and the wife of a project engineer. It seems she was dared to drive her small car across the 6-foot-wide mesh walkway. She accepted the dare. Some say the car was a Jeep; others insist it was a Volkswagen. Whatever the make of car, she did it. And there are those still living in Page who swear they saw her do it.

On February 20, 1959, the steel-arch Glen Canyon Bridge was opened for public use, eliminating both the need for the wire mesh walkway and the necessity for the 250-mile drive from one canyon rim to the other. The bridge completed a new routing for U.S. Highway 89 and opened a shorter route between Page, Ariz., and Kanab, Utah—a distance of about 76 miles.

Glen Canyon Bridge is the highest steel arch in the world and the second longest in the United States. In 1964, the American Society of Civil Engineers voted Glen Canyon Dam, Powerplant, and Bridge "The Outstanding Civil Engineering Achievement of 1963."

According to the proposed plan, the town became a designed community governed by the Bureau of Reclamation. The late John C. Page, after whom the town is named, was Commissioner of Reclamation from 1937 to 1943. He also pioneered much of the Colorado River Reclamation development.

Little by little, living conditions improved. The first business established in Page was a branch of the Bank of Arizona, now the First National Bank of Arizona. Huge monthly paychecks were deposited there. The pay for construction on the dam was good because the work was dangerous.

A grocery store and post office were also established. Trailer parks were laid out, and the Bureau built 200 government homes situated along curving paved roads.

By 1958, a permanent airfield had been built, suitable for use by small commercial planes, and a 25-bed hospital was ready for use by the residents of Page. A paved road linked the modern pioneer town directly with Flagstaff.

During the first year, children went to school in tents. Then, the second year, three prefabricated steel buildings were erected to serve as classrooms and one student was graduated from high school. On Sundays, the school buildings served as churches.

In 1959, a volunteer fire department was established. The department included a full-time chief and 15 volunteers—all Reclamation employees. The equipment consisted of two pumper firetrucks—one of 1941 vintage and the other of 1948. The available equipment also included a 500-gallon water tank on a trailer and a direct chemical unit.

In July 1960 near disaster overtook the fledgling town. Some of the original residents remember it vividly as "The Strike." In fact, it almost destroyed the town.

For six months the strike dragged on. One by one, the construction workers and their families pulled out in search of jobs elsewhere. Some businessmen were forced to close their businesses, and others just sat in front of their empty stores.

On December 20, 1960, an agreement between management and labor was reached and the remaining Page residents celebrated a joyous Christmas.

On June 17, 1960, the first bucket of concrete was poured.

With the construction of the dam in progress, Page grew to a population of 8,000. In September 1963, Glen Canyon Dam was topped out and finished within the next few months.

Following completion of the major construction on the powerplant in 1964, the population dropped to 3,000. And, three years later it dwindled to 1,323. Page would continue to exist, however, if only because a few Government workers would always be required to be there to maintain the dam and powerplant.

And so Page settled down to a quiet existence, beside the yet undiscovered tourist haven, Lake Powell.

In 1967 a study to determine the possibility of incorporating the city was undertaken by Arizona State University under contract by the Bureau of Reclamation. At the end of December 1967, the report was made public.

The study noted three important elements: (1) the Bureau of Reclamation intended eventually to incorporate Page under Arizona law. (2) Although the Bureau administered the city government, all of the businesses and some of the residences were privately owned. (3) The town was fast becoming a tourist center.

The University recommended procedures and a time schedule for transfer of the city government.

About the same time that Arizona State University's report became public, a deposit of high-quality coal was discovered on Black Mesa, 70 miles southeast of Page. Thus began the Navajo Power project.

Construction of the power station began in 1970 and Page once again became a construction boom town, as well as a tourist mecca.

In 1974 one unit of the Navajo Generating Plant began producing power. A second unit was placed on the line early in 1975, while a third is scheduled for operation in 1976. At present the population of Page is about 6,900 residents.

From 1966 to 1976, the Advisory Council guided Page. It consisted of six members—five elected by the citizens and one appointed to represent the Bureau of Reclamation. The Council was formed to be a liaison between the Bureau and the citizens of Page, to administer community affairs, and to work toward incorporation.

There are two legal requirements under Arizona law for incorporation of an area. The first is that the area must possess a population of at least 900 people. The second is that the area proposed for incorporation must be a "community." A "community" is defined as "an area in which a body of people reside in more or less proximity, having common interests in such services as public health, public protection, fire protection, and water which bind together the people of the area and where the people are acquainted and mingle in business, social, educational, and recreational activities." The county board of supervisors determines if a "community" exists.

There are two methods to incorporate an area. One requires a petition to the county board of supervisors signed by two-thirds of real property taxpayers living within the "community."

The second method requires that 10 percent of the real property taxpayers living within the area proposed for incorporation should petition the board of supervisors for an election on the question of incorporation.

The residents of Page used the second method of incorporation. Elections on incorporation may be held only on the fourth Tuesday after the next State general election. Once the election has been called, only real property taxpayers who are qualified electors of the State and live within the area proposed for incorporation may vote in the election.

A special election for incorporation of Page by the Coconino County Board of Supervisors was held December 17, 1974. The results were 2-to-1 in favor of incorporation.

This Coconino County Board of Supervisors recognized the legitimacy of the community on March 1, 1976, by declaring Page incorporated. The Advisory Council was sworn in as a temporary seven-member "Common Council," to represent the citizens until an election could be held. This election was set for May 1975, with a runoff (if necessary) in June.

Saturday, March 22, 1976, was a day of celebration. A ceremony was held to help people realize the significance of their giant step toward incorporation. On that day, however, a huge frontal storm swept down across the Sierra and through the deserts, kicking up winds of over 60 miles per hour and depositing snow in its wake. As the violent wind buried sand and dust through the streets of Page, old-timers were reminded of the early days when the raw cold for new towns was strewn into the path of savage spring winds.

In spite of the storm, the March 22 ceremony went off as scheduled, minus a few dignitaries whose planes were grounded in Salt Lake City or Phoenix. A capacity crowd of 800 filed into the sparkling new high school where the auditorium was decorated with a forest of flags.

Commissioner of Reclamation Gilbert G. Stamm was able to fly in from Denver to speak. He presented Page Mayor, Norman Mardesich, a framed stainless steel key to the city. In addition, he presented a copy of the Bureau's contract with the city that officially turned over considerable city land, utilities, hospital, airport, and items of equipment.

Delighting the audience were several musical numbers by the band and chorus of Page High School. The show stopper, however, was the appearance of Navajo children from nearby Kaibeto School, who sang short, happy, Indian chants, to the beat of a tom-tom. Dressed in traditional Navajo clothing, these bright-faced seven and eight-year olds, each wore some valuable item of family jewelry.

Since it borders the Navajo Indian Reservation, Page could also count among its citizens the many nearby Navajos who shop in the town and who use the hospital and the schools. For these Indian families, the existence of Page has effected a tremendous change in life styles, in economic status, and in personal expectations.

In fact, Page initially was on the Navajo Indian Reservation. But in 1958, land for the town was obtained under the Navajo Land Exchange Act, whereby the Indians were given equivalent land elsewhere.

Also participating in the ceremony was Mildred Page, widow of the late Commissioner John C. Page, for whom the town was named. Mrs. Page—a spry, active octogenarian—marched up the aisle bearing the new town flag. Then with a strong voice she spoke of her delight in being present for the important occasion.

Stan Jones, master of ceremonies and president of the Page-Lake Powell Chamber of Commerce, summed it up when he said, "A new infant was born this week: the town of Page. It may stumble a bit but it will soon learn to walk with strength and vigor toward the goal of self-determination."

THE PROBLEM OF PCB'S

HON. LES ASPIN

OF WISCONSIN

IN THE HOUSE OF REPRESENTATIVES

Thursday, October 23, 1975

Mr. ASPIN. Mr. Speaker, one of the most ecologically damaging industrial chemicals in use today is polychlorinated biphenyls—PCBs.

PCBs have been in used since 1929, but it was not until 1966, that they were discovered to be widespread environmental contaminants.

Since 1971, the use of PCB has been limited to closed electrical systems, transformers and capacitors. Prior to 1971, they were used in such items as surface coatings, plasticizers, sealants, adhe-

sives, printing inks, and carbonless copy paper.

In 1973, the U.S. Food and Drug Administration established maximum PCB tolerance levels for fish and shell fish, paper food packaging materials, animal feed and poultry and dairy products.

Mr. Speaker, in spite of FDA's rules and regulations, the PCB problem has not diminished, but has increased. Fish and sediment samples which reveal this disturbing news, the absolute decline in the commercial fishing industries of the Great Lakes' States, the Hudson River Valley and other areas, and the potential danger PCBs pose to human health, has led me to propose legislation, H.R. 9525. This bill would prohibit PCB imports, and the use and shipment of PCBs in the interstate commerce.

Mr. Speaker, I am enclosing for my colleague's further information, a page one article in the October 10, 1975 Wall Street Journal, written by Jeffrey A. Tannenbaum.

PERMANENT PCB'S: INDUSTRIAL POLLUTANTS MAY BE WORSE THREAT THAN DDT TO ECOLOGY; THEY LINGER LONGER, ARE TOXIC AT LOWER LEVELS THAN HAS BEEN THOUGHT; HURT MONKEYS, MINKS AND MEN

(By Jeffrey A. Tannenbaum)

NEW YORK.—A group of industrial pollutants that seemed to be coming under control a few years ago is currently emerging as a more serious threat than the insecticide DDT.

The ubiquitous pollutants—a chemical family derived from benzene and called polychlorinated biphenyls, or PCBs—are stirring concern for a variety of reasons. They have caused severe human ailments, including a skin disease and liver problems, and researchers are finding evidence that PCBs are toxic at far lower levels than previously thought. In laboratory experiments, PCBs fed to monkeys have resulted in a high incidence of miscarriages and sickly infants, while rats have developed liver cancer. Evidence is accumulating that PCBs may harm some wildlife—particularly ocean-feeding birds—and even the entire ecological food chain.

Furthermore, PCBs are far more resistant than even DDT to degradation by natural forces. In many places the accumulation of PCBs in the environment either has exceeded or may soon exceed that of DDT.

But because of their advantages—chemical stability, fire resistance and electrical insulating properties—PCBs are important to the safe operation of many electrical transformers and capacitors. They also have been used in such varied products as lubricants, waterproofing chemicals and "carbonless" duplicating paper.

USED LONGER THAN DDT

PCBs have been in use since 1929, more than a decade longer than DDT. But it wasn't until the late 1960s, several years after the late Rachel Carson's book, Silent Spring, focused attention on the widespread contamination by DDT and its danger to birds, that scientists began to worry about PCBs, too. But the federal government wasn't worried enough to curb use of PCBs, as it did with DDT in 1972.

Evidence of contamination now is being discovered far from industrial plants. "It's all over the place—we find PCBs everywhere we look," says Glenn E. Schweitzer, director of the office of toxic substances of the U.S. Environmental Protection Agency. Worrisome quantities of PCBs have been detected in fish ranging from salmon in Lake Michigan to striped bass in the Hudson River—a hint that the chemicals are leaking into the very beginnings of the food chain. Oceanographers have found the chemicals far at sea.

"Our overall concern about PCBs is greater than ever before," the EPA's Mr. Schweitzer says.

That concern is increased by the fact that a three-year-old voluntary restriction on PCB applications has failed to reduce pollution. "The contamination of the environment is as bad as it has ever been," says Donald I. Mount, an aquatic toxicologist and director of the National Water Quality Laboratory in Duluth.

MANY BUYERS ELIMINATED

The controls were instituted in the wake of a 1972 report by a federal government task force that urged that PCBs "should be restricted to essential or nonreplaceable uses which involve minimum direct human exposure, since they can have adverse effects on human health." The sole U.S. producer, Monsanto Co., voluntarily stopped selling the chemicals to "several thousand" customers—all except users with "closed system" electrical applications.

The St. Louis-based company says that it now sells only 40 PCB customers in the U.S. and that its U.S. production has been slashed to about 40 million pounds a year from the 1970 peak of 85 million pounds. Monsanto also makes PCBs in Europe and sells them under the same restrictions.

But the production cutback has failed to reduce pollution levels for several reasons. One is the chemicals' persistence in the environment: PCBs "could be around for years and years to come," says Nicholas S. Fisher, a marine ecologist at the Woods Hole Oceanographic Institute in Massachusetts. Also, many U.S. users of PCBs cut off by Monsanto are obtaining supplies from European producers for use in hand soaps, copying-ink toners and other products that readily contribute to pollution, federal officials believe. And finally, even Monsanto customers in their manufacturing processes accidentally spill PCBs, and direct emissions of the chemicals into waterways have never been stopped.

COMPLETE BAN URGED

As a result of the apparent failure of voluntary controls, environmentalists are urging a ban on PCBs. "They are a hazard to human health, so there should be a complete phaseout of PCBs in every use as soon as possible," says Karim Ahmed, a biochemist with the Natural Resources Defense Council in New York.

According to Barry Commoner, a biologist and director of Washington University's Center for the Biology of Natural Systems, the lack of environmental caution in introducing PCBs amounts to "an absolutely shocking and staggering case history."

Mr. Commoner says the ability of PCBs to cause chloracne, a skin ailment, was well-documented by 1948 because of outbreaks among workers handling PCBs and products containing them. But nobody bothered to consider the eventual public-health problems that might result from the environmental pollution, he says.

It's true that only after environmental problems in general and DDT in particular became issues in the 1960s did PCBs finally become suspect. In 1968, researchers discovered PCBs in the tissues of fish that at first had been thought to be suffering from DDT intoxication. Subsequent studies confirmed PCBs as a widespread contaminant, entering the environment through pollution of waterways, the burning of trash containing PCBs and other routes.

Then the alarm grew as new evidence of PCB's toxicity came to light. In 1968, more than 1,000 people in Japan suffered an epidemic of a disfiguring skin disease, dubbed Yusho, that later was traced to rice oil heavily contaminated with PCBs. The victims also suffered abdominal pains and disturbances in liver function. The chemicals had been used as a heat-transfer agent in making the oil, which apparently had been contaminated by leaking equipment.

Evidence of toxicity continues to increase. After PCBs became an issue three years ago, the Food and Drug Administration set maximum levels, effective in 1973, to be tolerated in foods: the tolerance for fish, for example, was put at five parts per million. But recent research suggests that PCBs may be hazardous at the stipulated levels or lower.

The evidence comes from the University of Wisconsin's Primate Research Center. James R. Allen, a professor of pathology, says rhesus monkeys, only a few months after being put on diets containing as little as 2.5 parts per million of PCBs, suffered loss of hair, general metabolic disturbance and, in effect, a severe stomachache. Moreover, even low levels of PCBs in monkeys apparently caused abortions and sickly offspring. "This indicates that if man were exposed to similar levels over the same time, he also would become extremely ill," Mr. Allen says.

The monkey studies are considered significant because many fish contain more than five parts per million of PCBs. Through an insidious phenomenon known as bioaccumulation, PCBs tend to build up in the fatty portions of animals and man; authorities say PCB concentrations in fish may be up to 250,000 times as great as in the water in which they feed.

Fish from the Great Lakes, the Hudson, Milwaukee and Ohio rivers and other waterways are showing worrisome PCB levels. Recent samples from Lake Michigan average 8.8 parts per million in lean lake trout, 22.9 parts per million in large lake trout and 10.5 parts per million in coho salmon. PCB levels tend to be somewhat lower in edible portions of fish but still exceed the five-parts-per-million limit.

Two shipments of Great Lakes canned salmon recently were seized by the FDA as contaminated, and several states have been trying to police fish sold within states. But many people, mainly sport fishermen, are believed to be eating contaminated fish, despite warnings by health authorities in New York and the Midwest. And serious problems could loom for commercial fishermen. After studying Lake Michigan, for example, a special task force recently concluded, "Although all species aren't affected by PCBs, the potential exists for a significant portion of this fishery being curtailed."

Moreover, there are hints that PCBs also might cause cancer in man, although this possibility is far from having been proved. One soon-to-be-published study by Clement D. Kimbrough, a physician currently with the federal Center for Disease Control in Atlanta, provides the strongest indication to date that PCBs can cause liver cancer in rats. "This serves as a warning that PCBs may be a low-grade carcinogenic agent in man," she says. Some scientists speculate that if the chemicals cause cancer in man, it would be only after heavy exposure over many years and possibly only in long-time workers in PCB plants.

The dangers to some forms of animals has been definitely established. For example, mink that ate Great Lakes fish containing PCBs failed to reproduce, and PCB pollution is said to have forced some mink growers out of business. And the chemicals are prime suspects in wildlife problems. Robert W. Risebrough, an ecologist with the University of California's Bodega Marine Laboratory, says there is a "strong but still unproven" case that PCBs are killing birds such as the herring gull and osprey.

Scientists also worry that PCBs in the oceans will eventually decimate some forms of algae, with a possibly fatal impact on tiny animals near the bottom of the food chain that eat those specific algae. Experimenta-

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tion also has suggested that PCBs somehow interfere with the process of photosynthesis through which plants flourish. More recent research at Woods Hole, however, suggests that photosynthesis isn't impaired, but cell division is; the result would be fewer cells and less total photosynthesis in types of algae sensitive to PCBs. Nobody knows what the eventual impact, if any, will be on man.

Amid all these uncertainties, few people are seriously arguing that PCBs shouldn't be cleaned up. The EPA promises "aggressive" action. Mr. Schweitzer of the toxic-substances office says that next February the EPA will finally set effluent limitations for PCBs aimed at stopping industrial pollution. (Since 1972 the agency has had the authority to issue such standards, but hasn't done so. In the absence of standards, most PCB users have been free to pollute waterways, though some regional EPA offices have tried to regulate emissions through permits.)

The EPA also is citing PCBs in renewing its call for passage of the long-proposed Toxic Substances Control Act. The legislation, which isn't considered likely to clear Congress soon, would expand the EPA's powers to curb pollution. But environmentalists call the proposed legislation weak since it wouldn't require new testing procedures.

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