to go into as much detail as you care to.

Mr. TOWNSLEY. I won't go into a great deal of detail. No; our maintenance budget is not sufficient to operate to standard.

Senator HANSEN. Would you care, I am certain that Senator McGee would be keenly interested, as I am, this may not be talking about dollar amounts, but rather in terms of percentage, it might be helpful if you would care to indicate how much more do you think would be appropriate?

Mr. TOWNSLEY. I would appreciate the opportunity to supply that answer for the record. Might be able to give you some idea in a percentage way. At this time in our maintenance program in Yellowstone we have about 400 seasonal maintenance employees. I would feel there was a deficiency there of about 194. So I will be thinking in terms of a seasonal work force a third larger than the present work force. That would be about 30 percent. Personal services are about 75

percent of our budget so that would give some indication of the need we have for seasonal help.

[Answered further in Interior Department letter of January 2, 1976, see appendix I.]

We have 29 permanent maintenance people and we believe we have a deficiency there of about 18, which is even higher, sir.

Senator HANSEN. Let me observe that I know that you are asked to do many things and to serve many masters and I can understand that. If some of these questions may intrude into areas where you would feel it would not be appropriate to respond as precisely as you might otherwise be inclined to.

What would be your estimate of additional funds you could use if there were no budgetary restraints without going beyond reason and spending money unwisely?

Mr. TOWNSLEY. Bob, can you speak to that?

Mr. HARRIS. We do not have those figures. We would have to supply those, but we can do that.

[See appendix I, letter from Interior Department of January 2, 1976.]

Mr. KERR. Our budget request for the next fiscal year and the fiscal year after that asks for increases in the neighborhood of \$250,000, I believe, a number, a big percentage of that increase was to give permanent positions to convert some of the less than full-time employees I spoke about at Jackson to full time.

Now, out of that, out of the quarter of a million dollars that we felt we needed to operate to standards we received about 49,000 for inflation, in cost increases.

Senator HANSEN. I have been keenly interested in your presentation down at Jackson, Superintendent Kerr, and in yours down there as well as here, Superintendent Townsley, with respect to the increasing visitor use and a fairly stable and sometimes declining permanent and seasonal staff size. What are your personnel levels, both permanent and seasonal, and do you find that adequate? Is that an optional thing? What levels of permanent and seasonal employees would you want?

Answer in your own way, if you would.

Mr. KERR. Our permanent staff today is 49, and we have those 26 less than full-time employees and adequate permanent staff, in my mind would be the 26 added to the permanent staff we have now. In other words we now need 29 plus 26 in my mind.

Our permanent staff, 251 seasonal people, right across the board, ranger interpreter, maintenance and administrative, I felt that was adequate for the job that we had at hand.

Senator HANSEN. Superintendent Townsley.

Mr. TOWNSLEY. I mentioned a moment ago that we now have about 400 seasonal people on our maintenance staff that we would feel there is a deficiency of seasonal employees of about 194.

Senator HANSEN. Say that again, I misunderstood.

Mr. TOWNSLEY. We now have some 400 seasonal people who work during some portion of the summer period. We would feel to keep up with our work we would need about 194 more seasonal people. In our permanent maintenance staff, while we have 29 permanent maintenance this should be augmented by about 18 more. I must add to that, that

much of the work is now being done by people with appointments that are less than permanent, even though they are working substantial portions of the year. So we are accomplishing a good portion of that work with less than full-time people.

I am quite satisfied in Yellowstone that our management staff, our administrative staff, biological group, rangers, naturalists and I might want to after a year to speak to this again, I think this level of employment is very good.

I do think in the summertime that if we had 16 to 18 more seasonal people it would be very helpful and that would involve back country work, it would involve some more people working on fee collection at the entrances and eight or nine people for campground reservation system if that were reinstated.

Senator HANSEN. Do I recall at the hearing in Jackson or this morning that one of you gentlemen ventured the opinion that you thought fees were being collected at the entrances from about 98 percent of those coming through?

Mr. KERR. I believe I said that at Jackson.

Senator HANSEN. About 98 percent?

Mr. KERR. That's entrance and campground fees. We feel we are collecting about 98 percent.

Mr. TOWNSLEY. I might add to that there was some question several years ago about our effectiveness in collecting campground fees. I understand also that in Yellowstone now we feel our collections are about 95 percent.

Senator HANSEN. We will have a 10 minute recess and try to resume here at 3:30 p.m.

[Short recess.]

Senator HANSEN. I wonder if we could take our seats and get going with the final part of the program?

May I say to you gentlemen at the witness stand that we do have a number of questions that were prompted by statements made earlier this morning. I think recognizing two things, No. 1, time limitation, and No. 2, the fact that some of these questions are somewhat repetitive. I am going to try to kick out ones that I think may be of some more than average importance and perhaps the others can be submitted in writing later for your perusal and response in writing if you care to do that and give you a better chance to study the statements that were made and make responses that way. So, without objection I will—

Mr. TOWNSLEY. Be pleased to do that, sir.

Senator HANSEN. Fine. These questions will pertain to both Grand Teton and Yellowstone.

What is your development backlog; what is your capabilities to eliminate that backlog if you were given a blank check; and what is your budget. Mr. Townsley.

Mr. TOWNSLEY. Yes. I would be pleased to.

The backlog for Yellowstone in terms of capital improvements in construction would amount to about \$75 million. We would consider of that about \$7.8 million would be in short-term things we need, that would include some of the water systems I mentioned earlier, but not all of them.

In the midterm the things we consider necessary in the next 5 or 6 years approximately \$1.8 million, and then the long term, things we would hope to accomplish over the longer period, about \$66.4 million.

I think that's an interesting thing. Ira Whitlock mentioned today that the backlog for the national parks system is \$2.7 billion, or what would that be, \$2,700 million, we are not asking for much.

Senator HANSEN. Superintendent Kerr.

Mr. KERR. Senator, the development backlog of Grand Teton is approximately \$19 million and over 70 percent projects that of course, we couldn't do in 1 year nor even attempt. It's spread over the next 5 plus future years, and we have that broken out and I will be happy to submit that for the record if you would like.

Our operating budget in the past year was \$2.95 million.

Mr. TOWNSLEY. I should add then that the operating budget for Yellowstone this year was approximately \$5.8 million.

Senator HANSEN. The next question does refer specifically and exclusively to Yellowstone.

What is the condition—may I read through all of it and perhaps you might want to isolate each part of the question. There are several in it. What is the condition of the concession facilities in Yellowstone? Do you feel that capital improvements are needed? Is the concessionaire putting an adequate percentage of his profit back into the operation in Yellowstone? What is the value of the concessionaires possessory interest in the facilities within the park? And, finally, does the size of that interest complicate your ability to control the concessionaires activities and force him to reinvest his profit? How and why?

In order that you may have the benefit of this rather lengthy question, let me pass it to you. I will ask Mr. Webster to hand it to you. If there are questions in there you would like to refer to the records and submit later in writing, that would be fine.

Mr. TOWNSLEY. I would be pleased to make a general comment or two and then submit a statement to you if I may. [See Appendix I, Interior Department letter of January 2, 1976.]

Senator HANSEN. Fine.

Mr. TOWNSLEY. The first portion, do you feel that capital investments are needed? Yes, sir, I do. I don't know specifically the magnitude, but we will be working with the Yellowstone Park Co. and I hope very promptly but my requirements within the next 3 years to re-do the program that the National Parks Service expects of them in capital investment. I think that would be substantial. Our requests would be substantial. I think that I would at least recommend to the Regional Director, Regional Director Thompson, that much of that go into upgrading rather than new construction. I think the public will get more for their dollar and my feeling is it could be of more, it would be better for the concessionaire.

Second part of your question, is the concessionaire putting an adequate percentage of his profits back into the operation? I mentioned earlier the purchase of new buses. I mentioned the rehabilitation of some 30 odd rooms in the Old Faithful facility this winter. I think because of the fact that we don't have a permanent agreement of what they are required to do, under those circumstances I would say that the concessionaire is. When we reach that agreement, I think it's very important that both they and we do the things that are necessary promptly to get that development in so that it will be available to the public during the remainder of their contract.

What is the value of the concessionaires possessory interest? I cannot answer that. Be glad to supply that. I could not answer the next portion of the question. I am apologetic about not knowing it. [See Appendix I, Interior Department letter of January 2, 1976.]

Senator HANSEN. Yes.

Superintendent Kerr, could you see some relevance in those questions as they relate to Grand Teton? If you do like to comment, we would be happy to hear from you.

Mr. KERR. I think the relevance in the Teton with the concessions that we have, you know, we have, unlike Yellowstone, we have 26 concessionaires at Grand Teton which provides a different kind of situation than Yellowstone has, and they are constantly improving facilities more in the competition vein, I think, to a larger degree we are not faced with some of the same problems that John discussed this morning.

Senator HANSEN. Fine.

When Mr. Frisby was testifying, several questions occurred to me. He suggested that additional winter use, such as skiing and bobsledding be authorized. How dangerous are these activities in the geyser area of Yellowstone? Obviously that is a Yellowstone question.

Are there any plans for increasing winter activities, and how much will they cost?

Mr. TOWNSLEY. Senator, one of the tremendous things to see is that enormous caldron of plateau character that exists at Yellowstone. With the great mountain ranges really high around the park. In fact you have to go over Sylan Pass to really get into the interior. I don't know how one might develop bobsledding or skiing facilities in the park. I think my reaction would be that the snowmobiling in terms of active recreational activity is great. I would have some problems thinking the Yellowstone may be the place for skiing or bobsledding. I would want to be more thoughtful about that and will be delighted to talk to Bob Frisby about it.

As far as additional winter activity, I think the opportunity for viewing wildlife along the road, going up to Cooke City in the fall, particularly this time of year along the roads, still open, is literally phenomenal. You view wildlife in the snow. I suppose that could be considered winter activity in that sense.

I think we would do well this year if we could hold the level of grooming and other facilities through the park because of the dollars we have.

Senator HANSEN. I think you have probably already commented on this question, but just for the record would you care to comment again on the fish limitations, the 13 inch limitation 1 year in one respect and the 14 inch in another, were mentioned by Mr. Frisby.

Mr. TOWNSLEY. Certainly difficult when someone suggests you go 180° to be comfortable with that. I think it's kind of like during Jack Anderson's time when we took the bear problem and moved them and I think we are well on our way to some good bear management.

I think the conclusions of the biologists in this sense may be valid. Certainly Yellowstone Lake is tremendous, but the fishery is not unlimited in it. We do have the exotic species of fish and I would hope that we can bring public acceptance for this. It certainly is a very difficult regulation to enforce and hard for people to understand. And,

I would admit, sir, the first time I went fishing with one of your colleagues in the House, Congressman McDay from Pennsylvania, I am glad we had some meat along because every fish we caught was too big to keep.

As a user, I can certainly understand Bob's point and this is a difficult situation.

Senator HANSEN. If I could, off the record, say that's the biggest fish story I have ever heard.

Mr. Frisby raised some concerns over the possibility that the restrictions to motor vehicle use could unduly impair private family outings. Are you contemplating such a plan as has been instituted at Yosemite?

Mr. TOWNSLEY. Well, as I understand the Yosemite practice, automobiles haven't been eliminated. There are certain portions of the valley where they are not used and complimented by other transportation, whether through private enterprise or as in some of the other parks, through a Government program. I think we need to get on to certain aspects of public transportation.

I think it would be a very long time before we see anything suggesting the removal of the private automobile in Yellowstone.

Mr. KERR. I think the same applies in Grand Teton. We looked at mass transit in specific areas, for example, Jenny Lake in a development concept attempting to determine what we should do, what would be best for the future. We have discussed mass transit, excluding private vehicles from a specific small area, certainly not the entire park. And we haven't settled on eliminating private vehicles from Jenny Lake yet. That's one of the alternatives we have discussed.

Senator HANSEN. I am sure that one of the very real interests that Cody and Jackson and Dubois, all the gateway towns to these important park areas have in common has to deal with the future development plans for Yellowstone and Grand Teton.

I would ask each of you gentlemen to comment briefly upon how you think these future development plans would impact on these gateway towns around the parks. Could we hear first from you, Superintendent Kerr?

Mr. KERR. When the master plan was prepared several years, I might add that the final environmental statement is now available to the public with a press release this week, one of the main points in that plan was the gateway communities, Jackson being one and a number of other areas. The master plan called for a status quo on the development of overnight facilities which would encourage the gateway communities to develop along those lines so that they could handle the influx of visitors and that's still our concept, still our plan toward the future.

Senator HANSEN. Superintendent Townsley.

Mr. TOWNSLEY. I would respond this way. I think we are not looking toward a larger or more extensive road system. I think we are looking toward those built to a higher standard, so in terms of the future development, I think we are trying to maintain a good road system, the one you know in Yellowstone today.

I think the use of the park by snowmobilers in the winter has been well accepted. With all due respect to the comments of snowmobilers this morning, it would be my view it would not be wise to try to de-

velop an all year road system within the park. In other words, keep all the park roads open through the winter, and certainly in response to questions this morning that would be important. That would have a great effect on gateway communities. One can't prophesize, but that would be the opinion at this time.

I think the food services within the park will evolve as the American eating habits evolve. I hope we can keep some of the fine traditional restaurants and quality that has been, that national parks have been known for in their early years. I think we need to be responsive for people's desire for fast food services. I am not certain throughout the national parks that we have moved as rapidly as we could in that regard. I would be interested in working with our concessionaires that way.

I don't see where that would have real impact outside. Seems to me we are saying Yellowstone's been there a long time, its facilities have been there a long time and the general aim in the next 10 or 15 years see them much the same as they have been except I would hope the services are better and the facilities improved.

Senator HANSEN. Thank you very much. Mr. Parker and Mrs. Jendzrewski testified, and from their testimonies these questions seem indicated.

Are charges per person at the east entrance to Yellowstone higher than at other entrances?

Mr. TOWNSLEY. I am not sure that they are. This point has been raised and also in looking at this we will find out maybe an employee of a tour bus company or something else, but I have no knowledge that there are higher rates at one entrance or another, sir.

Senator HANSEN. Was park visitor safety protection adequate during the past summer? I think both superintendents can answer that question.

Mr. KERR. We have had a number of minor injuries, some fairly significant, people taken to the hospital, but the fatality rate at Grand Teton is zero and that's approaching 3½ million visitors, I would say it is adequate.

Mr. TOWNSLEY. I would say our safety program is a good one. I wouldn't want it to be more restrictive. I think that you impose, when a safety program becomes too restrictive you impose upon the opportunity for people.

You are very much saddened when you find a 3-year-old youngster has been scalded. This particular case, Heather Kenney, 3 years old was on a boardwalk apparently a new vent, steam vent, just popped near that facility. And she was very badly burned. We are pleased she is being released shortly from the hospital.

So we do have to have a constant and continuing concern about the people in the thermal areas and that would be high on my agenda.

This year we had the two incidences where people were mauled by grizzly bears. I think it was a sign of the times and a sign of the people's recognition of relationship between man and bear, that the young Frenchman who was mauled said that he didn't want anything to happen to the sow and two cubs. I think that's great. We are delighted about that.

We do have to work with safety as an ongoing thing, but I don't want people not to come to the park either.

Senator HANSEN. Would it be beneficial to keep the visitor center open later in the year? Do you have funds to do this?

Mr. TOWNSLEY. I do not have any funds in my opinion unless I chose to eliminate some other services. It would be beneficial.

I think coming over here the other day, Senator, and watching two young, immature eagles eating a duck a few yards from the roadway, seeing moose and elk and bison that right now is one of the great times and in my time here I hope we can encourage more use in the fall. I hope we can find a way to open our facilities. I think it offers a great potential for the business people of Cody and other park communities, but right now in Yellowstone the greatest wildlife displays are in progress and sadly in some ways so many people have come and gone and didn't see them. I think our great opportunity is in the fall, and we do need to better ourselves or we need additional funds to keep our facilities open longer.

Senator HANSEN. I was just thinking in that regard, obviously most families with young children, youngsters have to restrict, by virtue of the requirements of school, their vacations to the summer months so-called, but could it be that an explanation of what could be offered in the way of ease of movement and the avoidance of crowded conditions perhaps better service if some groups, older groups, tours particularly, were to be encouraged to come, maybe not in the spring, I know that's kind of a tough time, but in the fall. I am wondering if a little bit of advertising or pointing out to different tour groups the advantages of seeing the park in the fall after the schools are reconvened might not result in a spreading out and making longer utilization of what you all have to offer. Would that be indicated? Maybe it's being done for all I know.

Mr. KERR. I think it's being done to a degree and throughout the country the park service has seen an extension of the season, not the traditional June, July, and August but there is a greater extension into the fall in this particular area. Where I was before in southern Utah the season extended from mid-March to the first of November.

I think one of the significant things that might add to an extended season has been discussed in a number of States, starting schools on a year-round basis, a quarter system that would provide for kids to go to school and be out at alternating times.

Senator HANSEN. I would agree.

Mr. TOWNSLEY. I think we need to get people in the mood if they would come during that time of year they may or may not have good weather. That would be a risk you take. If you come in the middle of the summer, the risk you take you know you are going to have 100 percent of crowded conditions, you are going to have to share it with a lot of other people. I think we can do much.

Of course, that's the same problem we have had in trying to get people to go to the parks that are not so heavily used, perhaps an extension of that and I think it's a very fine idea.

Senator HANSEN. Thank you very much. I think that completes the questions.

Let me—this has just been handed to us, Mr. H. R. Doerr, spell that D-o-e-r-r, I saw him here earlier, perhaps he is till here. Yes. I see him back there.

This communication is addressed to the National Park Service from the outfitters and horse users of the Cody County Chamber of Commerce. Subject, request for loading ramp at Pilot Butte Trail Head.

It is respectfully requested that the park service consider a horse unloading ramp at this trail head. The location is quite heavily used by horse people from the Cody area. The siding is very narrow and has no facilities. The present condition creates a hazard for both the public and the animals. A built-up ramp on the east end of the parking area would not be costly but would eliminate the tensions of the situation.

This is signed by H. R. Doerr, president of the Cody County Chamber of Commerce and that will be made a part of the record.

If I may now, let me ask Supervisor Mumma of the Shoshone National Forest to join you gentlemen at the witness stand and if he is—I see him. Have a chair, there, Mr. Mumma. We would like to have maybe a summary of the fire panel that was of such great interest down in Jackson. Now I appreciate there is not a similar concern here but I think for the record it might be helpful and we are delighted to have you here, sir. If we could have, just have a little recap of that possibly, if I may suggest you might kick it off, Superintendent Townsley, I think you have some maps that will be of interest and perhaps those of you who are in the back of the room may want to move forward a little bit in order to more clearly see these maps. I have seen them. Those of us here at this table have seen them, so that we will present it for the benefit of you in the audience.

You need a pointer?

Mr. TOWNSLEY. I don't think so, sir.

Senator HANSEN. You are tall enough to reach up there, are you?

Mr. TOWNSLEY. We very shortly will be recommending to Mr. Townsend, the office of the regional director, a program which will establish the majority of Yellowstone Park as a natural burn area.

In coming here and being new, one of the first questions I had was what has been the history of the fires? The chief ranger and his staff had a great deal of good information. But there were four things visually, I thought were significant to me and I would like to share them with this group. The first is if we go back from 1911 as far as we can find any trace of fire, whether that's 200 years or 300 or 400, I don't know, but through the use of aerial photographs and other material, this appears to be a map of the fires that we can identify that occurred before history and before white man's history in Yellowstone.

The park is some 2¼ million acres in size, and you can see from this map it didn't all burn during the period we can date back. Our foresters feel it probably would take between 1,500 and 2,000 years for the entire park to burn one time as it was traditionally. In some areas it would burn more than once and some not at all.

This next map shows the fires from 1911 through 1975. I think it's important that we really haven't had much impact on wild fire up until World War II and you still see some pretty big fires dating back in the 1930's, 1940's and 1920's.

This last year—well, since 1972 forward these two areas are designated as natural burn areas and you can see there have only been a couple fires. One of the points that I tried to make, one of the points I wished to share when we were at the Jackson meeting was this fire

that we let run down at the head waters of the Southwest Arm, the Trail Creek Fire, burned about 580 acres and with a little bit of help we stopped it in one or two places. We spent about \$21,000 in suppression costs there.

Up here, on the west side of the Gallatins, there was a fire the same year that ran about 450 acres we worked hard at suppressing and spent about \$450,000 doing that.

I think the historical evidence suggests the wind patterns tend to go to the northeast that we can be fairly comfortable that a natural burn plan in Yellowstone is a very viable concept. I think we are going to go through a period of 20 or 30 years gaining acceptance for the fact that lands need to burn in order to go through its natural process.

So I think we have two problems, one, the biological problem and I think I am very comfortable with that. I think we are going to have to be sensitive to the people problem, that smoke and people looking at fire all these things traditionally we have been led not to be with.

I might say that with this policy after our regional director approves it, if he does, that there will be very careful analysis of each fire and its conception to determine what action we should take and not take, and it is not to say we will simply let a fire run all through Yellowstone.

At this time we would propose that all of the area not covered by the hatched area would be lands where we would evaluate each fire with the idea it might run. You can see by this we have a concern for the land outside of the park and would be working with each forest supervisor to determine mutual practices on that basis. We would anticipate fires running out of Yellowstone. Down here you don't see that. It is very close today to the Teton Bridger forest and the Reed Jackson in our practices in and out of the park on the lands of the national forest and the lands within the park will be almost identical.

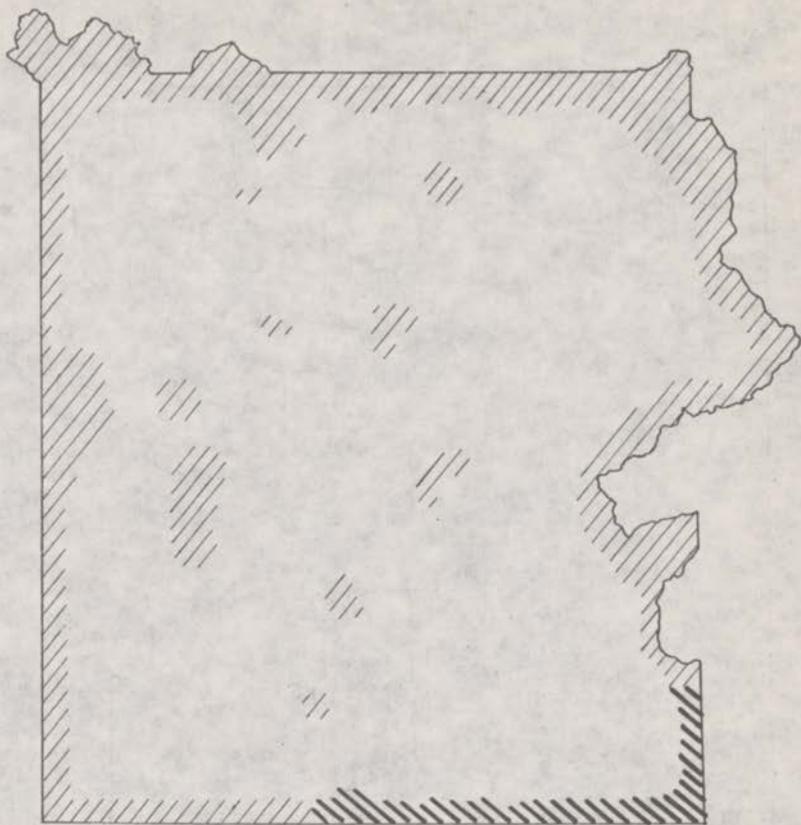
You also see within the developed areas we have places excluded. We would not permit a natural fire to burn so as to be a danger to facilities, human life or resources or other things like that.

I will put these maps over, but it's an interesting history, Senator, it's not full or accurate totally, but gives some impression.

Senator HANSEN. Thank you. For the purpose of the hearing record, could the Park Service provide the committee with a reduced copy of the maps so that those reading the map can see what the superintendent is referring to?

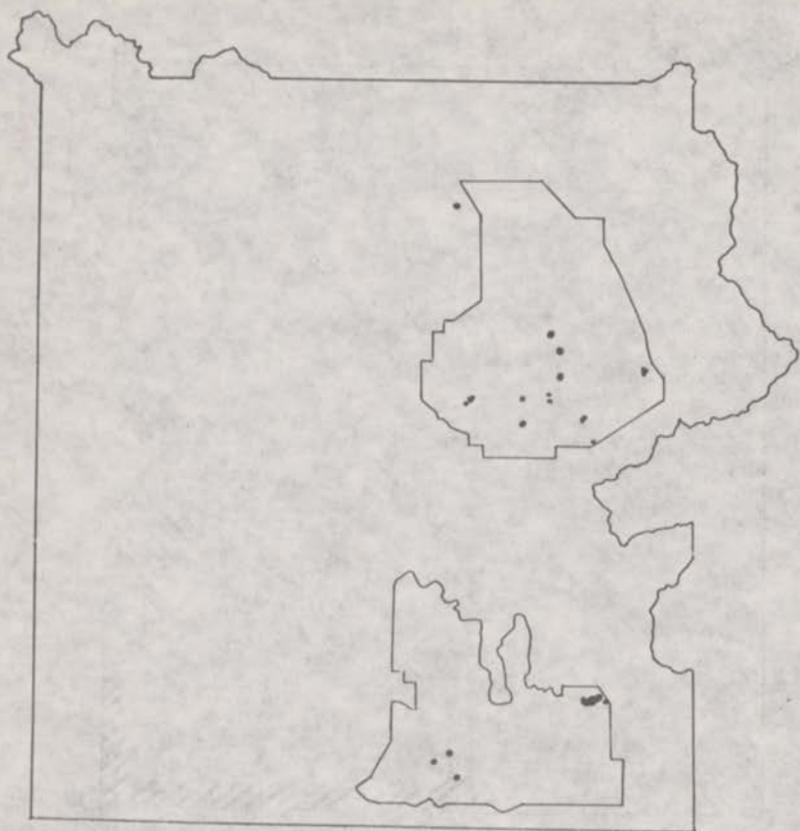
Mr. TOWNSLEY. Be pleased to do that.

[The maps referred to follow:]



THE SHADED AREAS OF THIS MAP REPRESENT ZONES WITH USEFIELD ACREAGE AND BOUNDARIES. THEY FUNCTION ONLY AS VISUAL OR PICTORIAL REPRESENTATIONS OF A CONCEPT.

SUPPRESS FIRES — 
COOPERATIVE ZONE — 



NATURAL FIRE MAP

NATURAL FIRE BOUNDARIES ESTABLISHED IN
1972-----ALL NATURAL FIRES 1972 TO THE
PRESENT-----



PROJECT FIRE MAP 1910 TO 1975

SUPPRESSED FIRES GREATER THAN 30 ACRES—NATURAL FIRES GREATER THAN 30 ACRES—



FIRES PREVIOUS TO 1910 EVIDENT ON AIR PHOTOS

Mr. KERR. Senator Hansen, at Grand Teton we have a fire vegetation management plan that has been approved, the subject of several public involvement meetings a year or so ago. The plan basically is broken down into three districts, we have the area where natural, lightning fires will be permitted to burn. This area runs from Berry Creek on north along the west side of Jackson Lake and Jenny Lake on down to the south. This area covers around 123,000 acres of the park, about a third of the park.

In 1974, of course, we had the Waterfall Canyon fire where total acreage burned was about 2,500 acres. This was the fire that got national publicity a year ago.

The second area of the park is an area of about 22,000 acres that where a determination will be made each time a lightning fire occurs as to whether it is to be suppressed or not. If it's in the middle of the summer within high visibility of a number of visitors or burning conditions are such that it would spread beyond the 22,000-acre area, we would suppress it. If it was late in the fall when visitation was light and conditions were good we would probably let it burn.

The third area covers about 133,000 acres of the park and this is in an area where total fire suppression would be carried out much as it has been over the past 25 years.

This past year, as an example, we had about 12 forest fires in the park, lightning fires, and man caused fires, 2 of those burned in the natural burn zones. They probably burned about 2 weeks. As far as we can determine they burned a single tree in that length of time. The conditions weren't just right, which is the condition more often than not.

Large fires in the Grand Teton National Park area are not uncommon. During the period about 1858 to 1879, there was a considerable amount of the Jackson Hole area burnt off by natural fires. In fact it was so smoky when Jackson was there to take pictures he couldn't take any because of the smoke.

Smoke is the cause and I think that was probably the major issue a year ago, probably more than the fire itself.

We've instituted an intensive research program in the Waterfall Canyon fire area and not to our surprise, in fact, it was what most of us expected who have been involved in fire at all, both the small and large mammal, vegetation, and whatnot is making a good recovery. We had a good growing season this year, which has greatly helped the vegetation, the conifer seedlings, hardwood, and whatnot are coming back very nicely.

I might add that a fire like this greatly increases the browse for large mammals.

We had a fire in this same area in about 1933; escaped from a CCC burning project. If you walk into it now you are in an extremely healthy forest. The trees are 15 to 20 feet high and hardwood. The elk browse and are quite prevalent and you see a lot of signs of large mammals.

Our fire vegetation management plans complement a plan under consideration for the Targhee National Forest on the west and also the Bridger-Teton National Forest on the east which will probably have a similar plan to ours in effect next summer.

Senator HANSEN. Supervisor Mumma, we are very pleased to have you here.

Would you care to make any overall observations?

I know you have wilderness areas to manage and timbering practices that sometimes have been followed by controlled burning. We would be very pleased to hear you comment on this.

Mr. MUMMA. Thank you, Senator, members of the committee and interested individuals, it is a pleasure to speak with you a bit about fire. Rather than go into any lengthy dissertation about the philosophy of fire management I might just provide you a brief overlook of the forest and how the fire management activities are taken place. Now, the Shoshone is a large forest, as mentioned earlier, it's the first national forest established, about 2½ million acres in size. Of this amount approximately 1 million acres are either in formally designated wilderness or primitive acres. With this in mind, there is a vast amount of undeveloped country. It's interesting to note when you compare, for example, the type of terrain that is present in Yellowstone National Park with the type of terrain in and vegeta-

tion that exists on the Shoshone National Forest, I think you could generalize, and I will just do that.

The Yellowstone Park is primarily located on a high plateau that is densely covered with lodge pole pine forest. That is an over simplification. Contrasted with the type of forest and terrain on the Shoshone, there are over 140 glaciers, the largest of which is 2 square miles in size, over 20 peaks of elevations over 12,000 feet. Very steep, rugged, rough topography, numerous talus slopes, snow fields interspersed and bisected by drainages.

So, the pattern I am trying, the picture I am trying to portray is one in which, as opposed to the relatively level country of the park, Yellowstone Park, this is extremely steep, and rugged terrain on the Shoshone. There is extensive timbering on the Shoshone.

Now, in essence the fire management historically has amounted to approximately 30 fires per year, some have been very large and disastrous fires, some of which have claimed human lives, the most noteworthy, naturally, being the Blackwater fire up the Northfork of the Wapiti Valley, near the east entrance of the park. The records show that approximately one project or larger, over 100 acre fire occurs per year.

The type of vegetation which appears in most of this back country is isolated patches of timber which are interspersed by parks, alpine tundra and the snow and rock fields as I mentioned earlier. This in itself prevents the large fires from occurring over much of the area. We do have some concern, and if you will really look at the maps on the far wall there, nearly all of the eastern boundary of the park is adjacent to our western boundary and there are wilderness and undeveloped counties in that particular area as well as highly developed ones. The two most prevalent being the North Fork of the Shoshone of the Wapiti Valley and that area as you come from Cooke City and back into Sunlight Basin and the Clarks Fork of the Yellowstone River.

In these areas we have got very active and intense fire control efforts. Superintendent Kerr mentioned earlier we meet twice a year with the greater Yellowstone administration and for about the past 5 years we have been explaining the philosophy that relates primarily to the north and the south half of the Shoshone. And what this does is evaluate fires that have occurred in the area, the potential for spread. And it's developed the amount of recreational residents or campgrounds, et cetera, that have been provided in either North Fork or South Fork in addition to summer homes, et cetera. When fires do occur in the highly developed areas immediate fire suppression naturally does take place. In the back country, on these isolated patches of timber, close scrutiny is given whether to proclaim the fire or whether it is contained through the natural features of the terrain.

Just briefly, in a nutshell, that's our fire situation. We do work closely with both the parks and fire management people.

Senator HANSEN. I think there has already been some comment on wildlife and the role that natural burning plays in the wildlife survival and life.

Would you gentlemen comment on what the effect of these natural occurring and permitted to burn fires will have on fish and on streams?

Mr. KERR. Some of the research that we have conducted this past

season on the Waterfall Canyon fire have indicated, in this particular instance, that neither the stream, these streams didn't happen to have any fish population, but the streams were not polluted because of the fire and some of the streams ran across the area that was burned.

On quite extensive fires, of course, it would have an effect on the water quality and the fish population both. In the Waterfall Canyon fire, for example, where the fire was confined primarily to a ground fire it did very little damage even to the vegetation, other places it crowned out and burned quite severely, which is normal in this type of a situation.

We also experienced on this particular fire burning of the vegetation on some of the steeper slopes where the fire ran up 9,000, 9,500 feet in elevation.

Mr. TOWNSLEY. I would understand from the biologists in Yellowstone there are certain kinds of fires, and I think these would be less than a total type of burn where you might lose everything other than the mineral soil, that the fires could be very useful in supplying nutrients.

I don't fully understand all that I am saying, I am repeating here, but that the nutrients that would be fed into the stream would add value to the food base for fish.

In the case of that Trail Creek fire, we think that would extend on into the lake itself. I couldn't speak to it in terms of large fires over large areas.

Mr. KERR. The nutrients are also added to the soil, I might add on to what John was saying, more readily, so long as it isn't quite intense heat.

Mr. MUMMA. I think when you relate impacts or associations of fire with wildlife it is important to point out you are effecting not only the animals that inhabit the land but those that inhabit the water, as indicated by your question. One of the most sought after and desirable habitats from most animals standpoint is one which has a better vegetation mosaic. That is to say that you have different ages of trees in small arrangement, different types of trees as well as the age structure interspersed with water and cover. This is what you would get when you have small fires that occur periodically over a large period of time.

This is also beneficial from a fishery standpoint as opposed to the consequences of a large nasty fuel build up which can occur over a period of time in which you would rather than preventing the large fires from burning and you get this tremendous accumulation of fuel and provide the opportunity for a holocaust to occur. If you get a fire that get into thousands of acres and it is extremely hot and fast, as the fires do in this country when they are pushed by extreme wind, the detrimental effect of the downstream water users and the fish can be very great.

Senator HANSEN. Gentlemen, thank you very much. I think—

Mr. KERR. I was asked—to get crossways in the record, I better straighten something out.

Yesterday I referred to the fire in Jackson, the Waterfall Canyon fire was 3,500 acres, that was the exterior of the fire, the actual burn was the 2,500 acres I mentioned this afternoon.

Senator HANSEN. I want to express my appreciation again to Regional Director Thompson for being here. Would you like to make

any observations before we close down this hearing? If you would, we would certainly be happy to have you.

Mr. THOMPSON. No. I think we have heard enough talking. I appreciate the opportunity to be here and your taking the time to come out to share the information to take back to Washington and put to good use.

Senator HANSEN. I would like to thank the representatives of the various field agencies who have appeared both here and in Jackson for the effort in preparation that has preceded your appearance. All the staff has been extremely helpful, the technician who handles the audio equipment over here amazes me how he is able to pick us up. I must say he has great expertise.

Before we officially conclude these hearings, let me ask is there anyone in the audience who would like to make a statement before we adjourn the hearing?

I say again that if anyone here or not here would like to submit a written statement the hearing record will be kept open for a period of 2 weeks in order to accommodate those who may prefer to express a written opinion.

I would like to thank the city of Cody for the effort it has gone to in making things so comfortable and pleasant and convenient for us here and to all of you participants, and especially to the junior high civics class. We thank you very much for your presence.

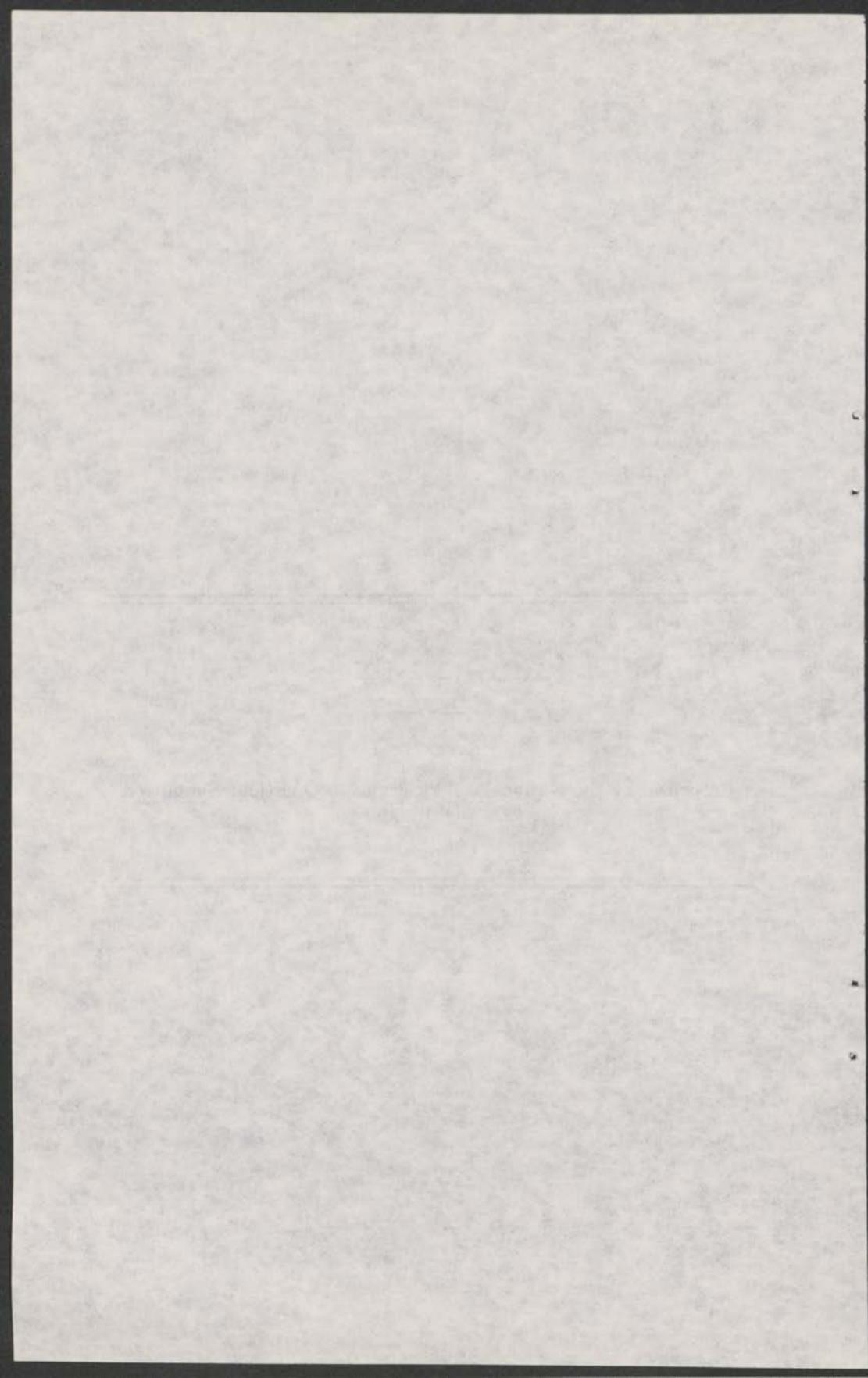
If there is nothing further to come before this hearing, the hearing is closed.

[Whereupon, at 4 :28 p.m., the hearing was adjourned.]

APPENDIXES

APPENDIX I

Responses by the National Park Service to Questions Submitted
by Senator Hansen





United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

A3815-LS(RMR)

JAN 2 1976

JAN 3 1976

Honorable Clifford P. Hansen
United States Senate
Washington, D.C.

Dear Senator Hansen:

We are pleased to provide the answers to the questions contained in your letter of October 22 concerning the oversight hearings on Grand Teton and Yellowstone National Parks. The answers are given in the same order as asked in your letter.

1. From early May to mid-October a representative from the U.S. Public Health Service is in residence in Yellowstone for the sole purpose of inspecting concession food handling facilities and training food handling employees. In addition, he provides training for members of the Park Ranger staff, who, in turn, makes inspections of concession facilities. The Superintendent, Assistant Superintendent of Special Services, and Assistant Superintendent of Operations, make frequent unscheduled inspections of various aspects of concession operations. This is accomplished on the basis of sampling meals at various eating establishments, staying overnight in a variety of overnight accommodations, and providing walk-through inspections of food handling operations. The National Park Service structural fire chief also conducts periodic inspections of concession facilities for fire and safety hazards.
2. (a) Most, but not all, of the Yellowstone Park Service Station facilities are adequate. Thumb and Fishing Bridge should be removed. Lake should be replaced at a site on the new entrance road.
 - (b) Although old, most of the Hamilton Store facilities are adequate.
 - (c) Many of the Yellowstone Park Company facilities, constructed 50-75 years ago, are in need of major rehabilitation and removal in some cases.
3. Capital improvements are needed primarily in the eating establishments and lodging facilities to update and modernize the older facilities built from 50-75 years ago.

4. The Yellowstone Park Company concession contract requires the concessioner to expend \$300,000 annually on repair and maintenance. A recently completed audit verified the fact that the company has exceeded this amount consistently with an average annual expenditure for the years 1969 through 1973 of 7.14 percent of its gross receipts. In 1973 and 1974, the hotel and motel industry average, as reported by Harris, Kerr, Forster and Company, was 4.9 percent, while the average for 1975 reported by Laventhol and Horwath was 2.5 percent. In an area subject to severe climatic conditions, such as Yellowstone, maintenance costs can be expected to exceed the industry average. However, based on the foregoing, it can be concluded that the Yellowstone Park Company is expending an adequate proportion of its income on maintenance.

5. The possessory interest of Yellowstone Park Company at Yellowstone National Park as of December 28, 1974, is approximately \$6.8 million.

6. The "Study of National Park Service Concessions Management" which was transmitted to the Honorable Henry M. Jackson, Chairman, Committee on Interior and Insular Affairs, United States Senate, on May 15, 1975, covered this issue in general terms. Recommendation 1 of this study states:

"*** the Park Service is discouraged from terminating concession contracts where large possessory interests are at stake because either new concessioners with sufficient investment funds may not be prepared to come forward due to a history of unprofitability of the operation or other factors, or, appropriated funds are not available to the Park Service to compensate for the possessory interest."

7. GRAND TETON: The budget is insufficient in permanent staffing authority. Twenty-six less-than-full-time (i.e., seasonal or temporary) positions should be converted to full-time permanent positions through budget authorization. Additional funding needed to effect the conversions, if authorized, is \$31,100. Otherwise, the present budget is sufficient to sustain the needed level of operations, but must be raised in following years to match the rise in the consumer price index. Increased future visitation may also require commensurate budget increases if the level of resource protection and visitor services is not to be decreased. If price-index increases are not matched, public services such as snowplowing, campground operations, interpretive services, and back-country use may have to be curtailed.

YELLOWSTONE: A July 7, 1975, study details funding and personnel requirements to meet full maintenance standards. The full requirement is \$5,204,500. Present funding is \$3,170,100, leaving a current deficiency of \$2,034,400. Of this total amount, the most serious of the deficiencies have been further analyzed--the core deficiencies amount to \$1,252,000. The foregoing deficiency amounts have never been funded. However, essential funding reductions caused primarily by the higher cost of supplies and materials have resulted in the following operational cutbacks:

1975 Fiscal Year--Curtailment of maintenance operations for trails, aggregate crushing, bituminous plant mix, resurfacing, seal coat, sign shop, and road patching, \$65,500.

Delayed campground opening, \$8,000.

Curtailment of building maintenance involving crafts service, \$17,000.

1976 Fiscal Year--Fund cutback for major road maintenance, general crafts operations, picnic area closures, and reduced campground operations, \$119,000.

Thus, \$209,500 is needed to restore budget cutbacks. Added to the core deficiencies, total funding needed to obtain core operational standards is \$1,441,500 annually.

8(a). **GRAND TETON:** The development backlog is \$12,275,000.

YELLOWSTONE: The development backlog is \$75,663,000.

Lists of projects for both parks are enclosed.

8(b). **GRAND TETON:** 1976 fiscal year, \$59,000 for float landing facilities and refurbishing of certain Leek's Lodge facilities.

YELLOWSTONE: 1976 fiscal year, \$127,000 for concessioner road resealing, entrance road sealing, and minor sewerline connections.

8(c). **GRAND TETON:** \$289,000 in Planning and Construction (P&C) and \$3,459,000 in Roads and Trails (RET) construction to accomplish eight projects covering final surfacing on 29 miles of visitor roads, curbs and gutters, trailer canopies, and hazardous tree removal, including surveys and preliminary and final designs. Additionally, if \$595,000 in P&C project planning and \$260,000

in R&T project planning were provided in the 1977 fiscal year, then \$2,695,000 in P&C and \$1,136,000 in R&T construction funds could be obligated in the 1978 fiscal year. Similar increments for both Project Planning and Construction could be used in following years.

YELLOWSTONE: \$2,275,000 in Planning and Construction and \$1,468,000 in Roads and Trails. However, funds for the Gardner River high bridge, \$1,803,000 Roads and Trails Construction, a high-priority reconstruction project of an emergency nature that we have been attempting to program, but for which funding is not assured, could be used. This bridge is near Mammoth Hot Springs, and is a vital link in the primary visitor-circulation road system. The funds indicated above cover 16 projects besides the bridge, including a standby power system, entrance station developments, minor water system improvements, several road improvements, laundry-washhouse buildings, a snowplowing operations base, and a maintenance base, including surveys and preliminary and final designs. Additionally, P&C Project Planning funds of \$1,208,000 could be used in fiscal year 1977 for construction projects of \$5,276,000 in the 1978 fiscal year. Similar increments could be used in following years.

The above-mentioned projects for both Grand Teton and Yellowstone that could be designed and built within this fiscal year do not include all high-priority projects. The named projects are relatively simple. Those needing intricate planning and design, as well as environmental clearances, require extensive lead time. It is some of these projects which would be started with the project planning funds mentioned as usable in the 1977 fiscal year.

9. There were 15 picnic areas closed during the past summer. Two of these were reopened during the summer to meet visitor need situations, but the rest remained closed throughout the summer. The closures were due to the need of reducing workload to match reduced work force. Increased costs of supplies and materials, particularly fuel, resulted in an effective decrease in maintenance funds.

10. From the maintenance standpoint, appropriations have not been keeping pace with the increased cost of equipment, supplies, and materials. As a result, we have been operating under a deferred maintenance program, making minimum repairs as needed to provide for visitor safety and to

prevent major deterioration to the roads. An additional \$450,000 is needed annually for resurfacing and chip-seal, plus \$110,000 for striping, drainage structures, drainage cleaning, patching, signing, etc., for a total of \$560,000 annually. Although 175 miles of road could be repaired and rescaled this fiscal year for \$2,250,000, a program of \$560,000 annually would achieve the same result in a more orderly fashion.

From the construction standpoint, appropriations have also been low. Of the more than 400 miles of road in the park, 195 miles needs to be rebuilt to better, safer standards, at an average cost of \$150,000 per mile. This work would have to be spread over a period of years to prevent total disruption of visitor use and traffic flow. This reconstruction can be phased into segment projects of approximately 20 miles with an estimated cost of \$3.0 million per year. This would be a long-range project requiring about 10 years to complete.

The \$560,000 additional annual maintenance funds mentioned above are needed regardless of the construction or reconstruction program.

11. The subject is more complex than first meets the eye. With the evolution of transportation needs by the general public, public transportation to the parks has taken on a new importance. Yellowstone Park Company advises the rate of \$7.50 per person, per trip is based on a comparable rate that would be charged for the same service if the visitor rode the company's bus over the same route. The company further contends that should the rate be reduced, tour companies would be undercutting Yellowstone Park Company by an inequitable charge. We do not feel, however, that the \$7.50 per person, per trip rate is an equitable charge. An evaluation is currently in progress to make some adjustments in this figure and provide alternate means for protecting the concessioner's transportation rights while providing assurance of adequate service to the public at reasonable rates.

12. The current lower age limit for snowmobile operators is 16, on the basis that is about as young as most people can obtain a driver's license in nearby States. In many respects operation of a snowmobile on park roads in Yellowstone is similar to operation of vehicles on a roadway in the summertime due to the extensive traffic involved. However, we have currently proposed a change in age limits to permit people between 12 and 16 to operate snowmachines if under direct visual supervision of a parent. We feel due to the many snowmobiles that use the

road along with snowcoaches at relatively high speeds that the potential for tragedy is considerable. Regulations so far have kept serious accidents to a minimum, but with many vehicles now traveling to more remote areas of the park where patrols are scarce and evacuation equipment is limited, serious accidents could result in tragedy. We believe that our current proposal is valid.

13. Campground rates in Yellowstone are set to be somewhat comparable with rates for similar facilities in adjacent areas. Yellowstone and Grand Teton meet twice a year with the five surrounding national forests to discuss items of mutual interest. Annually, the subjects of campgrounds and related facilities are discussed. Related facilities include such things as horse use, trail use, and snowmobile use.

14. In 1971, the Utah Parks Company indicated it no longer wished to operate the concession facilities at Zion, Bryce Canyon, and Grand Canyon (North Rim) National Parks and subsequently donated the facilities to the United States. In 1972, the decision was made to phase out lodging accommodations at Zion at the end of December 1975 and those at Bryce Canyon at the end of 1977. The facilities on the North Rim of Grand Canyon are to continue until the end of 1982 when the need to continue lodging facilities is to be reevaluated.

Before making the 1972 decision to phase out lodging facilities, we carefully studied the needs of visitors to Bryce and Zion, taking into account the overnight accommodations which existed outside the parks in the towns of Springdale, Utah, located at the mouth of Zion Canyon, and Panguitch, Utah, located outside of Bryce Canyon, that could reasonably be expected to meet these needs or that could be developed with sufficient notice. The decision reached was in keeping with our policy that the parks will provide, through concessions, only those commercial facilities and services necessary for such use and enjoyment and will be consistent to the highest degree with the preservation of park resources. The determination to phase out concession facilities is made only after analysis of many factors involved, including economic impact, compatibility with park use, and the physical condition of the facilities. Each park must be treated as a separate case study.

The Service subsequently issued a prospectus inviting offers from private industry for the continued operation of facilities at all three parks on the basis of that decision. TWA Services, Inc., submitted the best offer, and on January 1, 1973, the National Park Service entered into a contract with TWA Services, Inc., for the operation of lodging accommodations in Zion for 3 years and Bryce Canyon for 5 years.

The operation of food service and curio facilities at those parks was to continue for the full 10 years of the contract (through December 31, 1982), as were all facilities on the North Rim of Grand Canyon.

As a result of public interest, the National Park Service contracted with the University of Utah, Bureau of Economic and Business Research Department, to study further the economic impact and other factors related to the decision to phase out lodging facilities at Zion. Upon completion of the study, public meetings were held in September at several Utah locations. In response to the public input, we are proposing to continue the lodging facilities at both Zion and Bryce for a period of 7 years to allow time for adequate visitor facilities to be developed at nearby communities. During this period, a continuing study will be made as to whether visitors can be accommodated within the parks without seriously eroding the natural qualities which the parks were set aside to preserve.

The Service has no policy to eliminate overnight lodging within units of the National Park System. The Service will continue to provide, through the use of concessions, those commercial facilities and services within the parks necessary for the visitors' use and enjoyment of the park.

15. The figure 3,300 pillows was used in the master plan to reflect the status quo which has been maintained since the figure was placed in the plan. Pillows can change slightly from year to year even though the facilities do not. There are and have been since the drafting of the master plan approximately 2,500 rooms available to the public.

Sincerely yours,

Director

enclosures

HENRY M. JACKSON, WASH., CHAIRMAN
 FRANK CHURCH, IDAHO
 FRED MICHAEL, MONT.
 J. D. DUNN, TEXAS
 JAMES H. EASTMAN, S. DAK.
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 CLIFFORD P. HANSEN, WYO.
 JAMES B. HARTFIELD, OHIO
 JAMES A. MCCLOSKEY, ILLINOIS
 DWAYNE F. RANKIN, CALIF.
 PROGRESSIVE TRAINING, SPECIAL COUNCIL, AND STAFF DIRECTOR
 WILLIAM J. VARNNEY, CHIEF COUNSEL

United States Senate

COMMITTEE ON
 PETITION AND INSULAR AFFAIRS
 WASHINGTON, D.C. 20510

October 21, 1975

Honorable Gary Everhardt
 Director
 National Park Service
 Interior Building
 Washington, D.C. 20240

Dear Gary:

Thank you for the cooperation extended by your Regional and Park personnel in our field hearings last week on park management problems. Although relatively new in their assignments, Supervisors Townsley and Kerr acquitted themselves extremely well as witnesses and I think that the Park Service will show up very well in the hearing record. I also was pleased that Lynn Thompson and Lia Whitlock could be with us to share in the benefits of the public participation that these hearings provided.

Wyoming State Forester Carl Johnson couldn't be present for our panel discussions of fire control policies in national parks and forest wilderness areas, but he did mail in the enclosed statement for the hearing record. Since he raised some specific questions and made some suggestions that could round out the record of these panel discussions, I would appreciate receiving your comments on his letter for inclusion in the record. Please send them directly to Jia Poline, with a copy to my office.

With all good wishes,

Sincerely,

Clifford P. Hansen
 U. S. S.

CFH:mv
 Enclosure
 cc: Jim Beirne



OCT 16 1975

Commissioner of Public Lands and Farm Loans

STATE CAPITOL BUILDING

CHEYENNE, WYOMING 82002

October 9, 1975

PLEASE ADDRESS REPLY
TO THE COMMISSIONER

The Honorable Clifford P. Hansen, U.S.S.
3229 Dirksen Senate Office Building
Washington, D. C. 20501

Dear Senator Hansen:

I wish to submit for the record the following remarks concerning controlled fire within our National Parks.

It is agreed that naturally caused fires, as well as insects and disease, have been nature's methods of harvesting the forest. Since man has assumed control and protection of forests for both his material and aesthetic benefits, truly natural conditions are difficult to find.

As a result of protection systems, synthetic conditions now exist in the National Parks. Concepts used to hopefully increase available vegetation for wildlife use, have been to allow naturally caused fires to burn uncontrolled in certain selected areas and to introduce man-made fire into Park ecosystems.

The National Forests are introducing fire into their multiple-use management areas and have also developed a "let-burn" policy in certain selected areas of the National Wilderness System. They have achieved many of the goals that the National Park Service have stated will occur in the Parks should their management plans be accepted.

The U. S. Forest Service also has another vegetative management tool that is much more effective than a let-burn or a controlled burn system. That is the ability to harvest the forest on a sustained yield basis. This system has perhaps done more to accomplish proper vegetative management while providing necessary wildlife sustenance, that is desired in the National Parks. Actually, while clear-cutting may be distasteful to many, it is a method that replaces fire in our forests, but does not create the high costs of control and the potential erosion conditions following fires. Harvesting also provides the many beneficial uses of the wood for the needs of man.

In considering prescribed burning in the National Parks, I believe the problem must be examined from several aspects.

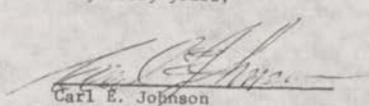
1. Will prescribed burning attain all the benefits presented in a plan?
2. Should a combination of harvest methods be used, such as thinning in decadent, insect killed, or windblown stands, with proper clean up

- and burning to obtain both vegetation for wildlife and safety in areas used by the public?
3. Will broadcast burning create more heavy fuel than is destroyed? Lodgepole pine and spruce-fir stands do not include fire resistant trees, therefore, the trees killed will topple over sometime in the future. That will result in a "jackstraw" effect that will exist for years and can effectively preclude wildlife use of the area. This may produce such a serious situation that it will be necessary for the Park Service to let the light fuels accumulate, then reburn the area, with possible serious soil erosion. In the high elevations of Western Parks almost a sterile soil condition could result. Perhaps it would be easier to change Park Service vegetative management policy than to permit an action that possibly would create an intolerable situation lasting for many generations.
 4. Will controlled burning weaken trees so that they become susceptible to insect and disease attacks and again eliminate the pristine condition that we are all striving for in our National Parks?

It is my opinion that we do not possess the answers to many questions. If an answer isn't available, then the National Parks are not the place to conduct research. I believe answers should be obtained in a nearby National Forest where, if the research effects would not be conducive to Park Service management, or if resource damage occurs, the results can be quickly repaired using man-made methods.

I urge the Congress to make certain that the steps proposed will actually bring about the desired effects. If the Congress believes that immediate vegetative manipulation is necessary for wildlife survival, then a new concept should be introduced in National Park management which will permit limited, stringently controlled harvesting. This is not too "far-fetched" since clean up of windthrown trees was permitted in the very near past.

Very truly yours,



Carl E. Johnson
State Forester

CEJ/be



United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

IN REPLY REFER TO:
Y22-MN

NOV 14 1975

Mr. James P. Beirne
Special Counsel
Committee on Interior
and Insular Affairs
United States Senate
Washington, D.C.

Dear Mr. Beirne:

The Honorable Clifford P. Hansen, United States Senate, has asked us to reply directly to you concerning his letter on behalf of Carl E. Johnson, Wyoming State Forester, concerning the fire management program of the National Park Service.

It is the mission of the Service, as mandated by the Congress, to conserve the areas of the National Park System in their most natural condition for the use and enjoyment by all people for now and in the future. This means it provides for recreational use, nonconsumptive wildlife observations, and nature studies. In some cases parks are provided also as natural watersheds for downstream users. It is not the mission of the Service to practice the full "multiple-use" concept as is employed by other Agencies which are chartered to grow trees or produce other commercial products. The Service attempts to perpetuate its forests with as little influence from man as possible. In this manner the forests serve as a vital natural area against which to compare intensively managed, and sometimes altered, forests on adjacent lands.

It was only after much investigation and study that the Service adopted its present policy of fire management. It anticipated a varied reaction to the new policy since a few years ago the nationwide policy was to attack and suppress all fires as quickly as possible. However, the new policy was adopted only after it had been determined that fire was an essential factor in the perpetuation of certain natural forest ecosystems. The decision was not based upon any one person's research but upon the findings of numerous scientists and resource managers over a considerable number of years.

In no way will the use of fire as a management tool in certain park areas indicate that it will be appropriate in all. Neither does it mean that

each and every naturally occurring fire will be allowed to continue in park areas with fire management programs. In spite of an all-out effort to control fires, some still cause damage to the ecosystems we are attempting to perpetuate. Of course, there will always be specific portions of certain park areas, which have natural or prescribed fire management programs, where there will be an attempt to control all fires.

We can never be certain that any given natural or prescribed fire, as with any natural phenomenon, will always attain the objective being sought. Please be assured that no fire will be allowed to continue without reasonable probability that it will accomplish the objective. Only under conditions which are specified in a detailed fire management plan will any natural fire be allowed to continue—or a prescribed fire ignited. In addition, an environmental assessment, including an appropriate review, will be prepared on each environmental impact statement in accordance with the National Environmental Policy Act of 1969, prior to a plan's implementation.

Management fires will be used for perpetuation of those ecosystems in which fire has been proven to be a very vital part. The use of mechanized equipment for the removal of the vital components of any pristine forest community in one of the natural park areas seems neither fitting nor proper. The natural role of fire, or prescribed burning to restore that natural role, does or can fulfill that objective.

Occasionally in the natural park areas, it has been necessary to remove certain trees or remains thereof after fires, storms, insect or disease infestations, floods, or other disasters have occurred. However, such action has primarily occurred in or near developed areas of high visitor use. In practically all cases of these disasters occurring outside developed areas, the trees or their remains are allowed to recycle naturally.

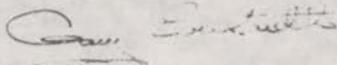
The exclusion of fire in certain ecosystems in the past has seriously altered the structure and composition of some plant communities which are dependent on fire. Forests have invaded grasslands, and natural vegetative diversity has been lost because fire susceptible species have gained an unnatural prominence. The attempt at total fire exclusion has generated artificial communities. Insects and disease populations in the forest have been disrupted. Animal relationships have also shown departures from normal since certain birds and mammals are adapted to plant communities that develop following fires. Even the fire suppression action itself, if on a very large scale, produces unnatural results in certain park areas. Examples of such results are the scars of fire lines. These scars are often difficult to correct.

The Service is totally aware of the adverse conditions a wildfire can cause. It furthermore remains its objective to minimize these conditions whenever and wherever possible. It will continue to maintain a state of preparedness to vigorously attack wildfire, or any management fire which exceeds its prescribed limits, which poses a threat to life or property.

We are pleased to provide the enclosed copy of the fire management policy. Please note the safeguards it incorporates.

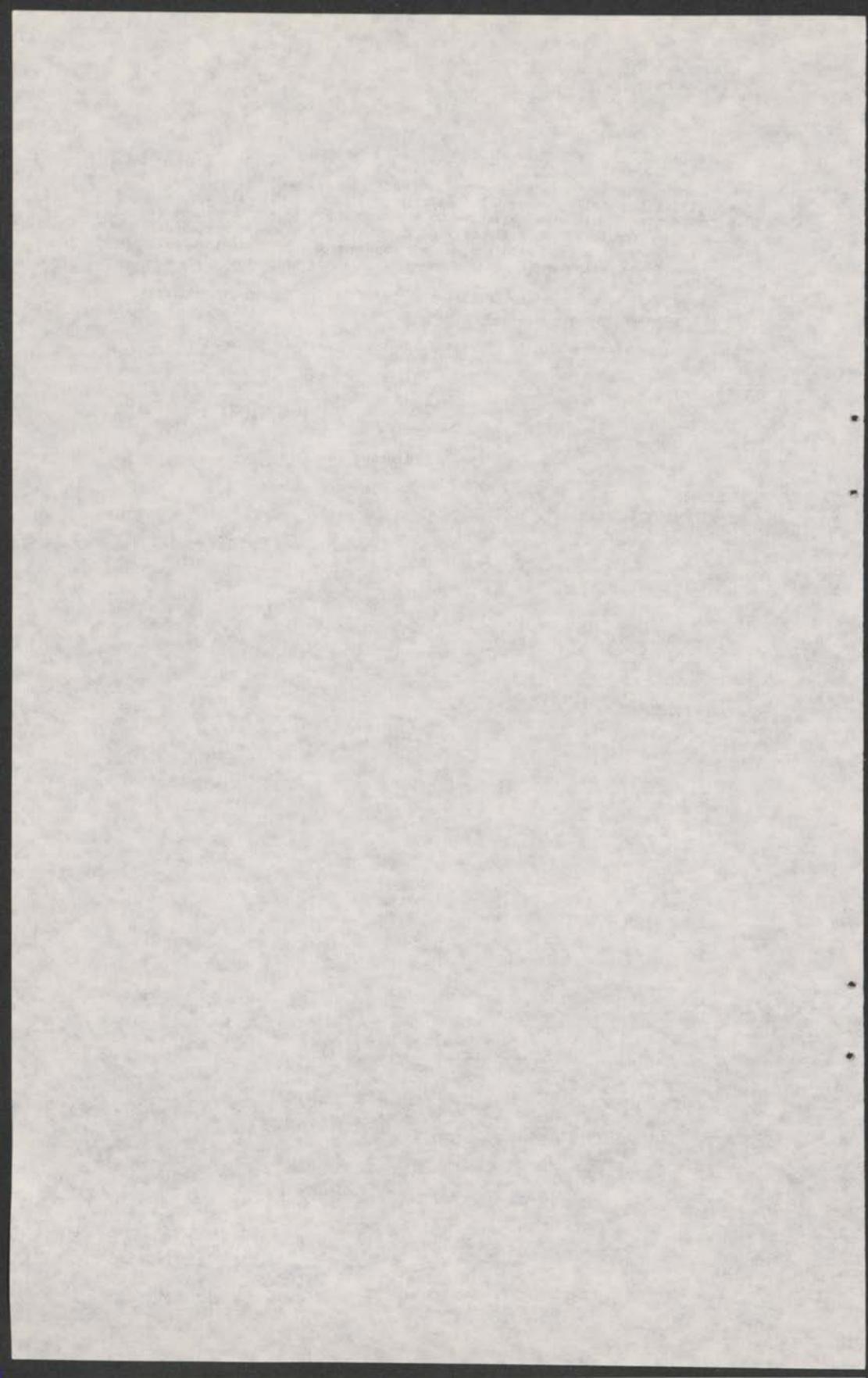
Your continued interest in the Service and its programs is appreciated.

Sincerely yours,



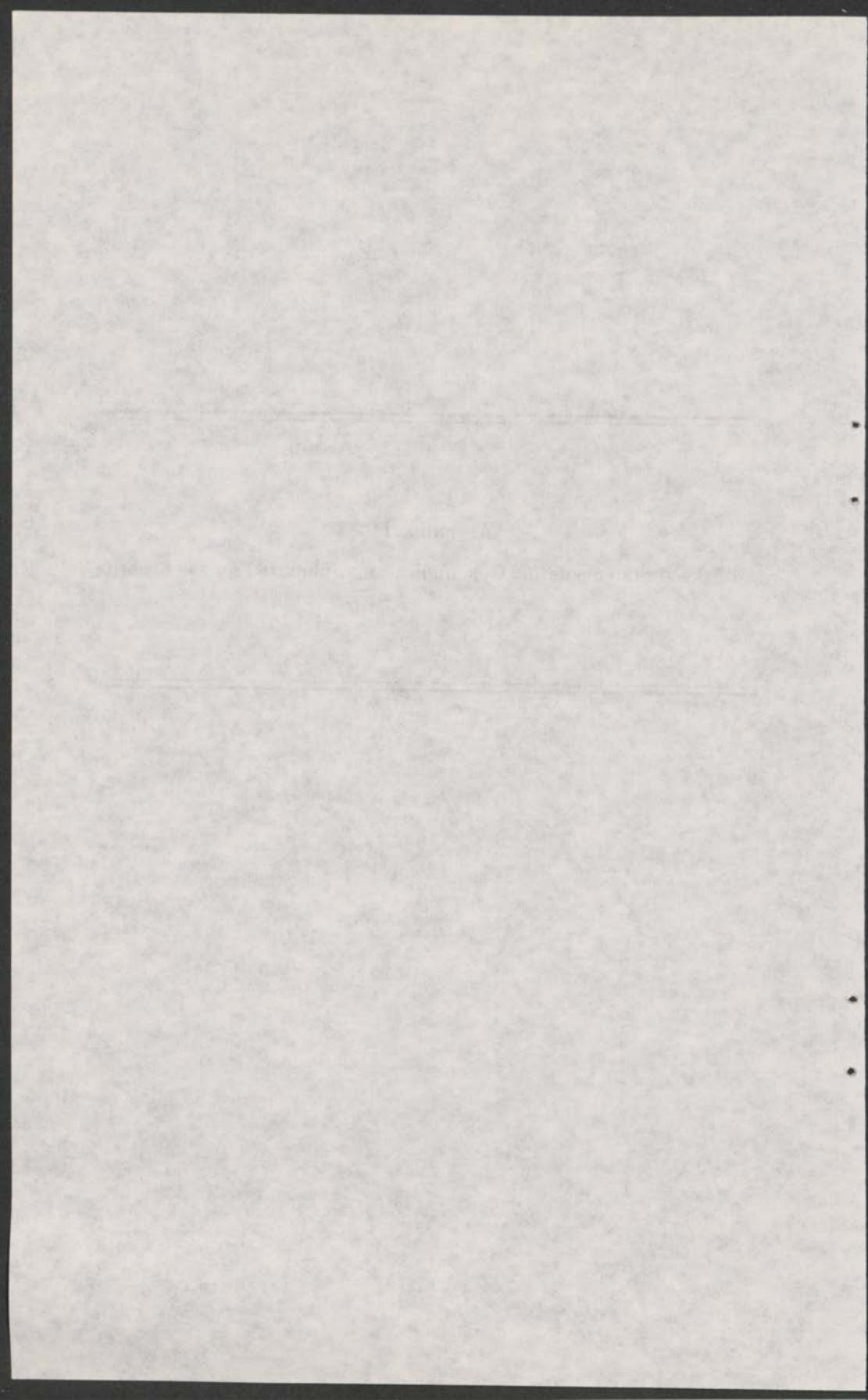
Director

Enclosure



APPENDIX II

Additional Statements and Communications Submitted for the Record



President: C.L. Jensen

Airport Manager: R.F. LaLonde
Ph. 307 333 4278OPERATING UNDER AUTHORITY
OF
TOWN OF JACKSON
AND
COUNTY OF TETON**JACKSON HOLE
AIRPORT BOARD**P.O. BOX 1707
JACKSON, WYOMING 83001

14 Oct 75

**STATEMENT TO SENATE SUBCOMMITTEE
ON NATIONAL PARKS MANAGEMENT**

Senator Hansen, gentlemen, my name is Bob LaLonde. I am the manager of the Jackson Hole Airport of Jackson, Wyoming.

I am submitting this paper on behalf of the Jackson Hole Airport Board, the County of Teton and the Town of Jackson.

Senator, except for a small aggressive local environmental group, the majority of the people of the Jackson Hole area are deeply concerned about the much needed improvements to their airport. We are alarmed at recent conclusions drawn by government and private agencies which are apparently based on inaccurate premises. We are alarmed that a failure to identify these inaccuracies could result in a decision against the improving an airport based on these inaccuracies, thereby representing an injustice to the people of our community as well as to the air traveler. We thus felt that it was our obligation as representatives of the community to point out this situation to you.

It is our purpose in presenting this document to, first, identify and expose the fallacious concepts about the improvement project. Secondly, we want to identify and unmask the false claims made by opponents of the improvement program nearly all of which are based on emotionalism, distortion of fact, exaggeration of impact, misconceptions, and just plain lack of understanding of the project. Thirdly, through discussion of our first two purposes

We hope to put the issue in proper perspective by showing the relationship of the very small airport in the extreme southern portion of a very large park, and the nature of Park related to aircraft operations. Finally, we intend to show that the improved airport represents only a minimal impact on the character of Grand Teton National Park. It is significant to note that many of the false claims and concepts were reflected in the National Park Services draft and final environmental impact statements prepared on the project. These false premises apparently were instrumental in the conclusions of several government agencies making recommendations on the proposed airport improvements and this is the primary basis of our concern.

I don't intend to dwell on the history of the Airport but, as you know, it has been there for a long time. It was there for nearly 20 years before Congress passed a law in 1950 expanding Teton National Park, an act which just barely included the airport within Park boundaries. This happenstance is a reality which must be accepted. The airport was not put there as a grand conspiracy to destroy the park's scenic character and its wildlife, both of which have survived remarkably through the airport's 40 years in its present location. Our current lease expired in April of 1975 but we have accepted a Park Service option to renew the lease for an additional 20 years and the airport will be there until 1995. Since it will be in its present location for the next 20 years it appears to us that the only logical course is to improve it to make it safe and serve the needs of the community during that period.

One of the predominant false concepts about the project is that we are trying to create a great big O'Hare type airport in the

middle of a national park. That's absolutely not true! We are asking for only a short 1700 to 2000 foot total runway extension which is essential if we are to keep first level airline service when the jet powered Convair 580, which presently serves the airport, is phased out of service in the next few years. The only logical replacement for that airplane is one of the smallest turbojet air carriers in service, the twin engined Boeing 737 which will require a minimum 8000 foot long runway. Frontier Airlines will initiate this service if the runway is extended. The alternative if we do not get the 8000 foot runway by the time the Convair phases out is third level air carrier service using outdated aircraft or, small aircraft of the 15 to 20 passenger variety which will greatly increase the number of operations. Obviously, an aircraft with a 95 passenger capacity can do the job in one operation that would require 7 operations for a 15 passenger airplane. Ironically, failure to extend the runway almost certainly will result in the increase in operations opponents of the airport seem to fear. We do not want such an increase in operations nor do we want large jet aircraft and we have built in guarantee that the big jets will not be able to use the airport, by limiting the weight bearing capacity of the runway and limiting the runway length. Since the overlaid runway will be limited to 110,000 pounds it is obvious that Boeing 707's, DC-8's and the other large jets which weigh in the vicinity of 250,000 pounds could not use the airport. Additionally, the thin air at the airport's elevation of 6400 feet above sea level combined with the short runway also assures that large aircraft could not operate out of the field without an unacceptable passenger penalty. Also

the Airport Board intends to control the use of the airfield both as to quantity and type of aircraft.

It is significant to note at this point that an 8000 foot runway was not requested to enable initiation of jet service as is falsely claimed, but to enable the Convair 580 presently in use to be more efficiently and safely used at the high field elevation of the airport. Engineering work for an 8000 foot runway was completed 12 years ago and was jointly paid for by the Park Service and Wyoming Aeronautics Commission. The extension was approved by the then Park Service Director, Conrad Wirth. It is already a compromise from a desired 11,500 foot runway. It is coincidental that the 737 requires an 8000 foot runway and we urgently need it. If the runway were extended to the north it would only be a 3/10ths mile extension, hardly an incursion into the heart of the Park as claimed. There is no room for further compromise on the runway length.

Another false conception frequently heard is that the Convair 580 is going to be used for an unlimited time and there is therefore no need to extend the runway. The truth is that, while a definite phase-out date of this aircraft cannot be determined at this time, the Convair 580 is becoming obsolete and these aircraft will have to be removed from the active service, particularly by the scheduled airlines. It is simply a matter of time. When this happens the only economically feasible replacement aircraft that can now be foreseen is the Boeing 737 or a similar relatively small turbojet aircraft such as the DC-9. If the runway is not lengthened to accommodate this type of aircraft we will either have to find a third level carrier and increase the number of operations or decrease quality of service, or airline service will have to be discontinued. Discontinuing service would have a devastating effect

on our local economy which is over 90% tourist oriented. The long range adverse effect on our economy by the loss of good airline service would be particularly aggravated by the forecasted prolonged fuel shortage. The combined effect of the two factors could result in a severely depressed economy for Jackson Hole. A little thought on the subject will reveal that this is not an exaggerated claim. Tourism is our bread and butter.

Speaking of economic impact, another false concept is that the airport improvement project would benefit only the local ski industry and a few businessmen. Such an argument is uneducated and is intended to discredit the project as motivated by the greed of a few men. It is not the truth. As I previously stated, our local economy is over 90% tourist oriented and with this knowledge it is easy to recognize that the economic health of the tourist industry is the economic health of the entire community. The airport's contribution to this industry is substantial and vital. In conducting the economic impact survey for the Park Service the University of Wyoming concluded that commercial air travelers to Jackson Hole contributed over 5½ million dollars in sales generated in the community in 1971. Comparing that figure with the total sales figure of 35 million dollars in 1971 it is evident that the airport was responsible for nearly 20% of that business. The seriousness of the loss of that revenue is obvious. Opponents of the project idealistically say that the national parks do not exist to support the economy of surrounding communities. It is easy to engage in such flowery emotionalism when one has no responsibility for the lives and welfare of those affected. Of course there is an obligation on the part of our government agencies to consider the impact of their actions on the people of the area affected.

particularly when that action can have such a severely suppressive effect on the local economy.

In addition to the false concepts we have discussed there are many exaggerated claims made about the airport improvement project which should also be brought to your attention. These are obviously employed to defeat the project. One such claim concerns the visual intrusion of the airport in the park. Those who use this argument would have you believe that regardless of the place from you view the Teton Mountains, there is an horrendous airport right in the middle of your view. Again, this is total nonsense. The airport is but a speck in the vast land area of Teton National Park.

The airport is located in the extreme southern portion of the park, right on the boundary. As a matter of fact, the south end of the airport is only a couple hundred feet from the boundary. To properly appreciate the minimum visual intrusion of the airport, assume that a motorist entered the north entrance and drove along the Rockefeller Parkway toward the south. Before the airport were discernible he would have driven 40.3 miles. For the next $3\frac{1}{2}$ miles the airport buildings are visible to the west in varying degrees due to rolling terrain, if indeed, the motorist is not so pre-occupied with the view that he pays little attention to the airport. The runway is not visible from this road, being concealed by the rolling terrain. Two miles further south the motorist leaves the park. Likewise a motorist can travel the entire length of the Teton Park road and never see the airport except that the rotating beacon can be seen momentarily at night near Windy Point about 2 miles north of Moose. Further, the airport is not visible from any of the campgrounds or major points of interest in the park

including the famous Chapel of Transfiguration and the Park headquarters settlement some $3\frac{1}{2}$ miles north of the airfield.

As viewed from the air or the surrounding mountains the airport's location must be known to be aware of its presence.

As concerns the airplanes visual intrusion in flight the vast majority overfly the park at high or relatively high altitude. We have never received a complaint from visitors on these overflights. Additionally, we have initiated a far reaching campaign to encourage pilots flying in the vicinity of Grand Teton and Yellowstone Parks to overfly them at a minimum altitude of not less than 2000 feet above the terrain. We have worked closely with the Parks and the FAA on this program and it has been very successful. The FAA advertises the program in its airman's information publications which are distributed nationwide.

Another exaggerated claim constantly made is that introducing the Boeing 737 service at the airport will result in a vast increase in air pollution. Again, this is not true. The Park Service has computed that all aircraft operations at the airport contributed approximately 78 tons of pollutants to the Jackson Hole air in 1971 and that the addition of the Boeing 737 to replace the Convair 580 would result in 10 more tons per year over the 580. On the surface these figures sound impressive but the matter comes more clearly into perspective when you understand that the nearly 1,000,000 automobiles entering Grand Teton National Park in 1971 contributed about 5,500 tons of pollutants to the Jackson Hole air that year. In other words the airport's operation accounts for only $1\frac{1}{2}\%$ of the pollution of the two sources. Addition of the B-737 would add about $2/10$ th's of 1% to the pollution situation. It is obvious that the automobile and not the airplane is the

source of the pollution problem, if indeed, one even exists in Jackson Hole. In a national survey in 1971 Teton County was determined to have the second cleanest air in the nation. It is also significant to note that if the runway extension were denied and we were thus forced to resort to smaller and inefficient aircraft to haul in the air traveler, a larger number of operations by aircraft which pollute nearly as much as the 737 would result in more pollution than the 737 or similar turbojet aircraft serving the airport. If pollution is considered to be an adverse factor then it clearly supports extending the runway.

Much effort has been made to substantiate exaggerated claims that introduction of jet aircraft would have a devastating effect on wildlife in the Park. In the first place, there are no significant numbers of wild animals in the immediate vicinity of the airport to be disturbed. The greatest numbers involved are elk and they are only present for several weeks during their migration into and from the Elk Refuge and almost without exception this activity occurs at night when we have practically zero aircraft operations. A few pronghorn have summered in the vicinity of the airport for the past several years but our observation of their reaction to aircraft reveals that they show no response to the sound of the aircraft. A few moose winter around the airport but they are totally apathetic to aircraft operations. For an approximate two to three week period in the spring a sizeable number of sage grouse perform their mating dance on and we are very careful to keep them flushed from the runway. To my knowledge we lost only three to aircraft causes in 1973, a fraction of the number lost to predators. Airport opponents would have you believe that extending

the runway would destroy this whole flock. Such a claim is absurd. The Park Service's draft impact statement used a number of pages to try to prove that claim but common sense shows that the flock has been perpetuated by the present runway and extending it will simply create a greater strutting ground. The local Wyoming Game and Fish Commission and National Forest Service Biologists agree with me on this matter. The fact is that there is no serious threat to wildlife as is so often claimed. Wyoming Game and Fish biologists are more concerned about the impact of river float trips on wildlife than they are about aircraft. Although the Park Service writers of the draft environmental statement tried to establish the claim they admitted that, "Yet there is no concrete evidence that damage will occur with noise levels resulting from the use of the Boeing 737". That's a direct quote from the statement.

While the complaint has no substance, the airport's opponents have made a major argument out of the claim that aircraft approaching for a landing from the north will destroy the serenity of those people making a float trip on the Snake River. First, it is important to recognize that these float trips terminate about 4 miles north of the airport, well beyond the landing patterns of most small aircraft. Some of the larger aircraft do pass over the Moose headquarters area on landing approach where the float trips terminate but they are normally well above 1000 feet altitude at that point, at reduced power and making minimum noise. Ninety-five percent of the takeoffs are made to the south when high power settings are used and thus do not create a significant noise problem for the Park on departure. A canvas of 10 of the leading float trip

operators reveals that they do not receive any significant complaints, only an occasional comment. The operators advise that their passengers are normally totally absorbed in the view of the Tetons. However, raft operators I have discussed this matter with state that there are a very few passengers who object to the presence of the airplanes under any conditions. I submit to you, gentlemen, that the objections of a minute segment of our park visitors and those who don't even visit the park are being represented as a majority opinion by airport opponents. They use such exaggerated claims as this to achieve their goal of eliminating the airport or defeating the improvement project.

The main thrust of the attack on the airport improvement project is directed toward the noise impact. Unbelievably wild claims are made to marginal opinion against the project. The irresponsible editorializing of the New York Times claimed that as much as a 200 fold increase in the noise level would result by introducing B-737 service. The Sierra Club hired a professional sound expert to testify at the public hearing on the airport project who based his testimony on an airport which would experience 60 to 90 jet operations per hour ignoring the fact that we would average far less than one jet operation per hour even during our peak summer activity. The usual conservation organizations normally opposed to projects of this nature have tried to create the impression that the sky over Teton Park would be filled with noisy jets. Such claims are absolutely ridiculous. I'm not going to sit here and state that no one is going to hear the 737 approach, land or takeoff, but I will state with no reservation whatsoever, the noise intrusion in the area is not going to be significantly

increased over the present Convair 580. There are many reasons for that statement and it is a practical approach to the noise situation. First, the methods of measuring and expressing noise are highly subjective and abstract and the experts using such terms as perceived noise decibels, effective perceived noise decibels and contour noise ratings can make them prove just about anything they want. Such was the case of the Sierra Club expert previously mentioned. The FAA has subsequently objected to his exaggerated testimony. Even an EPA position paper points out the impracticability of expressing the noise level in Jackson Hole by this method. Yet this is the method the Park Service used because of the absence of other methodology. Secondly, the Boeing 737 is nowhere near as noisy as has been claimed by airport opponents. We recently demonstrated by actual 737 tests at the airport and over Teton Park that the 737 was as quiet as the Convair 580 and slightly quieter in some operations. Thirdly, any consideration of a noise intrusion by airport operations in Teton Park must be tempered by the knowledge that the airport is not in close proximity to the major points of interest in the Park or any concentration of population. The nearest is the museum at Park Headquarters about 4 miles to the north. Distance between the observer and the noise-maker is a most effective suppressor of that noise.

And in the vicinity of the noisiest of jet operations, which is the setting of takeoff power and the initial takeoff roll from the north end of the runway there are only a few persons on some private lands to experience it and since the area is mostly national park it is assured that no significant numbers will ever be there to be disturbed. The greatest exposure to noise will be those at

the airport, basically the air traveler, and few of them are likely to complain about their chosen method of transportation.

Fourthly, we exercise nearly complete control over the flight paths of commercial aircraft arriving and departing the area. Combined with noise abatement procedures the 737's noise impact will be minimal. Installation of a control tower will enable us to control traffic so as to almost totally avoid overflight of major points of visitor interest.

At this point, Senator, I would like to try to put the issue into common sense perspective bearing in mind the rather lengthy presentation just made. Firstly, we must consider that ours is a little airport and will remain a little destination airport in the southern extremity of a huge national park area. I am the Airport Board's entire staff. That's the way we want it! There are only 4 small buildings on the field. The number of aircraft operations are very limited but they are vital to our community's economic health. As an example the medium hub Stapleton Airport at Denver boards more passengers in two days than we board in one year at Jackson. Similarly, O'Hare Airport at Chicago has more commercial aircraft operations in one day than we have in a year at Jackson. Nearly all of the lower altitude flying such as traffic patterns, landing and departure are conducted in the extreme southern end of the Park and are not observed nor heard at the major points of interest. Although our runway is lighted we have practically no night operations, probably less than 200 landings per year. All the airport board is seeking to do is to improve the facility sufficiently to keep first level air carrier service for the community, and to improve the airport to make it a safe operation

with sufficient control to minimize the impact of the operation on the Park. With sound management of the airport by the Board and the FAA through use of a low profile control tower, combined with the physical barriers to large aircraft, a small and minimal impact airport is assured.

Secondly, opponents of the improvement project would have you believe that the airport is an incursion on a wilderness park. Such a claim is just not true. While parts of the park have wilderness characteristics it is not a wilderness area in any sense of the word. Man-made incursions include nearly 150 miles of surface roads, campgrounds, a dam, marinas, private homes, restaurants, hotels, lodges, horse concessions, bus tours, dude ranches, cattle ranching operations, sewer systems, tackle shops, service stations, mountain climbing schools, 120 miles of trails, and housing settlements at Moose, Moran and Beaver Creek, among other incursions. It hardly seems fair to single out the airplane as an incursion and ignore the others many of which have been established much later than the airport.

Thirdly, speaking of singling out the airplane as an incursion we should take a look at the automobile and its effect in comparison with the airplane. The automobile has now consumed 150 miles of park lands for the construction of roads and highways. The runway to accommodate the airplane is little more than a mile long and will be only $1\frac{1}{2}$ miles long if extended to 8000 feet. The one million automobiles driving through the Park pollute to the tune of 5,500 tons per year. The airplanes using the Jackson Hole Airport contribute only 78 tons per year, a small fraction of the automobile. According to the Department of Health, Education and Welfare, annual pollution emission per individual using auto

transportation is 807 pounds. Per individual using air travel it is only 69 pounds. Since the airplane is the only effective mass transportation system serving the Park and the Jackson Hole area it represents a means of at least partially mitigating the impact of the automobile. As an example, one Park Service administrator told me of discussions of future plans for a four lane superhighway along the east side of Teton Park within the next 10 years to accommodate the anticipated increase in automobile traffic. I submit that such a road, a minimum of 25 miles long would be much more destructive of park ecosystems than $1\frac{1}{2}$ miles of runway. The proposal to eliminate the airplane while perpetuating the automobile is not consistent with good problem solving technique. Nor is it consistent with energy conservation practices or the ability of the American people to visit the Parks from urban areas.

Fourthly, moving the airport to an alternate site is not practical at this time. In the first place there is no suitable site in the Jackson Hole area to which it could be moved from an operation point of view and the distant sites such as Idaho Falls nearly a hundred miles away simply would not serve the community nor the park visitor conveniently and efficiently. Additionally, the cost of moving the airport to a new site would doubtless exceed 20,000,000 dollars and I don't believe that any government agency would come up with that kind of money for such an unnecessary action. The airport lease runs for 20 more years which is a reasonable time to amortize the cost of the proposed improvements.

Fifthly, our national parks are set aside in a high state of preservation for the benefit and enjoyment of the people. To enjoy them requires access. Access requires transportation. Just as

the automobile provides a method of transportation so does the airplane and the airplane provides the access with a far less destructive effect than the auto. If the airplane does not thus serve the purposes of the National Parks and the Department of the Interior, then neither does the automobile and neither means of transportation should be permitted. Additionally, many of our nation's busy executives and government VIP's not to speak of many other hurried people are enabled to visit our area simply because of the rapid system of transportation the airplane provides. Also, Senator Hansen, there are other important ways in which Jackson and the airport serves the Department of the Interior and it is difficult for us to understand why the National Park Service people oppose the airport when they have pointed out the importance of these two facilities to the Master Plan for Teton National Park. That document, only recently published, cites as management objectives the development of means of transportation that will relieve motor vehicle congestion, and also encourages private enterprise in gateway cities to provide additional needed visitor accommodations outside the boundaries of the park. These are precisely the services we can provide. In addition, the Jackson Hole Community provides other important services to the Park such as schools, hospital and medical services, visitor overflow facilities, and fire and police protection. The fact is that Jackson plays a key role in the parks gateway city concept. The airport is vitally important to the Jackson Hole community and Jackson is vital to the Park, just as the Park is vital to the community.

Senator Hansen, in this presentation we have tried to provide you with a practical evaluation of the proposal to improve the

Jackson Hole Airport. We have tried to show that nearly all of the objections raised in opposition to the project are caused by lack of accurate information, were exaggerations or deliberate attempts to mislead to block the improvement program. We have unmasked the major false concepts and claims that have been made and have tried to provide you with accurate information and we have tried to put the issue in proper perspective by this method. We urgently need a favorable decision to proceed with the entire project in order to insure the future economic health of our community and to assure continued air service to the traveler who selects the airplane as his chosen method of transportation. We want to make a runway that is now a little too short, long enough to accommodate the new modern airplane that serves the area. The runway extension is the key to continued first level air carrier service. It is the logical decision to make to insure the minimum pollutant effect and insure the minimum number of operations at the airport.

In view of our extensive evaluation of this matter we would recommend that the National Park Service keep an open mind on the presence of and the future of the Jackson Hole Airport and it's potential as a mass transportation system. We honestly feel that it is highly compatible with the objectives of the National Park System and it may well be the only viable solution to the adverse effects of the automobile on Grand Teton National Park. The answer to this question will hopefully emerge from the Regional Transportation Study now being undertaken by the Park Service and we urge that such premature advice against the improvement of the Jackson Hole Airport as given to the Secretary of the Interior by his Advisory Committee on Parks, Historical Sites and Monuments be

disregarded until the Regional Transportation and Airport Master Plan Studies are completed. Decisions can then be made on factual rather than emotional data.

WRITTEN TESTIMONY BY PETER B. WESTNEDGE
ON BEHALF OF HAMILTON STORES, INC.
SUBMITTED FOR INCLUSION IN THE RECORD OF
GRAND TETON NATIONAL PARK AND YELLOWSTONE
NATIONAL PARK OVERSIGHT HEARINGS HELD BY
THE SENATE INTERIOR SUBCOMMITTEE ON PARKS
AND RECREATION IN JACKSON, WYOMING, AND
CODY, WYOMING, OCTOBER 14 AND 16, 1975.

Hamilton Stores, Inc., a family-owned company, is a concessioner in Yellowstone National Park under contract with the Department of the Interior. We respectfully ask that this written statement be included in the record of Park Oversight Hearings held by the Senate Subcommittee on Parks and Recreation.

Hamilton Stores' contract calls for the company to perform a merchandising role in Yellowstone, through its nine general stores, five photo shops and two tackle shops. These facilities cater to the visitors' needs for groceries, ice, drug items, film and camera supplies, postcards, clothing, fishing tackle, camping supplies, hardware, beverages, Indian handicraft, gifts and souvenirs and food service. During 1975 the State of Wyoming received some \$215,000.00 in Sales Tax collected at these facilities. The Wyoming payroll for the approximately 550 employees at peak, which staff our operations, totaled approximately \$1,000,000.00 in 1975.

While one store is open the year around, the remainder of the facilities tie in closely with the official park season, commencing to open up in early May and operating until the last store closes in mid-

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October.

In addition to the above facilities, Hamilton Stores and the Yellowstone Park Company, another Yellowstone concessioner, jointly own Yellowstone Park Service Stations which operates service stations, emergency towing service and minor automobile repair facilities in the Park.

The role of concessioners in the parks is authorized by Congress and is specifically spelled out in Public Law 89-249. Over the years the National Park Service's concessions policy has stood the test of time after repeated hearings concerning the need for and role of these concessioners. While in the past any debate over concession visitor facilities and services in the National Parks has tended to center on who should provide them, recently there have been questions asked as to whether they should be provided at all. At this time it appears that once again the policy is being re-affirmed and re-inforced with House and Senate Resolutions assuring the availability of appropriate concession facilities in the National Parks.

In addition, a recent (July/August, 1975) Stanford Research Institute survey of National Park visitors showed that 75% of visitors questioned were against removal of all Hotel/Lodge type facilities, and 63% were opposed to the removal of some Hotel/Lodge type facilities from the National Parks.

Turning to Yellowstone, we have a park area of some 3,472 square miles, or 2½ million acres with some 572 miles of primary roads, and an annual visitation of 1-3/4 million people over a 90 day period.

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Visitor facilities are a necessity in a park of this size and visitation, and always will be. At the same time, they are a great convenience to visitors whose idea of a "park experience" is to be accommodated in the park. The fact that campgrounds, hotels and lodges in the park tend to fill up before similar facilities outside, shows where people's preferences lie.

National Park Service Director Everhardt has recently stated that he sees no way that visitors to Yellowstone could be provided for without continuation of concessions. This is welcome news indeed to Hamilton Stores, and hopefully it means that the three year delay in the building and improvement program called for in the contract can be resolved at an early date. As things presently stand, the National Park Service has been unable to give the go ahead and Hamilton Stores has asked to be relieved of its building and improvement program until the situation is resolved. Meanwhile, despite the fact that the company spent nearly \$100,000,00 on repairs, maintenance and new equipment in 1975, it is extremely hard for us as a concessioner to plan any improvements in our present facilities, much less make intelligent plans for future projects. During this time it is the visitor who suffers while the need for new and improved facilities grows more urgent each day.

With regard to the inclusion of Yellowstone lands in the National Wilderness Preservation System, we submit that Wilderness designation is unnecessary. After over 100 years of use by tens of millions of visitors, 95% of the Park is untouched by any kind of development.

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The National Park Service has done an outstanding job in limiting development to less than 5%, and it appears that implementation of a wilderness plan is not necessary from the standpoint of preventing the Park from being completely destroyed by visitors. Indeed, management's hands would be tied and flexibility lost if the Wilderness Plan is adopted. In the event Congress, in its wisdom, decides to include Yellowstone lands in the National Wilderness Preservation System, we would hope that provision is made for adequate facilities to serve visitor's needs.

In concluding Hamilton Store's written statement, we would like to state that the company looks forward to serving future Yellowstone visitors as it has been doing for the past sixty years.

We appreciate the Subcommittee's holding Park Oversight Hearings in Wyoming, and we also appreciate having this opportunity to express our views.

STATEMENT
to
SENATE INTERIOR SUB-COMMITTEE
on
PARKS AND RECREATION

The national parks of the United States are for the enjoyment of the people of the United States. Preservation of ecosystems without any activity by man is not their purpose. Management of national park resources (for example, timber harvest) was envisioned by the drafters of the legislation creating the Park Service, "...to control the attacks of insects or diseases or otherwise conserve the scenery on the natural or historic objects---." Note the use of the word "conserve" rather than "preserve."

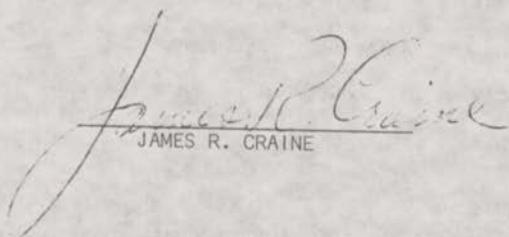
Because many national parks contain areas of unique scenic, geologic, or similar attraction, they beckon to travelers from all over the United States. The demands upon such parks are tremendous, to the point where many of them are unable to satisfy those demands. In the face of such increasing demands, the National Park Service appears embarked upon a program which will further limit the parks' abilities to satisfy the needs they were designed to satisfy. The limiting of the development of visitor facilities, coupled with proposals for establishment of vast areas of Wilderness within the parks, is creating over-flow demands upon adjacent lands. Those adjacent lands often suffer as a result. Proposals to expand national parks, along with study of expansion areas for additional wilderness, will not solve these problems.

Most western national parks contain vast undeveloped areas, those areas often proposed for Wilderness. At the same time they are turning away visitors, proposing visitor quotas, requiring reservations to avoid overcrowding, and generally creating unprecedented demand on neighboring lands, much of which is administered by the U. S. Forest Service. There is adequate room in the parks to handle all visitors. The shortage is of facilities. Park expansions and Wilderness designations will not provide the needed facilities. In most instances, park expansion, rather than solving the problem on the adjacent over-flow lands, will merely push those problems back beyond the new boundaries like ripples on a pond.

With the preceding thoughts in mind, we propose the following:

- a) That there be no further designation of Wilderness within national park boundaries. We believe such designations to be contrary to the intent of the national park system as originally proposed, and counter-productive with respect to providing for the enjoyment of the parks by the people of the United States.
- b) That there be no expansion of national park boundaries. There is adequate land now to provide for people's needs within the parks. The need is for facilities.
- c) That a program of providing the needed facilities be funded and carried out at the earliest possible time.

This will not only relieve the congestion at existing facilities and provide for the demand upon the parks themselves, but will relieve the over-flow demand and associated problems on adjacent lands. It will also reduce land use conflicts in the nation's multiple-use areas.


JAMES R. CRAINE

map

T M I A

THOMAS B. MUTHS & ASSOCIATES ARCHITECT
 member american institute of architects

November 14, 1975

Comments and Considerations:

National Park Service - Management and Policy with respect to:

- A. Concession policy with respect to building maintenance.
- B. Increased demand for services and facilities.
- C. Park Service policy with respect to building maintenance.

General:

I have attempted, in the outline below, to separate Concession Policy and Park Policy into two categories for clarity. However, most of the "Comments and Considerations" under each category in fact apply to both.

A. Concession policy with respect to building maintenance:

1. Comments:

- a. Current concessionaire contracts do not adequately spell-out maintenance responsibilities - generally calling for the concessionaire to perform routine maintenance and for the Park Service to perform major maintenance. This seems to result in the concessionaire doing as little as possible with temporary stop-gap measures, knowing that the routine maintenance items will eventually become major maintenance items and then be taken care of the Park Service.
- b. Maintenance and alteration work carried out by the concessionaire frequently is in itself detrimental to the structure both physically and visually and often in violation of nationally accepted Building Codes. In two specific cases of buildings which are listed on the National Register of Historic Places, work done by the concessionaire has substantially altered the character of the building, thereby jeopardizing its standing on the Register.

2. Considerations:

- a. Tightening-up of maintenance contract responsibilities with requirement for concessionaire to submit a detailed list of work to be performed, including architectural specifications outlining types of materials to be used and the exact work to be performed to the Park Service for review and approval prior to the work actually being performed.

A complete schedule of maintenance for each building should be prepared by the Park Service and included in the concession contract to insure proper maintenance of the structure.

- b. Park Service review of proposed maintenance, repairs and alterations and review of the concession contract itself should be done by a licensed architect as an additional safeguard to ensure appropriate maintenance not only of the physical structure but of the architectural character and integrity of the structure.
- c. The Park Service is in the process of preparing a "Maintenance Manual" specifically directed to maintenance procedures for historic buildings. This manual should be incorporated into the concession contract involving any building listed on the National Register of Historic Places. When completed, this manual should be reviewed for possible adoption into concession contracts on non-historic buildings as well, as it, without doubt, will be an excellent guide.

NOTE: The above "Comments" and "Considerations" apply not only to the Park Service but other Federal Agencies as well -- for example the Forest Service and its lease arrangements with Timberline Lodge in Oregon.

B. Increased demand for services and facilities:

1. Comment:

There seems to be no doubt that there is in fact an ever increasing demand for services and facilities within the Parks. The unanswered question is how to cope with the demand while maintaining the original concept of the National Parks.

2. Consideration:

In view of this increased public demand factor, the energy conservation issue and the need of this nation to regain a sense of time and place, the Park Service should establish as a priority consideration, the use, be it continued or expanded, of existing structures within the Parks -- for example dude ranches in Grand Teton, Paradise Lodge in Mt. Ranier.

There is evidence that past, and perhaps present, Park policy, at least in some Parks, has been directed towards elimination of certain tourist facilities and the return of the Park to as natural a state as feasible. For example, the expressed intention of the Park Service several years ago to remove Old Faithful Inn in Yellowstone as "it is an intrusion on the natural scene" (yet a new Visitor Center was constructed immediately adjacent to it), the removal of overnight accommodations at Old Faithful, and currently the discontinuing of skiing facilities at Paradise Lodge at Mt. Ranier.

I do not advocate continued building within the Parks in order to satisfy public demands for services and facilities. Obviously such a program would be self-defeating. I do suggest that this "demand" could, at least in part, be satisfied with continued use of existing facilities.

C. Park Service policy with respect to building maintenance:

1. Comments:

- a. Current policies and/or funding levels apparently are directed more to stop-gap type maintenance methods rather than to fiscally responsible long term methods. It appears that a genuine preventative maintenance program does not exist for each structure, indeed in many cases it is not "maintenance" being performed but "repairs". While government vehicles are regularly scheduled for routine maintenance, structures most often seem to be "let go" until the last minute.
- b. In a manner similar to the concessionaire, maintenance and alteration work done is often detrimental to the structure both visually and physically. Little, if any, attempt seems to be made to perform these operations in a manner respecting the original building. For example, new electrical wiring can be seen run exposed, where with only slightly more effort, it could have been concealed; alterations have been made with inappropriate materials -- all of which contribute to a shoddy appearance and in the long run, decrease the usable life of the structure.

2. Considerations:

- a. There should be prepared for each structure, a complete schedule of maintenance, listing each item of work to be performed, time intervals, materials, and procedures. This schedule should be prepared by an architect familiar with such procedures but in close coordination with maintenance personnel at each Park.
- b. Maintenance work, alterations, additions or any work affecting the visual appearance of the structure should be done in consultation with a licensed architect with similar considerations as noted under Concessionaire maintenance.

Big Bear Motel

WATCH FOR "THE BIG BEAR" BEFORE ENTERING SHOSHONE CANYON
WEST CODY STRIP - EAST ENTRANCE YELLOWSTONE PARK

P. O. BOX 987 PHONE 587-3117

CODY, WYOMING 82414

October, 15, 1975

Park Recreation Subcommittee
U.S. Senate Interior and
Insular Affairs Committee
Washington D.C.

Gentlemen:

I am very pleased the Interior Committee recognizes our problem and has come to our aid.

First of all I am submitting a copy of the original letter sent your office in 1974 from The Cody Motel Association.

We still feel the same way about Charter buses being held up and fleeced by The Yellowstone Park Company.

This is a national Park open to everyone who pays the regular entrance fees to the Park Service. They owe nothing to The Yellowstone Park Company.

The original contract between Yellowstone Park Company and the National Park Service was a bus service within the Park to visitors wanting a local tour who arrived by other conveyance. In no way was it meant to give them a monopolistic right on all tour services furnished by other companies originating from other places. The contract was written ages ago when Charter Tours were almost non-existent. Now they are using this as a means to extort money from every bus that comes into the Park.

The National Park builds their own roads and consequently do not want Commercial trucking and everyday travel. It also would spoil the vacation attitude. The Yellowstone Park Company uses this as a ruse, saying this is commercial. These buses are merely bringing vacationers to the Park to enjoy themselves who most likely would not be there otherwise. This is not interfering with their local bus contract.

What a crime to force these people to pay a concessioner because of the type of vehicle they arrive in.

I believe the original contract should be re-written to clear up this situation.

I believe what Yellowstone Park Company is doing is absolutely illegal and if taken to court they could be forced to repay all the money they have taken.

Sincerely

Herman Elsbury
Herman Elsbury



CODY MOTEL ASSOCIATION

P. O. BOX 1259 • CODY, WYOMING 82414

December 14, 1973

Hon. Sen. Clifford P. Hansen
United States Senator
Washington, D. C. 20510

Dear Senator Hansen:

Because of your being a member of the Interior Committee of the United States Senate, we are appealing to you personally to immediately place upon your agenda a matter of extreme importance to the entire State of Wyoming.

We are confronted with a serious problem, which is at the present time affecting organized, unscheduled tours visiting Yellowstone and Grand Teton National Parks. Already motel reservations in Cody have been cancelled for the 1974 season because of a very excessive charge being made by Yellowstone Park Company under their Yellowstone National Park concession. In past years commercial bus tours have turned around at the Park entrance because they refused to pay the entrance fee demanded of them by the Yellowstone Park Company.

We understand that commercial bus tours, out together not only in the United States but in Canada, Japan, European and other foreign countries, are charged up to \$27.50 per person by Yellowstone Park Company, plus the usual per person fee of the Park itself. This \$27.50 fee is paid to the benefit of this concession. We question the right of the Yellowstone Park Company to make any fee charge whatsoever to chartered, non-scheduled bus tours. Please note that these visitors to Wyoming and Montana, with their destination of Yellowstone and Grand Teton, are here because of the private segment of our economy. This economy is being greatly damaged by arbitrary rules, regulations, and exorbitant fees permitted.

Further, we ask that you investigate all such fees to see if Yellowstone Park Company has favorable fees for those tours who agree to schedule their tours for overnight accommodations in the facilities owned by Yellowstone Park Company. Should this prove to be the case, then Yellowstone Park Company is using their concession privilege as a non-competitive tool against private accommodations in the adjoining cities in both Wyoming and Montana.

Yellowstone Park Company has been granted this concession as a common carrier because of a necessity and convenience to the public. We submit that it would be physically impossible for them to furnish transportation and to provide such necessity and convenience to all the hundreds of tours conducted by other common carriers. We submit that it would be physically impossible for them to furnish transportation and to provide such necessity and convenience to all the hundreds of tours conducted by other common carriers. We attach hereto a General Information bulletin by the United States Department of Interior, with pertinent statements being underlined, which are in direct conflict to these transportation fees being



CODY MOTEL ASSOCIATION

P. O. BOX 1259 • CODY, WYOMING 82414

Hon. Sen. Clifford P. Hansen--page 2

allowed Yellowstone Park Company.

We also call to your attention Sec. 16, Contract between Director, National Park Service and Yellowstone Park Company, dated August 8, 1966, page 16, photo copy attached, stating:

"Sec. 16. Preferential Right (a) The Concessioner is granted a preferential right, not an exclusive or monopolistic right, to provide public accommodations, facilities, and services in the Park of the character authorized hereunder."

Once again, we would like to stress, that although Yellowstone Park Company agrees to charter their buses for tours, that under the ever increasing popularity of other bus tours to the area, this would be both a physical and economic impossibility to meet such a demand at any given time. The public should, in any event, not be placed in such an inconvenient position.

Bus tours into Cody, and other cities in Wyoming and Montana, contribute approximately \$800 to our economy for each overnight stay. With bus tours running into the hundreds per season, you can readily understand our immediate concern.

But we need action now for the 1974 tourist season. We are looking forward to the results of your efforts with great concern. This letter has the endorsement of the Cody Motel Association by membership vote at said Association meeting held December 10, 1973 at Cody, Wyoming.

Respectfully submitted,

CODY MOTEL ASSOCIATION

Molly Parker
Molly Parker, President

Herman Elsbury
Herman Elsbury, Project Committee Chairman

cc: Chambers of Commerce of cities adjacent to Yellowstone Park
Wyoming Hotel Association
U. S. Sen. Gale McGee
Governors, Senators, and Congressmen for Montana and So. Dak.



MULTIPLE-USE

RM

SAWTELLE CHAPTER

OUTDOORS UNLIMITED

P. O. BOX 167

ST. ANTHONY, IDAHO 83445

October 14, 1975 ~~1975~~ OCT 10 1975

Senator Clifford Hansen
3229 Dirksen Senate Office Building
Washington, D.C. 20510

Re: Park Oversight Hearings - Senate Interior Subcommittee on Parks and Recreation

Dear Senator Hansen:

Sawtelle Chapter of Outdoors Unlimited is a multiple-use organization representing some 50 members and 250 affiliate members. We are most interested in the management programs involving Yellowstone and Grand Teton National Parks. We request our letter to be part of the hearing record.

The Park Oversight Hearings are a welcome light on the horizon, especially as they relate to Yellowstone and Grand Teton National Parks.

In the past four years, we have witnessed a dramatic change in park management, with much less emphasis on public use and more emphasis on non-use. Designation of wilderness areas within parks, decreased motor access, limitations on concessionaires resulting in diminished services, dispersed animal management policies, and fewer public facilities may be fulfilling the desires of a few, but are ignoring the long term needs of many, the general public.

We urge an examination of and a reversal of this current management trend. We desire a return to a management policy predicated on "parks are for the use and benefit of the people of the United States". We recommend as follows:

1. Planned and selected development (roads, campgrounds, trails, etc.) should proceed in undeveloped areas of the parks as needed to provide a park experience for all the public.
2. Concessions and concessionaires should be encouraged to provide more and better services compatible with the natural resources in the park.
3. Current wilderness designation should be declassified so a greater range of management options are available to assist nature in maintaining herself while providing optimum recreation opportunity to the public.
4. Park expansion plans should be terminated. Current BLM and U.S. Forest Service lands are currently more prudently managed and offer a greater and better array of public services.

Senator Clifford Hansen

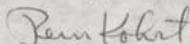
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October 14, 1975

5. Controlled burning can be used where necessary. Controlled burning should not be used where a valuable long term resource such as timber is destroyed in the process. Cut the timber, then burn the residual. The effect is the same, but the beneficial results are magnified.
6. Establish an effective salvage program within the park for timber that is overmature and affected by insects, disease, windthrow or fire.
7. Use grazing by domestic stock as a means of managing the grass/forbs ecosystem.
8. Use permit hunting as a game management tool when practical.
9. Recognize that management by non-management is a cop-out, not fair to the living resources themselves or to the general public.
10. Recognize that minerals within the parks may be needed at some future date. Make plans now for orderly mineral development should this need come to pass.

In summary, the greatest oversight in Park Management is the senseless drift towards exclusion of public use. We urge a return to "Parks for People" management for our National Parks.

Sincerely,



Rem Kohrt, Secretary
Sawtelle Chapter
Outdoors Unlimited

RK:ikb

cc: Idaho Congressional Delegation

THE STATE



OF WYOMING

ED HERSCHLER
GOVERNOR

Wyoming Recreation Commission

604 EAST 25TH STREET

CHEYENNE, WYOMING 82002

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PAUL H. WESTEDT
 Director
 777-7695

October 31, 1975

NOV 6 1975

The Honorable Clifford P. Hansen
 United States Senate
 6311 New Senate Office Building
 Washington, D. C. 20510

Dear Senator Hansen:

I am submitting this letter on behalf of the Wyoming Recreation Commission for inclusion within the record of the Senate Interior Subcommittee on Parks and Recreation Wyoming Public Hearings concerning National Park management problems.

It has been brought to the attention of the Commission that Teton National Park has classified snowplanes as snowmobiles and thereby frozen the use of these vehicles to those vehicles and owners who operated during a specific period of time during the past. Such a classification in reality will exclude snowplanes from the Park due to the fact that presently acceptable vehicles if sold, broken or not used will be excluded and no more new vehicles are to be allowed. As you know, snowplanes were used in Grand Teton and Yellowstone as early as the mid-1930s and are a unique and legitimate recreational use of the area. As such, the Commission feels that snowplanes have an established right to existence and use within the Park area. No doubt reasonable use regulations, etc., may become necessary in the future, but exclusionary regulations couched in any terms are not appropriate.

The Commission would like to have Yellowstone National Park regularly groom and maintain the snowmobile trail from the East Entrance of the Park to Fishing Bridge. All of this trail, with the exception of the last portion, is now periodically groomed and maintained and we feel the whole trail should be opened on the same basis as all of the other winter entrances to the Park. To avoid the situation by saying it's better not to groom and maintain the area for safety reasons is no longer appropriate because people are using the trail and knowingly being exposed to hazards which should not be allowed in a National Park area.

The Honorable Clifford P. Hansen
United States Senate
Washington, D. C.

October 31, 1975

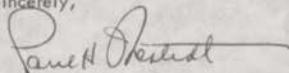
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Grand Teton registers and checks all snowmobiles for proper state registrations and we would like to request that Yellowstone initiate this same procedure. It creates great public confusion when one Park checks and registers snowmobiles and one does not, plus it would be a great assistance to the various state programs and assist Yellowstone maintain a better system of snowmobile administration and management.

The Commission would encourage all efforts that could be directed to establish more winter time facilities at the Flagg Ranch and within Yellowstone Park. These facilities are needed by the public for proper winter-time utilization of these resources.

We greatly appreciate the opportunity to comment on these subjects and wish to commend the Subcommittee for its efforts in this area.

Sincerely,



Paul H. Westedt
Director

PHW:lcl

October 21, 1975

Senator Clifford Hansen
Dirksen Bldg.
Washington, D. C. 20510

Dear Sir:

As I sit down once again to write and express our feelings I feel that it is very unjust for the people to have to fight for what is rightfully theirs.

The Parks and Public Lands belong to the people to use and enjoy. People and their use and enjoyment of the National Parks is being made subservient to preserving land.

Yellowstone is said to be overused. This is possible with only 3%, including that land used for roads, parking areas, campgrounds, government and concessionaire buildings, designated as use areas. No new thermal area has been opened up since 1995. Why not open up the 97% of Yellowstone that is scarcely used or not used at all? It was set aside for the use and enjoyment of the people. We should be providing opportunities for our expanding population instead of listening to the conservationists that propose it for wilderness. If the conservationists have their way the people will have nothing.

Parks are for all people, not just for those who have the physical stamina to backpack, ride a horse or hike; but also for those by reason of age, physical handicaps or just temperament can enjoy the grandeur from the seat of a car, snowmobile or just sit on a veranda at a lodge. Each segment of our population has a right to have its needs recognized; for we deal with the nations heritage in a democratic society.

It is discouraging to learn that the only solutions our leaders can come up with are negative ones to limit and exclude. Why not consider some positive solutions, such as opening more areas; expanding the seasons for snowmobiling, skiing and etc., dispersal of travel into other areas of the park?

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It goes to show our leaders are more interested in their value than the popular welfare. We feel we are entitled to a better deal.

Yellowstone is one of our more beautiful scenic areas. It is one of the most enjoyable times in the winter in a snowobile. You see the wildlife feeding along the river as you are going from West Yellowstone to Old Faithful. They are so unconcerned and pay no attention to you. They run't even raise their heads so you can take their picture. The scenery is more beautiful than it is in the summer.

People come from all over to see this wonderland in the winter. Last year people from Wisconsin and Minnesota brought their snowobiles in on semi-trucks. So you see, people are enjoying the Park and it should not be taken away. There should be more recreation for the people. Not better recreation than snow obiling and seeing the wonders of the country?

This letter comes from three snowobile clubs. I am listing their names and their memberships.

Sincerely,

Helena Snowdrifters 30 Members
Darlene McDowell, Sec.
1443 Dry Gulch Dr.
Helena, Montana

Blackfoot Trail Blazers 30 Members
Lincoln, Montana

Ponderosa Snow Warriors 30 Members
Lincoln, Montana

CC: Lee Petcalf
Mike Mansfield
John Colsher
Earl Baucus
Frank Rice

IAN I. McMILLAN
SHANDON, CALIFORNIA 93461

September 22, 1975

The Honorable Fortney H. Stark, Jr.
House of Representatives
Washington, DC 20515

Dear Mr. Stark:

You may recall our correspondence of the past year regarding the "let-burn" forest fire that covered some 4,000 acres in Yosemite National Park in August and September of 1974. In a recent visit to Yosemite, I made a brief survey of the burned area and the on-the-ground conditions there. In view of your interest and in hope that your good work on the matter will continue, I would like to offer this report and comment. I would also like to include the assurance that I will readily make a trip to the area with whoever in authority may wish to question or verify the accuracy of my observations.

In this recent survey I gave particular appraisal to a central section of the burn covering about a square mile located near and directly north of the public camp site on Clark Creek. This section includes an almost bare granite dome and a lower area of more level terrain on which a wide variety of forest growth has developed. As a sample to use in appraising the general effects of the entire burn this section seems fully suitable and appropriate.

I found a wide and profound discrepancy between the actual effects of the fire and what was represented in the information you received in letters of November 4, 1974, and May 27, 1975, from Mr. Howard H. Chapman, Western Regional Director, National Park Service. It was my finding that at least half of the forest growth affected by the fire was either dead or would yet die as a result. After almost a year only a few of the burned trees have fallen. Commonly, on different areas, a forest growth that had taken centuries to develop, including giant firs and pines that may well have never been previously touched by fire, and may well be over 300 years old, now stands ghostlike, a weird scene of death and destruction. Could this appalling and most unparklike scene represent a so-called "vignette of primitive America" such as the burning operations are intended to produce and which Mr. Chapman refers to as something that "we (the Park Service) are committed to preserve?"

Certainly, as is consistently over-emphasized in the official information you have received, the fire evidently did burn slowly and did far less damage on some areas than on others. But it is not sound information to make it appear, as this information does, that the fire did more to improve and benefit than to damage and destroy the park landscape and the general ecosystem.

In Mr. Chapman's letters it was repeatedly and pointedly made to appear that the fire caused no erosion or other damage or deterioration to the soil. My findings call for a much different version. I examined many different areas of the burn where all dead organic material including stumps, fallen boles, limbs and duff had been totally consumed. Although this total combustion of dead plant material was not universal it was common throughout the burned area. I also observed different situations on loose granite rock where there had been no trees or shrubs but where forest litter, evidently carried there by the wind, was forming

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organic topsoil. Amazingly, the fire reached commonly into open places of this kind, into the crevices and among the loose rocks, to completely destroy the soil-forming organic material. I enclose photographs of a burned area where the fire killed all trees and shrubs on a steep slope of almost solid granite. Evidence of erosion directly attributable to the burning of the protective organic cover is clearly notable in one of these pictures.

In the few thousand years since the slope in these pictures was covered by ice, the sparse stand of pines and firs on the raw granite, together with other hardy plants, had barely made a start in their fundamental work of changing bare rock to organic soil and to the further development of a natural system that grows and lives and depends on organic soil. It may be another hundred or a thousand years before another growth of living pines and firs will develop on this slope. In the meantime, is the program of planned incendiaryism that has quickly produced this present scene of devastation, going to be extended and expanded as a major bureaucratic promotion in Yosemite?

Again, with the thought and hope that your active interest in this problem will be on-going, I noted in the more recent letter from Mr. Chapman that you may have visited the burned area and that you are invited to return - "We hope you will return to Yosemite to examine the fire area, to note the changes that have occurred though the changes will not be dramatic." Indeed I wish to urge and recommend that you do return as invited and that you examine on a continuing basis the area lying just north of Clark Creek where I recently made my appraisal.

Perhaps you have already visited that section of the burn and have noted the areas I have described on which all forest growth, although yet standing, is dead or dying. Even to accept this present scene as "beneficial," the real aftermath of the fire is yet to be appraised. This will take several years to develop as the dead timber begins to fall and mingle with seedling or scab growth. This new growth, officially referred to as "dog-hair thickets," is already germinating profusely on some areas of the burn. This prospective tangle of dead timber mixed with dense sapling undergrowth can be expected to reach full development in about 10 years. A good example of such an aftermath can now be viewed in the park a few miles below Merced Lake where a wildfire occurred in the middle 1960's. Unsightly, totally unparklike, the even greater significance of that situation is the extreme fire hazard it now represents in the form of massive amounts of dead, highly inflammable tinder.

In whatever further scrutiny that you might be giving the matter, I would like to suggest that you examine the issue of fire hazard as this has been exploited to the point of monotony and with typical contradiction and inconsistency in the promotion of the new fire policy. You may have noted the characteristic use made of this issue in the letter of May 27, 1975, that you received from Mr. Chapman. In an oddly-worded but highly significant sentence he said: "This reduction of tree numbers and fuel consumption prevented a holocaustic fire from developing conditions that can now occur because of unlimited reproduction and fuel accumulations." How could official information be more confusing!

From the evidence of developing fire hazard that I recently witnessed on the Clark Creek burn, I feel safe in predicting that in the next coming years, fire hazard will become far greater on the burned area than on adjacent non-burned parts of the same forest. I would further predict that as this fire hazard on the burned area becomes undeniable, the fire technicians in charge will, if allowed, be projecting prescribed burning as a further practice to eliminate the fire hazard caused by the 1974 burn. Thus will be advanced the self-propagating industry of deforestation that should never have been allowed to enter Yosemite.

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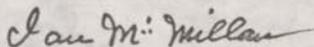
If the suppression or absence of fire in the forests of Yosemite has produced the conditions for a holocaust, as claimed by the proponents of the new fire program, why have no such conflagrations occurred in the park's 70-year history? Why did this not occur in the Clark Creek burn? Why, instead, and to the extreme opposite, did the fire remain for almost two months at a slow, gradual rate of spread? Why did it fail to burn some of the more dense and massive stands of forest while devastating stands that were more sparse and open?

The Clark Creek burn offers exceptional opportunity to appraise the argument that such fires reduce fire hazard. It may well have been the largest fire to occur in Yosemite since the park's establishment. The burned area lies in the midst of a section that appears to have been little affected by fire for at least the last century. Most of this general area is densely forested and evidently has remained so for more than a century. The growth rings of a tree felled in the blister rust operations here in the 1930's and 1940's indicate an age of around 300 years. Most of the area was evidently worked over in that blister rust campaign as indicated in sawed stumps and felled boles that still remain at different locations. Contrary to the original understanding that let-burn fires of this kind would only be allowed at or above elevations of 8,000 feet, the Clark Creek fire, although it started at around that elevation; burned down-slope to finally cover a total area of which approximately 80 percent is below the 8,000 foot level. Of particular importance, the period of almost two months during which the fire started and continued was one of record drought for that region making exceptionally favorable conditions for the fire to spread and intensify. If there is any validity to the argument that suppression or absence of forest fire in this region of Yosemite, results in excessive accumulations of fuel and the potentialities for a sweeping holocaust, here is where such conditions should have been fully prevalent at the time of the 1974 fire. The fact that no such conflagration developed in the two dry months of late summer during which this fire burned should, it seems, be firmly and factually recorded as a basis on which to examine any further promotion or advancement of the deforestation program now freely operating in Yosemite.

What you may also wish to appraise if visiting the Clark Creek burn, is the proposition, which I find to have sound basis, that in the absence of fire, forest growth actually tends to become less susceptible to fire. This is partly because live trees are less inflammable than dead ones. Trees killed by fire, as in the Clark Creek burn, usually remain intact as dry tinder including the leafage. Also, the well-known process of organic decomposition works in the absence of fire to establish a natural state of equilibrium in which the production of new growth is equalled by the amount of dead plant material being converted to mineralized topsoil and other non-combustible matter. This natural process of decomposition or humification has been extensively researched with the scientific findings long being a matter of common knowledge. Although fire importantly affects this process, the effects are detrimental and destructive, not beneficial or creative. Plant life has evolved and survived in spite of fire, not because of it. The superb and magnificent forests of Yosemite are living testimonials to the soundness of the park's traditional and successful fire prevention program. In view of that inescapable proof, it has been more than amazing to note the closing sentence of Director Chapman's last letter: "Fire is as necessary as sunshine and rain in the development of these superlative forests."

If this letter is too long, it is only because of the crucial public need that I feel is involved together with an exceptional opportunity for further gainful treatment. Your previous good work on the problem has, I'm sure, been most gainful. But even more crucially gainful would be your continued scrutiny and appraisal.

Sincerely,



cc: Janet Linfoot
John Madigan



THE STATE OF WYOMING

ED HERSCHLER
GOVERNOR*Game and Fish Department*

CHEYENNE, WYOMING 82002

JAMES B. WHITE
DIRECTOR

October 15, 1975

James P. Beirne
Council to the Subcommittee
Room 3106, Dirksen Office Building
Washington, D. C. 20510

Subject: Park Oversight Hearings

Dear Mr. Beirne:

We would like to make the following comment relative to the Park Oversight Hearings held in Cody, Wyoming on October 16, 1975.

To conduct the grizzly research study within the area sometimes referred to as the Yellowstone Ecosystem would require close cooperation and coordination between Yellowstone National Park, the Fish and Wildlife Service and the three surrounding states. We would like to request the Yellowstone National Park Superintendent to consider approval for capturing and marking of bear that is essential to the study. In addition we would like the Park Superintendent to consider the possibility of approving or permitting us to transplant bear taking livestock into the more remote areas of the Yellowstone. In some cases where livestock damage by grizzlies occurs within National Forest lands, it would be more desirable to release these bear a greater distance from the problem area.

Sincerely,

Kenneth Winter
Kenneth Winter, Supervisor
District II
Box 988
Cody, WY 82414

KW:bw



Wyoming Motel Association

November 11, 1975

ORGANIZATIONAL MEMBER OF
NATIONAL INNKEEPERS ASSOCIATION

Norman E. Fisher, President
1732 Sheridan Ave.
Cody, Wyoming 82414

William Vondy, Vice President
2414 E. Lincolnway
Cheyenne, Wyoming 82001

Edward J. Krasovich, Secy. Treas.
P. O. Box 1584
Cody, Wyoming 82414

James P. Beirne, Counsel
Parks and Recreation Subcommittee
Suite 3106, Dirksen Senate Office Bldg.
Washington, D. C. 20510

Dear Mr. Beirne:

Herewith are the answers to the questions directed by Senator Hansen to the motel panel at the Cody hearing last month. These answers are the consensus of the motel people who attended the motel convention in Riverton, Wyo. last week.

1. Q. What do you think of the prices charged for facilities and services in Yellowstone?
 - A. a) Prices for facilities are in line with comparable facilities in the surrounding area.
 - b) Services (Food). The price is questionable.
The quality and service are substandard.
2. Q. What is your opinion of the transportation system?
 - A. (a) Existing highways should be widened to 46', which would provide a parking and a traveling lane on each side.
 - (b) The Yellowstone Park bus system is doing a fine job.
3. Q. What effect do you think regulations concerning commercial tour groups and the concessioner's preferential rights on transportation have on the regional tour business?
 - A. We feel that the Yellowstone Park Co.'s preferential right to charge \$7.50 per person per day, with a maximum of \$27.50 per stay is very detrimental and should be eliminated.
4. Q. What is your opinion as to quality and variety of levels of overnight accommodations presently available?
 - A. Upgrading (and in a number of instances, replacement) is needed on older overnight accommodations. Variety seems to be adequate at the present time; however, more concessioner-operated and managed recreational vehicle facilities are des-



Wyoming Motel Association

ORGANIZATIONAL MEMBER OF
NATIONAL INNKEEPERS ASSOCIATION

Norman E. Parker, President
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P. O. Box 1584
Cody, Wyoming 82414

James P. Beirne, Answers to Questions at Cody Hearing,
page 2--

perately needed, and they should remain open for longer periods of time during the season.

5. Q. If new facilities are required to accommodate an increased visitor load at the Parks, should these facilities be built and operated by the Federal Government, built by the Government and leased to private concessioners, or should the facilities be provided by the private sector outside the park?
- A. a) No.
b) Yes. Year-round facilities to be developed in an area not now developed, and to be leased to private individuals other than the Yellowstone Park Co. The present concessioner has not proven itself to be an especially good concessioner over the past ten years; so perhaps it is time to consider dispersing the concession rights for the Park.
c) No. The shortness of the season would not warrant the investment by a private individual.

Respectfully submitted,

WYOMING MOTEL ASSOCIATION

Norman E. Parker
Norman E. Parker, President
1702 Sheridan Avenue
Cody, Wyoming 82414