

B2MK

THE APPALACHIAN TRAIL

HEARING
BEFORE THE
SUBCOMMITTEE ON PARKS AND RECREATION
OF THE
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE
EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

S. 622

A BILL TO FACILITATE THE MANAGEMENT, USE, AND PUBLIC BENEFITS FROM THE APPALACHIAN TRAIL, A SCENIC TRAIL DESIGNED PRIMARILY FOR FOOT TRAVEL THROUGH NATURAL OR PRIMITIVE AREAS, AND EXTENDING GENERALLY FROM MAINE TO GEORGIA; TO FACILITATE AND PROMOTE FEDERAL, STATE, LOCAL, AND PRIVATE COOPERATION AND ASSISTANCE FOR THE PROMOTION OF THE TRAIL, AND FOR OTHER PURPOSES

SEPTEMBER 16, 1965



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

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1965

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

HENRY M. JACKSON, Washington, *Chairman*

CLINTON P. ANDERSON, New Mexico

ALAN BIBLE, Nevada

FRANK CHURCH, Idaho

ERNEST GRUENING, Alaska

FRANK E. MOSS, Utah

QUENTIN N. BURDICK, North Dakota

CARL HAYDEN, Arizona

GEORGE McGOVERN, South Dakota

GAYLORD NELSON, Wisconsin

LEE METCALF, Montana

THOMAS H. KUCHEL, California

GORDON ALLOTT, Colorado

LEN B. JORDAN, Idaho

MILWARD L. SIMPSON, Wyoming

PAUL J. FANNIN, Arizona

JERRY T. VERKLER, *Staff Director*

STEWART FRENCH, *Chief Counsel*

ROY WHITACRE, *Professional Staff Member*

SUBCOMMITTEE ON PARKS AND RECREATION

ALAN BIBLE, Nevada, *Chairman*

HENRY M. JACKSON, Washington

CLINTON P. ANDERSON, New Mexico

FRANK CHURCH, Idaho

FRANK E. MOSS, Utah

GAYLORD NELSON, Wisconsin

MILWARD L. SIMPSON, Wyoming

LEN B. JORDAN, Idaho

PAUL J. FANNIN, Arizona

CONTENTS

	Page
S. 622.....	1
Departmental reports:	
Agriculture.....	4
Army.....	5
Budget.....	6
Interior.....	2

STATEMENTS

Boardman, Walter S., executive director, the Nature Conservancy.....	24
Campbell, Thomas H., vice chairman, Roanoke Appalachian Trail Conference.....	34
Clark, Hon. Joseph S., a U.S. Senator from the State of Pennsylvania.....	10
Conway, Grant, Potomac Appalachian Trail Club of Washington.....	36
Ervin, Hon. Sam J., a U.S. Senator from the State of North Carolina.....	12
Garvey, Edward B., secretary, Appalachian Trail Conference, Washington, D.C.....	30
Murray, Stanley A., chairman, Appalachian Trail Conference, Kingsport, Tenn.....	25
Nadel, Michael, assistant executive director, the Wilderness Society.....	14
Nees, Harry, New York-New Jersey Trail Conference.....	32
Nelson, Hon. Gaylord, a U.S. Senator from the State of Wisconsin.....	6
Ogden, Daniel M., Jr., Assistant Director, Bureau of Outdoor Recreation, Department of the Interior; and Donald Shedd, recreation specialist, Southeast regional office.....	16
Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island.....	12
Pyles, Hamilton K., Deputy Chief, U.S. Forest Service, Department of Agriculture.....	14
Robertson, Hon. A. Willis, a U.S. Senator from the State of Virginia.....	9
Smith, Spencer, Jr., secretary, Citizens Committee on Natural Resources.....	42

COMMUNICATIONS

Belcher, C. H., board of managers, Appalachian Trail Conference: Telegram to Hon. Alan Bible, chairman, Parks and Recreation Subcommittee, dated September 14, 1965.....	23
Brewster, Hon. Daniel B., a U.S. Senator from the State of Maryland: Letter to Hon. Alan Bible, chairman, Parks and Recreation Subcommittee, dated September 16, 1965.....	14
Caldwell, Horace, director, Department of State Parks, Atlanta, Ga.: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 20, 1965.....	50
Dickerman, Ernest, chairman, Conservation Committee, Smoky Mountains Hiking Club: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 18, 1965.....	49
Eidson, J. P., president, Georgia Appalachian Trail Club: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 20, 1965.....	50
Faulkner, James L., president, Maine Appalachian Trail Club, Inc.: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 16, 1965.....	47
Forbes, Miss Norma, president, Carolina Mountain Club: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 16, 1965.....	48
Graydon, Leonard R., chairman, the Conservation League: Letter to Hon. Henry M. Jackson, chairman, Interior and Insular Affairs Committee, dated September 20, 1965.....	46
Hiller, Herbert S., Verona, N.J.: Letter to Hon. Henry M. Jackson, chairman, Interior and Insular Affairs Committee, dated September 17, 1965.....	48

Kimball, Thomas L., executive director, National Wildlife Federation: Letter to Hon. Alan Bible, chairman, Parks and Recreation Subcommittee, dated September 14, 1965.....	Page 24
King, Hon. John W., Governor, State of New Hampshire: Telegram to Hon. Alan Bible, chairman, Parks and Recreation Subcommittee, dated September 20, 1965.....	46
McSweeney, Donald M., Tennessee Department of Conservation: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 20, 1965.....	49
Rohrbaugh, John H., president, the Green Mountain Club, Inc.: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 17, 1965.....	47
Saunders, Preston H., president, Appalachian Mountain Club: Telegram to Hon. Alan Bible, chairman, Parks and Recreation Subcommittee, dated September 14, 1965.....	23
Stevens, Lawrence N., Acting Director, Bureau of Outdoor Recreation: Letter to Hon. Gaylord Nelson, U.S. Senate, dated September 24, 1965.....	21
Train, Russell E., president, the Conservation Foundation: Letter to Hon. Henry M. Jackson, chairman, Interior and Insular Affairs Committee, dated September 16, 1965.....	46

THE APPALACHIAN TRAIL

THURSDAY, SEPTEMBER 16, 1965

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

The subcommittee met, pursuant to call, at 10 a.m., in room 3110, New Senate Office Building, Senator Gaylord Nelson presiding.

Present: Senators Gaylord Nelson (Wisconsin), Frank Church (Idaho), Len B. Jordan (Idaho), and Paul J. Fannin (Arizona).

Also present: Jerry T. Verkler, staff director; Stewart French, chief counsel; Roy M. Whitacre, professional staff member; and Richard N. Little, minority counsel.

Senator NELSON. The hearing on S. 622 will open.

The Parks and Recreation Subcommittee meets this morning to take testimony on S. 622 sponsored by myself and 14 other Senators. The measure's purpose is to facilitate the management, use, and public benefits from the Appalachian Trail, a scenic trail designed primarily for foot travel through natural or primitive areas, and extending generally from Maine to Georgia; to facilitate and promote Federal, State, local, and private cooperation and assistance for the promotion of the trail, and for other purposes.

Without objection, a copy of the bill and the favorable reports of the Departments of Interior, Agriculture, and Defense as well as the Bureau of the Budget, will be included in the record at this point.

(The material referred to follows:)

[S. 622, 89th Cong., 1st sess.]

A BILL To facilitate the management, use, and public benefits from the Appalachian Trail, a scenic trail designed primarily for foot travel through natural or primitive areas, and extending generally from Maine to Georgia; to facilitate and promote Federal, State, local, and private cooperation and assistance for the promotion of the trail, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in recognition of the public benefits already received from the establishment of the Appalachian Trail, extending generally along the Appalachian Mountains from Maine to Georgia for a distance of more than two thousand miles, and in order to promote and perfect the delineation, protection, and management of such trail, the cooperation of Federal, State, local, and private organizations and persons for these purposes, is hereby declared to be in the public interest.

(b) In furtherance of these purposes, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Defense, and any other Federal officials who now or hereafter administer Federal properties traversed by the Appalachian Trail shall coordinate their efforts in providing uniform administration and protection of the trail; and they shall give encouragement to and cooperate with the States, local communities, and private organizations and persons in promoting the purposes of this Act.

SEC. 2. (a) The Appalachian Trail, together with sufficient land on both sides thereof to protect adequately and preserve its character, shall comprise the

Appalachian Trailway, which shall be administered, protected, and maintained so as to retain its natural or scenic character in keeping with the purposes of this Act, excluding therefrom all inconsistent and nonconforming uses wherever this can be accomplished in the public interest: *Provided*, That such administration shall not render inapplicable to the lands within the trailway the pertinent laws and regulations governing particular Federal areas or lands traversed by the trailway.

(b) The Secretary of the Interior, with the concurrence of other Federal agencies administering lands through which the Appalachian Trail passes, is authorized to issue, and to amend from time to time, as required by circumstances, regulations to carry out the purposes of this Act and to serve as guidelines in its administration, protection, and general management.

SEC. 3. In furtherance of this Act and the objectives prescribed by the basic Act relating to outdoor recreation activities approved May 28, 1963 (77 Stat. 49), the Secretary of the Interior, with the advice, consent, and assistance of the aforesaid Federal agencies, States, and others, is authorized to define, redefine, and delineate, where advisable, the route of the Appalachian Trailway in order to retain wherever possible the natural or scenic character of the trail and adjoining lands. The Secretary shall cause public notice to be given concerning the trailway route, as soon as possible after the enactment of this Act and thereafter whenever additions or changes are made, either through publication in the Federal Register, or in such other manner as he shall consider practicable. The route of the trailway may be revised from time to time, as required by circumstances, with the consent of the Federal agencies directly involved. In determining the width and location of the trailway, the following principles shall govern—

(a) The trailway shall be of sufficient width and shall be so located as to provide the maximum retention of natural conditions, scenic or historic features, and the primitive nature of the trailway.

(b) The route of the trailway shall be selected to avoid, so far as possible and practicable, established highways, motor roads, mining areas, power transmission lines, private recreational developments, public recreational developments not related to the trail, and other activities that would be inconsistent with the purposes of this Act and the protection in its natural condition and use of the trail for outdoor recreation.

SEC. 4. (a) In order to promote continuity of the Appalachian Trailway and its uniform administration as a continuous area throughout its full length, and to promote its use and management in keeping with the purposes of this Act, Federal agencies administering land through which the trailway passes are authorized to acquire, within the authorized boundaries of areas they administer, through donation or such other manner as they shall consider to be in the public interest, any land, interests in land, rights, or easements; or they may enter into agreements with private landowners for the purpose of promoting the said Appalachian Trailway.

(b) Where the trailway extends across other non-Federal lands, the Secretary of the Interior and the heads of other Federal agencies involved in administering adjacent lands are authorized to cooperate with States, political subdivisions, and local and private organizations and persons for the purpose of encouraging their acquisition of land, interests in land, rights, easements, or the consummation of agreements with landowners that will further the purposes of this Act; and if private properties within such portions of the trailway are offered for sale for purposes of this Act, the Secretary of the Interior, to the extent of any funds that are made available therefor, may purchase such properties or interests therein for purposes of the trailway only from willing sellers, and he shall thereafter make such arrangements as he deems appropriate for the management of such properties.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., August 24, 1965.

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

DEAR SENATOR JACKSON: This responds to your request for the views of this Department on S. 622, a bill to facilitate the management, use, and public benefits from the Appalachian Trail, a scenic trail designed primarily for foot travel through natural or primitive areas, and extending generally from Maine to

Georgia; to facilitate and promote Federal, State, local, and private cooperation and assistance for the promotion of the trail, and for other purposes.

We recommend that the bill be enacted with the amendments recommended herein.

The Appalachian Trail is a continuous footpath extending some 2,000 miles from Maine to Georgia through scenic and natural areas of the Appalachian Mountains. Initially completed in 1938, the trail provides outstanding opportunities for hiking, camping, nature study, and other outdoor recreation activities through the Appalachian Mountain country, which is readily accessible to the large eastern seaboard population centers. The trail was constructed and has been maintained largely through the volunteer efforts of private trail and hiking clubs and individuals, coordinated by the nonprofit Appalachian Trail Conference, Inc.

With the rapid growth that has taken place in our population and as a result of pressures for various land uses, large sections of the trail are threatened by real estate developments, commercial activities, lumbering, roads, ski lifts, radar and television installations, and powerlines. About one-third of the trail now crosses Federal land, part of the trail crosses State or local government land, and approximately 40 percent crosses private land. The Appalachian Trail Conference or its member clubs have merely received permission, usually verbal, from landowners for the trail to cross these private lands. This is not very satisfactory and illustrates the desirability of giving stability to the trail and its management.

The purpose of S. 622 is to grant congressional recognition of the importance of the Appalachian Trail, to promote Federal cooperation with State, local and nongovernmental interests in preserving and protecting the trail, and to authorize limited Federal participation in the location and perpetuation of the trail. The bill will promote coordinated efforts by the Secretaries of the Interior, Agriculture, and Defense and other Federal officials in providing uniform administration and protection of the Appalachian Trail where it crosses Federal lands. These Federal officials would, in turn, encourage and cooperate with the States, with localities, and with private organizations and persons in promoting the management and protection of the trail.

Enactment of S. 622 would give statutory recognition to an objective this Department has long supported administratively through a memorandum of agreement entered into between the National Park Service and the U.S. Forest Service on October 15, 1938. In this agreement the two agencies agreed, subject to availability of funds, congressional authorization, and other priorities, to (1) relocate portions of the Appalachian Trail, after agreement with the Appalachian Trail Conference; (2) maintain portions of the trail; and (3) develop and maintain campsites and simple shelter facilities along the trail with respect to lands under their jurisdiction. The two agencies also agreed to cooperate with the States and their political subdivisions in promoting the extension of public holdings along the trail's route. Similar agreements have been signed by 13 of the 14 States through which the trail passes. S. 622 extends this principle of cooperation to other Federal agencies administering land traversed by the trail, and to non-Federal entities in order to provide uniform administration and protection of the trail.

The Appalachian Trailway will consist of the trail itself together with sufficient land on both sides thereof to protect adequately and to preserve the trail's character. The trailway will be administered, protected, and maintained so as to retain its natural or scenic character consistent with the pertinent laws and regulations governing particular Federal areas traversed by the trailway. Although this provision of law relating to administration of the trail would apply, of course, only to Federal properties, it sets a standard that those responsible for maintaining the non-Federal portions of the trail can be encouraged to follow.

The National Park Service at the present time maintains, as part of the trail systems in Shenandoah National Park, Great Smoky Mountains National Park, and the Blue Ridge Parkway, about 212 miles of the Appalachian Trail at an approximate annual cost of \$18,000. We do not anticipate any major change in this amount unless congressional consideration of S. 622 generates greater interest in and use of the trail. In this regard, it should be noted that the various member clubs of the Appalachian Trail Conference assume certain responsibilities with respect to trail maintenance and erection of markers. We believe that the conference and the member clubs will wish to continue to cooperate and we will encourage them to do so.

The bill authorizes the Secretary of the Interior to define, redefine, and delineate the route of the trailway. In determining the width and location of the

trailway, the following governing principles shall apply: (1) Provisions shall be made for retention of natural conditions, scenic or historic features, and the primitive nature of the trailway, and (2) the route shall avoid, so far as possible, public and private developments not related to the trail. We anticipate that the costs attributable to the initial delineation of the route of the trailway will be about \$15,000 and that annual recurring costs should be approximately \$2,000.

The bill authorizes Federal agencies to acquire lands for the trailway within the boundaries of areas they administer. We do not anticipate a need to exercise this authority with respect to existing areas administered by this Department. Within the boundaries of the Great Smoky Mountains National Park and the Blue Ridge Parkway, all of the lands traversed by the trail are in Federal ownership. This condition also is true for the Shenandoah National Park, although as a technical matter, the park has no fixed statutory boundary.

Section 4(b) of the bill authorizes the Secretary of the Interior to acquire properties or interests therein for purposes of the trailway from willing sellers, and thereafter to make such arrangements as he deems appropriate for the management of such properties. The need and the opportunities for exercising this authority are so conjectural at this time that we have made no effort to make an estimate of costs attributable to this provision.

We recommend the following amendments of the bill:

1. On page 3, line 14, insert after "agencies," the words "and with the advice and assistance of".

This amendment removes the requirement in the printed bill that the Secretary of the Interior obtain the consent of States and other non-Federal agencies in fixing the route of the Appalachian Trail. We believe that it is improper to condition executive action authorized by the Congress upon the approval of a State or other non-Federal agency.

2. On page 5, lines 11-12, delete "such portions of", and insert on line 12 after "trailway" the words "outside the authorized boundaries of Federal areas".

This amendment makes it clear that the Secretary of the Interior is authorized to purchase lands from a willing seller anywhere along the trail. We believe that this is the intended purpose of the words "such portions of" in section 4(b).

The President, in his natural beauty message, requested the Secretary of the Interior to initiate a study, in cooperation with Federal, State, and local agencies, for the purpose of recommending to him a cooperative program to encourage a national system of trails. This study is now underway, and we expect that it will be finished before the next session of Congress. We believe that the enactment of S. 622 would in all probability be compatible with any national trail system that may be recommended in the pending study.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., August 13, 1965.

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

DEAR MR. CHAIRMAN: This responds to your request of March 16, 1965, for a report on S. 622, a bill to facilitate the management, use, and public benefits from the Appalachian Trail, a scenic trail designed primarily for foot travel through natural or primitive areas, and extending generally from Maine to Georgia; to facilitate and promote Federal, State, local, and private cooperation and assistance for the promotion of the trail, and for other purposes.

This Department is in full agreement with the purposes of the Appalachian Trail as expressed in S. 622. We have, for many years, recognized the Appalachian Trail as a major recreation asset, passing through national forest lands, fulfilling a real need where people may like and recreate in reasonably natural surroundings. We have protected and used it for these purposes and our plans are to continue to do so, as evidenced by our memorandum of agreement between the National Park Service and the U.S. Forest Service "for the promotion of The Appalachian Trailway," entered into in 1938. The bill would provide for greater recognition and protection of the trail and more uniformity and continuity to its management outside Federal land area boundaries. Therefore, insofar as it affects this Department, we recommend enactment of S. 622.

The bill would provide for the delineation of the Appalachian Trail and co-ordinated efforts of Federal agencies, States, and others to uniformly administer, protect, and maintain it so as to retain its natural or scenic character. It also provides for the Secretary of the Interior to define and delineate the route with the advice, consent, and assistance of other Federal agencies, States, and others. He would also be authorized to issue and amend regulations, with the concurrence of other Federal agencies administering lands it would traverse, to carry out the purposes of the act.

We believe that the purposes of S. 622 are consistent with the multiple use-sustained yield principles under which this Department administers the national forests. The bill provides that the laws and regulations governing Federal areas, such as portions of the national forests traversed by the trailway, would not be rendered inapplicable to the lands within the trailway.

S. 622 would authorize Federal agencies administering lands through which the trailway passes to acquire lands, interest in lands, rights or easements, or to enter into agreements with private landowners on lands within the boundaries of areas they administer, for the purposes of promoting uniformity and continuity in administration of the trailway. It would also authorize these same agencies to cooperate with States, political subdivisions, and local and private organizations and persons to make the same acquisitions and agreements for lands adjacent to areas administered by these agencies. Further, it would authorize the Secretary of the Interior to purchase from willing sellers and for the purposes of the bill private properties outside of the boundaries of lands administered by Federal agencies.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

DEPARTMENT OF THE ARMY,
Washington, D.C., August 16, 1965.

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

DEAR MR. CHAIRMAN: Reference is made to your request for the views of the Secretary of Defense with respect to S. 622, 89th Congress, a bill to facilitate the management, use, and public benefits from the Appalachian Trail, a scenic trail designed primarily for foot travel through natural or primitive areas, and extending generally from Maine to Georgia; to facilitate and promote Federal, State, local and private cooperation and assistance for the promotion of the trail, and for other purposes. The Secretary of Defense has delegated to the Department of the Army the responsibility for expressing the views of the Department of Defense thereon.

The Department of the Army on behalf of the Department of Defense has considered this bill, the purpose of which is stated in its title. In furtherance of this purpose, the bill provides for coordination of efforts by the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Defense, and any other Federal officials who now or hereafter administer Federal properties traversed by the Appalachian Trail, and for the cooperation of these agencies with State and local organizations, to provide uniform administration, maintenance, and protection of the trail.

It is understood that the Appalachian Trail as it is now constituted, crosses no lands within the jurisdiction of the military departments. In the event these departments in the future should acquire lands which encompass portions of the trail, their interests would be protected by a proviso in the bill which, in effect, subordinates the administration of the trailway to the pertinent laws and regulations of Federal agencies whose lands are affected.

Since the provisions of the bill apparently would have no adverse effect on the military departments, the Department of the Army, on behalf of the Department of Defense, has no substantive objection to its enactment but defers to the views of the Department of the Interior as the primary agency involved in the administration of the measure. As a technicality, it is suggested that, in order to clarify responsibilities of Federal agencies which may be affected, the bill be amended by inserting in section 3, line 14, immediately after the word "agencies", the words "that administer properties traversed by the Appalachian Trail".

Enactment of this measure would have no foreseeable fiscal effect on the budgetary requirements of the Department of Defense.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report to the committee.

Sincerely yours,

STANLEY R. RESOR,
Secretary of the Army.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 23, 1965.

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

DEAR MR. CHAIRMAN: This is in reply to your letter of March 16, 1965, requesting the views of this office with respect to S. 622, a bill to facilitate the management, use, and public benefits from the Appalachian Trail, a scenic trail designed primarily for foot travel through natural or primitive areas, and extending generally from Maine to Georgia; to facilitate and promote Federal, State, local, and private cooperation and assistance for the promotion of the trail, and for other purposes.

The Departments of the Interior, Army, and Agriculture in the reports which they are transmitting to the committee on this bill describe the scenic and recreational features of the Appalachian Trail and either recommend enactment of, or have no objection to, the bill. In addition, the Departments of the Interior and Army recommend certain amendments. The Bureau of the Budget would have no objection to enactment of S. 622 if amended as suggested by the Departments of the Interior and Army.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

Senator NELSON. I have a statement in support of the bill. We have requested the consent of the Senate to sit this afternoon, also, so that all witnesses may be heard. Without objection, I should like to read my statement at this time.

STATEMENT OF HON. GAYLORD NELSON, A U.S. SENATOR FROM THE STATE OF WISCONSIN

Senator NELSON. Let me take this opportunity to thank the chairman of the subcommittee for scheduling this hearing on S. 622 the Appalachian Trail bill.

As Congress finally stirs itself into action to preserve what little is left of this Nation's great missspent heritage of natural beauty it is only just that special recognition be given to those valiant citizens who have for many years been carrying on this national task from their private resources.

The Appalachian Trail bill would in part do just that. It would provide Federal recognition of the spectacularly beautiful trail route running 2,000 miles up the Appalachian backbone of the Eastern States. It has been maintained for 30 years through the selfless efforts of private individuals banded together in local and regional clubs which in turn make up the Appalachian Trail Conference.

I will in a moment review briefly for the record the history of their inspiring efforts. Let me say now, however, that the entire Nation owes them a very great debt of gratitude for their service in developing and protecting this trail.

We also owe the members of the Appalachian Trail Conference a debt for demonstrating how private citizens can cooperate in the maintenance of trail systems. The proposed legislation is designed not to remove responsibility from the hands of the Conference members but to include them in a cooperative network that will include Federal, State, and local authorities.

The work on the trail by the trail club members shows what can be done on other trails in the Nation as the National Hiking Trail System takes shape. Plans should provide an important role for private citizens and citizen groups in trail development and maintenance. The pride and satisfaction derived by the Appalachian Trail Conference members from their work on the trail indicate the tremendous potential of this concept.

The development of hiking trails—and riding and cycling trails—represents, to my mind, not only the highest quality outdoor experience available but also the most economical. More enjoyment and recreation potential for a given dollar investment can be obtained from hiking trails than from any other form of recreation resource investment.

A simple, inexpensive footpath through the wilderness, including nothing more elegant or expensive than a few signs and now and then a picnic and camping ground with fireplaces and rough lean-to's—and the natural world is opened up for all citizens.

Every age group from kindergarten children taking their first nature walk to Boy Scout and Girl Scout groups on extended hikes, to families spending a week or a weekend in the woods and older people getting away from it all for a Sunday afternoon can be served by such a trail.

The Appalachian Trail bill enjoys the support of 17 Senators from both political parties, and from all but 1 of the States through which the trail runs.

Their support indicates the high regard in which the trail is held in those States through which it runs.

This is because the trail does not provide only a spectacularly long jaunt from Springer Mountain, Ga., to Mount Katahdin in Maine. Rather the Appalachian Trail provides in each area through which it passes a rallying point for a whole complex of smaller local trails.

The 70 miles of the Appalachian Trail in the Great Smokies National Park are a good example. They provide the backbone for a network of 639 miles of trails within the park, a network used by fully 176,961 hikers in 1964.

Hiking is an extremely popular sport in America today, and growing more and more so as population increases and the pressure of crowded city and tense suburban living make the need for the peace and solitude of the woods more and more keenly felt.

But the increase in population brings not only more hikers to the route of the Appalachian Trail, but also a great increase in the threats to the continued existence of the trail from housing developers, highway engineers and those who seek other kinds of profit than wilderness hiking in the clear air can provide.

If the Appalachian Trail is to be here for our children and grandchildren to enjoy then it is necessary that the vital interest of all the American people in the preservation of this priceless resource be shown by congressional action.

This bill would provide Federal recognition and delineation of the trail route. The Departments of Interior, Agriculture, and Defense and the other Federal agencies through which the route of the trail runs would be required to cooperate and coordinate efforts to preserve the trail in its wilderness state.

The Secretary of the Interior, with the concurrence of other Federal agencies involved, would be authorized to draw up and issue regulations governing the specific route and the maintenance of the trailway.

And to "cooperate with States, political subdivisions, and local and private organizations and persons for the purpose of encouraging their acquisition of land, interests in land, rights, easements, or the consummation of agreements with landowners that will further the purposes of this act."

It provides that the Secretary of the Interior may purchase land or interests in land from willing sellers within the boundaries of the trailway outside of present Federal landholdings.

No specific funds are authorized under this legislation. But it is my understanding that there are funds available to the Secretary of the Interior that could be used for this purpose.

The Appalachian Trail is a 2,000-mile-long continuous trail, for foot use, extending from Mount Katahdin, Maine, to Springer Mountain, Ga., passing through some 13 States—Maine, New Hampshire, Vermont, Massachusetts, Connecticut, New York, New Jersey, Pennsylvania, Maryland, Virginia, Tennessee, North Carolina, and Georgia.

The Appalachian Trail has been developed, maintained, and protected by a good many thousands of very conscientious citizens, some of whom live near the trail; others live many miles away from it. Certainly they are to be commended for the great contributions they have made to the development and preservation of this magnificent outdoor asset.

There are over 100,000 annual visitations to the trail at the present time. Of more significance is the fact that use of the Appalachian Trail is an exceedingly high-quality experience, in fact one rarely forgotten. Its very nature, that of providing a natural and remote recreational area, precludes its simultaneous use by very large numbers of persons.

It is something of a tribute to Americans that they do as much cycling and walking as they do, for very little has been done to encourage these activities, and a good bit to discourage them.

The Appalachian Trail Conference is doing its bit to encourage them. The conference consists of some 55 maintaining clubs, 15 contributing clubs or a total of 70 different clubs along the route of the trail. The New York-New Jersey Trail Conference, as a body, is a member of the conference, and this consists of 21 more clubs, or a grand total of 91 clubs in the conference. The membership in any one of these clubs may range from 50 individuals to 9,000. The total membership is around 30,000. However, users of the trail are not just members of the clubs or the conference—there is no real count of them, and it is almost impossible to calculate just how many nonmembers do use the trail. However, each of these clubs and the conference itself consists of purely voluntary labor. They receive upward of 300 letters a day in regard to the trail. Guidebooks are written and published through voluntary help. The trail is kept

cleared by voluntary labor. If this great asset is to be preserved for posterity, legislative action is needed now.

Following completion of its basic route in 1938, the trail has been maintained and improved to provide the best possible route, scenery, and environment. About one-third of the trail is now on Federal lands. Here the Federal agencies provide substantial assistance to maintain the trail and its shelters, funds permitting. The remainder of the trail is maintained by the volunteer efforts of trail and hiking clubs and individuals. This work and the publication and distribution of information and guidebooks are coordinated by the Appalachian Trail Conference, Inc., a nonprofit organization with headquarters in the District of Columbia. This conference has no salaried employees. The fact that the entire project was originated and developed and has matured without Government sponsorship or profit motive attests to the strong public support of the trail.

Limited protection for the trail and its surroundings was effected in 1938 by the so-called Appalachian Trailway Agreement entered into by the National Park Service, the U.S. Forest Service, 13 States and 2 interstate park commissions, and the Appalachian Trail Conference. These agreements have served to protect certain portions of the trail and its adjoining lands fairly satisfactorily. In the national parks and forests, the wilderness characteristics of the trail are given definition by preserving the area within 200 feet of the trail in an essentially natural condition and prohibiting incompatible developments within 1 mile of the trail. This protection has now been afforded the trail on Federal lands for the past 25 years. However, only lands in Federal and State ownership are covered and any such agreements may be superseded at any time by Federal projects.

Any projection of recent trends through the next 40 years leads to the conclusion that there is no hope of maintaining the present 2,000-mile continuous foot trail through a primitive environment close to our eastern cities without public protection of the route and adjoining lands. Since 14 States, 2 national parks and 5 national forests are involved, the only practical type of public protection would appear to result from congressional action.

Senator Willis Robertson of Virginia has submitted statement in support of the Appalachian Trail. He is one of the cosponsors. Senator Robertson could not be here this morning. His statement will be placed in the record as though read, if there is no objection.

STATEMENT OF HON. A. WILLIS ROBERTSON, A U.S. SENATOR FROM THE STATE OF VIRGINIA

Senator ROBERTSON. Mr. Chairman and members of the Subcommittee on Parks and Recreation of the Interior Committee, I hope you will give prompt approval to S. 622, for the protection of the Appalachian Trail.

I was happy to join Senator Gaylord Nelson and 13 other Senators in cosponsoring this measure, which is designed to enable Federal, State, and local governments to cooperate with private groups in safeguarding this unusual natural scenic attraction.

In this automobile age walking has become a lost art to millions of Americans living in and around our large cities, and anything that will encourage these city dwellers to get out and see the countryside

on weekends and during vacation time will be good for them and for the Nation.

Fortunately, the Appalachian Trail extends along almost the entire eastern seaboard, from Maine to Georgia—within reasonable driving distance of a large percentage of our population.

The trail itself is a rare recreational asset because it is preserving at least a narrow strip of land in the natural state in which our forefathers found it.

The trail passes through eight national forests and two national parks. For about one-third of its distance it is on Federal lands, and Government agencies help to maintain and protect these sections of it. The remainder is looked after through the voluntary efforts of thousands of individuals connected with trail and hiking clubs.

These voluntary efforts are coordinated by the Appalachian Trail Conference, Inc., a nonprofit organization.

Although the enthusiasm of private individuals interested in the outdoors has been largely responsible for the development of the trail over the past 30 years or more, I agree with Senator Nelson that this legislation is needed to protect this continuous 2,000-mile foot trail through a beautiful stretch of this great country.

This bill will enable the Federal Government to cooperate with and encourage States, local communities, and private individuals and organizations to work together in protecting and promoting the use of this outdoor recreation facility.

The trail follows a winding, up-and-down course, ranging almost from sea level where it crosses the Hudson River in New York State, to its highest point of 6,641 feet at Clingman's Dome in the Great Smokies.

City dwellers along the east coast may traverse the trail for short stretches over a weekend, or for days at a time on vacation.

An important function under this bill will be to enable Federal agencies to cooperate in securing easements on private lands along the trail or agreements with landowners to further the purposes of the bill.

To the extent to which funds may be made available for that purpose, the Government could purchase properties or interests therein, but only from willing sellers.

I do not view this as an expensive undertaking, but more as a means of stimulating local communities and private organizations to continue their interest in the protection and development of the trail.

In view of the fact that 462 miles of the trail are in Virginia, and that this is the longest segment of mileage of the 14 States through which it passes, I am wholeheartedly in favor of this bill.

Senator NELSON. I have a statement from Senator Joseph Clark, of Pennsylvania, in support of the bill, which will be placed in the record as though read, if there is no objection.

STATEMENT OF HON. JOSEPH S. CLARK, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

Senator CLARK. Mr. Chairman, this will be remembered as a landmark session of Congress for many reasons. Not the least of these is the action we have taken to conserve our natural resources and promote outdoor recreation. The bills passed for the Delaware Water Gap National Recreation Area, the Indiana Dunes National

Lakeshore, and the Assateague Island National Seashore are just a few examples of this program. But the job is far from finished. One of our most valuable recreational resources, the Appalachian Trail, is in need of Federal protection to keep it from being destroyed by manmade encroachments.

The Eastern United States is not known as a wilderness area. It is certainly not a blank portion on the geographer's map. Fortunately, it is still possible to get away from civilization and automobiles to walk through the woods and mountains. The Appalachian Trail offers one of these rare opportunities.

The trail is a 2,000-mile footpath, from Maine to Georgia. It passes through some of the most beautiful mountain country in 13 Eastern States. It is the longest trail of its kind in the world. Originally conceived of by Mr. Benton MacKaye in 1921, the Appalachian Trail was completed in 1938.

The work was largely done by private hiking groups. The role that private individuals and groups have played in the development and maintenance of the trail is its most outstanding feature. Hiking groups from along the trail spend their weekends and vacations clearing and marking the trail. These groups have a central organization, the Appalachian Conference, which distributes guidebooks and maps. There would be no Appalachian Trail if it were not for these groups.

In spite of this admirable record, I wonder if it is fair and equitable to expect these groups to continue to do this work without some sort of State or Federal assistance. Originally these groups did the clearing and marking work only for their own members, because, while the trail has always been open to everyone, the hiking groups were the only ones that used it. This is not true today. The hiking clubs have about 30,000 members, and it is estimated that over 100,000 people use the park each year. Thousands of people, therefore, use this recreation facility who play no part in its maintenance.

This bill would not remedy this problem, but it would point the way. I should mention that the Federal Government does maintain the trail on Federal lands and these account for about one-third of the trail mileage. The primary objective of S. 622 is to protect the wilderness character of the trail.

Unless Congress passes this bill there may be no trail tomorrow. The land around the trail has been put to other uses in some areas, and the trail faces constant pressures from development encroachments in the form of highways, farms, houses, and even commercial development.

For about 20 miles, as the trail winds down from the Blue Mountain ridge across the Cumberland Valley and onto the South Mountain ridge, the trail goes through towns, farms, and along roads. There is no wilderness left in that area. This is also true of northern Virginia and other areas. The continuity of the trail may be destroyed unless the railway is protected.

One of the goals of the people who laid out the trail was to avoid paralleling roads. This, largely, is what was done. But when the route for the Blue Ridge Parkway was chosen, it followed the Appalachian Trail. The trail had to be relocated. It is harder and harder every year to make such relocations because there are fewer and fewer places to relocate the trail.

S. 622 would provide the needed protection for the Appalachian Trail in four ways:

First, the bill provides official recognition of the trail as a national recreational resource. It, in effect, makes it the sense of Congress that this resource is worth preserving from encroachments.

Second, it authorizes the Secretary of the Interior to acquire land or scenic easements to protect the wilderness character of the trail and the area around the trail. It would also authorize the Secretaries of Interior, Defense, and Agriculture to acquire lands that are now within their jurisdiction but which are not now federally owned.

Third, it would authorize the Secretary of the Interior to delineate the trail and the railway area. He would also be authorized to promulgate rules and regulations for the uniform administration of the railway area on Federal lands.

Fourth, the bill would also encourage cooperative efforts to maintain the trail among Federal, State, and local government agencies and private land owners.

Mr. Chairman, I am happy to be a cosponsor of this measure. It will help save a valuable recreation resource. I urge its favorable consideration.

Senator NELSON. I was notified by another Senator or two who are interested in this bill that they wish to have a statement placed in the record in support of S. 622, and if there is no objection they will be placed in the record as though read.

STATEMENT OF HON. CLAIBORNE PELL, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator PELL. Mr. Chairman, I am indeed glad to offer my support for S. 622, the Appalachian Trail bill, which would perfect the delineation, protection, and management of this unique trail.

With this bill we have a chance to take preventive measures to protect the natural beauty of the Appalachian Trail from the encroachment of our expanding population before it occurs. With the leadership of people like Mrs. Johnson, Justice Douglas, and Senator Nelson, I think our country is fast becoming aware of the need to protect our natural resources, be they of industrial or esthetic value. I believe this legislation shows foresight and exemplifies the growing interest in conservation in our country.

As one who has long believed in walking as a means toward physical fitness, I have hiked along parts of the Appalachian Trail myself. It is the longest continuous hiking trail in the world today, and its natural environment and scenic beauty must be protected from our expanding megalopolis here in the East.

I believe this bill is excellent, and I am most happy to support it, so that the 50,000 to 100,000 Americans who walk this trail annually may continue to do so in the ensuing years.

STATEMENT OF HON. SAM J. ERVIN, JR., A U.S. SENATOR FROM THE STATE OF NORTH CAROLINA

Senator ERVIN. Mr. Chairman, I appreciate the opportunity to comment upon S. 622, an extremely worthwhile measure which I proudly cosponsor.

History tells us that when the first settlers set foot on the North American Continent, vast, deep and beautiful forests greeted them with open arms, not knowing that man would soon blight their beauty with his quest for civilization. These primitive forests abounded with pure, unpolluted streams that yielded immense schools of fish unsurpassed the world over. Innumerable herds of wild animals roamed the countryside, and flocks of fowl filled the skies, finding their only adversaries to be disease, and the arrows and spears of America's first man, the Indian.

Early America's wilderness in many ways molded the character of its first settlers and pioneers. Man was forced to fight the elements with all he possessed, working strenuously to make the dream of survival a reality. However, our phenomenal industrialization has marred much of the natural beauty that was once America's. Day after day the press of population growth, industrial expansion, and the ever-growing transportation network make further inroads into the few unspoiled areas that remain. I am convinced that the enactment of S. 622 will make a great contribution toward the preservation of some portion of unspoiled America for the enjoyment of tomorrow's generations.

S. 622, providing as it does national recognition and protection for one of the most scenic expanses in this continent, will preserve for future generations a substantial area of unspoiled nature. This rugged expanse provided one of the greatest challenges to our forefathers where they fought the battles with nature that were necessary before the continent could be inhabited.

Of course, I am especially interested in S. 622, since the Appalachian Trail traverses my native State of North Carolina. Presently, the Appalachian Trail passes along 147.19 miles of the common border between North Carolina and Tennessee, while 79.67 miles of the trail cross directly over North Carolina's mountains. Including that portion of the trail following the North Carolina-Tennessee border, my State provides the third longest linear area for the trail, as well as its highest elevation, at Clingman's Dome in the Great Smoky Mountains.

Not only will this beautiful trail provide a great source of pleasure for present and future generations, but the protection guaranteed it by S. 622 will mark an essential step in preserving throughout the future an important part of our national heritage.

S. 622 recognizes that the Appalachian Trail is more than a national park—it is a part of our national past, and heretofore it has been preserved through the devoted efforts of interested parties, both governmental and private, acting in concert. The fact that it has been so preserved is a credit to the efforts of such groups. However, these efforts are insufficient to insure its continued protection in the future. S. 622 provides that insurance, but does so without ignoring an appeal to the continued voluntary cooperation between State and Federal Governments and private individuals; in using this technique, S. 622 calls upon that spirit of voluntary effort, supported by governmental action, that has been so essential to the development of our democratic system.

I look forward to the day when all 2,000 miles of the Appalachian Trail will be free from actual and threatened encroachments. This bill, providing for congressional recognition of the Appalachian Trail

as an outdoor recreational area, will provide the necessary protection for trail lands not covered by presently existing agreements, and will maintain those agreements already in effect. By taking this preventive action, we shall preclude the destruction of a precious heritage, and we shall provide untold enjoyment for generations to come.

For these reasons, I heartily urge this committee to consider favorably S. 622, a bill designed to preserve the Appalachian Trail.

Senator NELSON. I also have a letter from Senator Brewster for inclusion at this point.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON ARMED SERVICES,
September 16, 1965.

Senator ALAN BIBLE,
Chairman of the Subcommittee on Parks and Recreation,
Washington, D.C.

DEAR ALAN: I am writing to reiterate my support for S. 622, a bill which I sponsored with Senator Nelson.

I believe the additional recognition and protection provided for the Appalachian Trail in the provisions of S. 622 to be of the utmost importance.

Those of us who have sponsored this legislation are grateful to you and the members of your subcommittee for scheduling a hearing prior to adjournment. May I take this opportunity to ask that this letter of endorsement be made a part of the record of that hearing.

With kindest regards, I am,

Sincerely yours,

DANIEL B. BREWSTER,
U.S. Senator.

Senator NELSON. Now, are there any other comments?

Senator JORDAN. No, Mr. Chairman.

Senator FANNIN. I have no comment, Mr. Chairman.

Senator NELSON. I understand Mr. Hamilton K. Pyles, Deputy Chief, U.S. Forest Service, Department of Agriculture, is prepared to make a presentation.

Mr. Pyles, you may proceed in any fashion you see fit. You may read your statement or submit it and comment extemporaneously.

STATEMENT OF HAMILTON K. PYLES, DEPUTY CHIEF, U.S. FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. PYLES. Thank you.

Mr. Chairman, my name is Hamilton K. Pyles, Deputy Chief of the U.S. Forest Service, Department of Agriculture. I am pleased to be here this morning to answer any questions you may have so far as the Forest Service's interest and activities may be affected by the Appalachian Trail as proposed in S. 622.

Secretary Freeman's letter of August 13 to the chairman of the committee expresses the full agreement of the Department of Agriculture with the purposes of the Appalachian Trail as proposed in S. 622, and recommends its enactment.

I have prepared no further statement, as I believe the Secretary's letter fully covers our support and interest in the passage of this bill.

Senator NELSON. How many miles of this trail run through national forest lands?

Mr. PYLES. About 538 miles.

Senator NELSON. Of a total of how many?

Mr. PYLES. 2,000 miles.

Senator NELSON. Does it run through any in-holdings within the forest?

Mr. PYLES. Yes. There are a number of in-holdings, but there has not been a problem in the past because we have been able to secure agreements from the landowners or to secure the property.

Senator NELSON. Who is doing the maintenance of the trail within the national forest?

Mr. PYLES. We maintain about 170 miles of this 500. The other portions of the trail are maintained by the various clubs that are part of the Appalachian Conference.

Senator NELSON. On a purely voluntary basis?

Mr. PYLES. Yes.

Senator NELSON. Has the letter from Secretary Freeman been submitted as part of your testimony?

Mr. PYLES. It had previously been submitted.

Senator NELSON. It is included in the report of the Department?

Mr. PYLES. Yes.

Senator NELSON. Does anybody have any questions?

Senator JORDAN. At some point, I want to develop how people use this facility. I know of it, and I know nothing but good of it. My own family has used it on occasion. I would be interested to know, Mr. Pyles, and perhaps you can give us the information—how many man-days are spent on the trail? Do you have a record of that?

Mr. PYLES. We do not have a record of that, Senator, particularly the full length of the trail. The trail is so located that various clubs—the Roanoke Club of Virginia use sections of the trail quite heavily. Very few people travel the full length of the trail at one time, although this has been done.

Senator NELSON. Senator Fannin?

Senator FANNIN. Mr. Chairman.

From the standpoint of the Department of Agriculture, what will this entail in the nature of additional manpower or cost? Do we have any estimate on that?

Senator NELSON. There is no appropriation in the bill, as such, but it does authorize the Secretary of the Interior to negotiate acquisitions in fee, or scenic easements, to protect areas along the trail where it appears that there will be encroachment upon the trail. It does not change the relationship in any fundamental way between the Government and the voluntary organizations that have built and maintained this trail, except to give it official recognition, recognizing the necessity of protecting it against encroachment, and to authorize the Secretary to purchase from a willing seller, without condemnation proceedings, scenic easements or acquisitions in fee.

So there will be costs involved in various stages, but we do not know what they are.

Senator FANNIN. You stated there will not be a request for any appropriation so far as this particular bill is concerned?

Senator NELSON. In the bill, it simply authorizes the Secretary—I think the language needs to be amended—it authorizes the Secretary to make acquisitions from a willing seller in those areas where it appears necessary to do so. We don't know how many there are. The reason for the bill is that, at various places along the trail, it is perfectly obvious that commercial development or something is going to occur which will destroy the trail. In order to protect it, the

Secretary may make an acquisition from a willing seller in those circumstances.

Senator FANNIN. Do you feel this information will be forthcoming during the hearings?

Senator NELSON. I don't think the Department of the Interior or anybody has made a survey, or Agriculture, of the private holdings along the trail to find out how serious and how numerous the encroachments presently appear to be, though somebody from the Appalachian Trail Association may be able to tell us.

Mr. PYLES. I believe this is under study, Senator, and we should have this information.

Senator FANNIN. I was interested in the magnitude of the cost involved.

Senator NELSON. Who is making the study?

Mr. PYLES. The Bureau of Outdoor Recreation.

Senator NELSON. Do you have any idea how soon that study will be completed?

Mr. PYLES. I believe Mr. Ogden is here, and he can answer that question.

Senator NELSON. Are there any further questions?

Thank you very much, Mr. Pyles.

Mr. PYLES. Thank you, Mr. Chairman.

Senator NELSON. Mr. Daniel Ogden, Assistant Director of the Bureau of Outdoor Recreation, Department of the Interior.

Your statement will be printed in the record in full. You may proceed to present it in any fashion you wish.

STATEMENT OF DANIEL M. OGDEN, JR., ASSISTANT DIRECTOR,
BUREAU OF OUTDOOR RECREATION, DEPARTMENT OF THE
INTERIOR; AND DONALD A. SHEDD, RECREATION SPECIALIST,
SOUTHEAST REGIONAL OFFICE, BUREAU OF OUTDOOR REC-
REATION, DEPARTMENT OF THE INTERIOR

Mr. OGDEN. Thank you very much, Senator. My name is Daniel M. Ogden, Jr. I am Assistant Director for Planning and Research of the Bureau of Outdoor Recreation.

I have with me today Mr. Donald Shedd, of our Atlanta office, who has been the recreation resource planner in charge of the study of the Appalachian Trail as a part of our national trail study that the President called for in his February 8 message of this year. That report is now nearing completion. We should have it in our office within the next couple of weeks. I think we will be able to answer a number of the questions that have been raised already, at that time.

We hope that we may be able to give you some preliminary indications this morning about some of these things that may be of interest to the committee.

I think that in view of the time, Senator, I will not try even to summarize my statement. I think it is clear that the Department is in support of the bill; that the need to act to protect the trail is clear. The trail is going through the third stage in its history now. From 1921 to 1937, we can say, it went through a period of construction, recruiting of the groups to build the trail, to mark it, and to get it going.

Then, from 1937 until the present, there has been a time of improvements, relocation when necessary, and of constructing trail shelters. (2)

Now the urgent problem is one of protection of the existing, going concern. As encroachments, as conflicting uses, arise, it is becoming increasingly clear that some sort of Federal action will be appropriate to assist the effort in protecting the trail. (3)

So we are happy to support the bill.

(The statement referred to follows:)

STATEMENT OF DANIEL M. OGDEN, JR., ASSISTANT DIRECTOR FOR PLANNING AND RESEARCH, BUREAU OF OUTDOOR RECREATION, DEPARTMENT OF THE INTERIOR

Mr. Chairman, members of the subcommittee, my name is Daniel M. Ogden, Jr., and I am Assistant Director of the Bureau of Outdoor Recreation responsible for planning and research. I represent the Department of the Interior before this subcommittee today in support of the Appalachian Trail bill.

The Appalachian Trail is world famous for the unexcelled opportunities it provides hikers, campers, nature enthusiasts, and others, to see and enjoy some of the most scenic topography in the Eastern United States. Further, the trail provides a unique example of an outstanding volunteer cooperative project in the field of outdoor recreation.

The idea of an Appalachian Trail was first proposed by Benton MacKaye, a forester, author, and philosopher, writing in the October 1921 Journal of the American Institute of Architects. He envisioned the trail, as he explained to the National Conference on Outdoor Recreation called by President Coolidge, May 1924, as "the backbone of a trail system to cover the general Appalachian territory." It was to link wilderness areas throughout the mountains and wild lands along the Atlantic seaboard.

Literally hundreds of individuals and private groups up and down the east coast have contributed their efforts over the last 44 years to make the trail a reality. The nonprofit Appalachian Trail Conference was formed in 1925 to coordinate these activities. The Appalachian Trail was initially completed as the longest marked footpath in the world on August 15, 1937.

By its prime location, the trail makes a high-quality recreation experience, readily accessible to many of the Nation's most populated areas. The trail, now approximately 2,000 miles in length, extends from Mount Katahdin in north-central Maine to Springer Mountain in north Georgia. The Outdoor Recreation Resources Review Commission Report, January 1962, emphasized the deficit of suitable outdoor recreation areas serving the populous Eastern United States.

The trail is used by tens of thousands of our citizens. For example, in 1964 more than 100,000 made use of the 70-mile segment of the Appalachian Trail in Great Smoky Mountains National Park in Tennessee and North Carolina. Other points of heavy use occur at Shenandoah National Park, Va.; at Lehigh Gap, Pa.; White Mountains, N.H.; and Mount Katahdin, Maine.

Operation of the trail is a cooperative venture. The trail leads through eight national forests, two national parks, one national parkway, a Tennessee Valley Authority project, numerous State forests, parks, wildlife lands, and many miles of private lands in 14 States. More than 40 clubs and organizations within the Appalachian Trail Conference presently maintain parts of the trail. In addition, Federal agencies—the Forest Service and National Park Service, maintain certain portions of the trail on lands that they administer.

Today this cooperative venture is threatened by competing and incompatible development because the ownership pattern of the trail lands does not guarantee the trail's continued existence. Where the trail passes over Federal and State park and forest lands, we can be reasonably sure that the trail and its scenic quality will be maintained. On some private lands, such as the extensive timber holdings of lumber and pulp and paper companies in Maine and New Hampshire, we expect that formal agreements can be obtained to support the trailway and its values. However, in a number of instances, permission for the trail to pass over private land rests only on verbal agreement with the private landowners. From time to time, individual owners take advantage of opportunities to convert the land to other use or to sell the land for conflicting uses such as real estate developments, commercial activities, roads, ski lifts, radar and television installations,

powerlines, timber harvesting or mining and withdraw permission for the trail. Such changes occur without warning and without recourse.

Until recently, supporters of the Appalachian Trail have been able to withstand the various threats to the trail, although at times this has required relocating sections of the trail. However, the pressures have grown to such an extent that assistance is urgently needed if the Appalachian Trail values are to be preserved.

The purpose of S. 622 is to provide congressional recognition of the Appalachian Trail and to promote Federal cooperation with State, local, and non-government interests in preserving and protecting the trail, and to authorize limited Federal participation in the location and perpetuation of the trail. Its ends would be accomplished through uniform administration and protection of the Appalachian Trail by the several Federal agencies involved, in close cooperation with States, local communities, and private organizations and individuals.

The bill would authorize the Secretary of the Interior, working with the various public and private interests involved, to define, redefine, and delineate, where advisable, the route of the Appalachian Trail. The width and location of the trail zone would vary depending upon the need to retain natural conditions, scenic and historic features, and the primitive character of the trail.

The bill would authorize Federal agencies to acquire lands for the trail within the boundaries of areas they administer. It also would authorize the Secretary of the Interior to acquire, from willing sellers, properties or interests therein outside the authorized boundaries of Federal areas for purposes of the Appalachian Trail and to make appropriate arrangements to manage those properties. Approximately 40 percent of the trail crosses private lands. The balance lies on lands administered by Federal and State agencies.

The Department believes that the Appalachian Trail Conference should continue in its present role as the principal guardian of the trail. Under the bill, the Federal Government would support and encourage the efforts of the trail conference and cooperating State and local governments. Thus, S. 622 would provide additional stability to the trail and its management which we believe is needed now to assure its perpetuation.

President Johnson demonstrated his interest in trails in his message on natural beauty submitted to the Congress earlier this year. In his message, the President named the Appalachian Trail as an example that should be followed in other parts of America. In addition, he requested the Secretary of the Interior to work with other public and private interests throughout the country in developing a cooperative program to encourage a national system of trails. As a result, a nationwide trails study is now underway. This is a cooperative effort involving the major Federal land management agencies, State and local agencies, and private trail interests. The trails study is scheduled for completion this year for submission to the President. We anticipate a program recommending a system of trails fully adequate for the Nation's present and future needs. The Appalachian Trail is receiving major attention in the trails study.

The Secretary of the Interior also is cooperating with various Federal and State interests in developing a comprehensive plan for use and development of the Potomac River Basin. An extensive system of trails is being studied as a part of that plan. The segment of the Appalachian Trail within the Potomac Basin will constitute the backbone of the Potomac trails system.

We anticipate that the nationwide trails study and the Potomac study will place us in an excellent position to implement S. 622, should it be enacted.

The cost of this proposed legislation, involving some land acquisition, trail location or relocation, maintenance, and technical assistance, should be minor. Some States have shown interest in acquiring the necessary private lands to assure the perpetuity of the Appalachian Trail. The land and water conservation fund would be a major source of funding.

The Appalachian Trail bill offers a major new dimension to our Nation outdoor recreation program. It proposes national recognition of a trunk hiking trail to serve the public. It will help to preserve a cherished outdoor recreation resource which has been best described by the Appalachian Trail Conference:

"Conceived on a continental scale, it traverses regions of such varied charm as to rank high among the inspirational assets of a materialistic age. Remote for detachment, narrow for chosen company, winding for leisure, lonely for contemplation, it beckons not merely north and south but upward to the body, mind and soul of man."

The Appalachian Trail bill, S. 622, has the full and enthusiastic support of the Department of the Interior.

In closing, I would like to express my appreciation for the opportunity to present this statement. I am prepared to answer questions you may have about the Department's interest.

Senator NELSON. What available fund does the Secretary have for the acquisition of railway properties, trailways, or construction of the trails?

Mr. OGDEN. I think the fund for acquisition would be the Land and Water Conservation Fund. Money would be available from that fund for the Park Service and the Forest Service to acquire lands within their boundaries or adjacent thereto. It would be a part of the Park or Forest Service holdings through which the trail would pass. There are still some in-holdings, although these are not serious.

The fund would also be available to State and local governments to acquire portions of the land area of the trail for dedication to public use.

Senator NELSON. You are referring to the Land and Water Conservation Fund?

Mr. OGDEN. That is right. States or local governments would have to put up half the cost.

Senator NELSON. They are available, in any event?

Mr. OGDEN. That is correct, sir. There would be no additional appropriation necessary to do that.

Senator NELSON. You said funds available for the acquisition of properties adjacent to Interior lands or Agriculture lands. What about properties that are not adjacent?

Mr. OGDEN. This will have to be worked out as we go along, Senator. The administration of a small piece of land which is at some distance from an existing Federal establishment will pose some administrative problems. So, we would simply have to work out arrangements on some matters. It may be appropriate, for example, for the Secretary of the Interior to work out arrangements with States or local governments to maintain or operate a section of trail that might have to be acquired, if there is no other way, in order to have it efficiently managed. It might also be possible to make an arrangement with the Appalachian Trail Conference to maintain a section of the trail that would have to be acquired by the Federal Government to protect it from being destroyed.

Senator NELSON. If it were necessary to make the acquisition, say, of an easement along the sections of the trail that appear to be threatened by encroachment, and a willing seller agreed to sell to the Interior Department the easement, do you see that that creates any particular problem in that the trail would continue to be maintained by the volunteers who have been maintaining it for many, many years?

Mr. OGDEN. Where management problems were not associated with the acquisition of such an easement, I don't see that there would be a problem. I think we need to go into detail with the people in the agencies who will be managing the property. We have not explored the details of management implementation with them at all at this point. We are still in the planning stage.

Senator NELSON. All we are really talking about here is a piece of unimproved land on which an easement would be acquired for the purposes of permitting people to walk over a trail which has been maintained for many years by volunteers. Do you see any special problem that that would create simply because the Interior Depart-

ment happened to be an owner of a miscellaneous piece of unimproved land along this well-delineated trail?

Mr. OGDEN. No, sir; I do not at this point. I want to leave it open, though. I think it depends on the property and it depends on the circumstances, and so on. The Park Service in this kind of service would be our land management agency. The Bureau of Outdoor Recreation does not manage land. We have no facilities to do so.

Senator NELSON. I was only getting at the idea that it would appear to me that it is not necessary for somebody to manage a piece of unimproved real estate that is used for hiking. I was wondering if you saw a special problem that I did not realize.

Mr. OGDEN. No, sir. What I am trying to be careful about is that any time there is a piece of real estate that the Federal Government presumes to protect or to have responsibility for, there are problems of cleanup, garbage removal, this sort of thing, and also liability. I just wanted to say we have not gone into the implementation of the details of this kind at this moment.

I think these can be worked out, even in isolated areas, by agreement with State or local governments on Appalachian Trail management, if it cannot be managed by an agency such as the Forest Service or Park Service. I see no insurmountable problem at all.

Senator JORDAN. Mr. Ogden, you heard my question to the previous witness. Do you have any idea how extensive the facilities are used in terms of hiker-days?

Mr. OGDEN. Yes, sir. We have been trying to get a fairly good reading on this. I think we must admit that the best way to describe this is that there are spots along the trail of very intensive use, where a great many hikers will get on the trail for relatively short distances. Thus, in the Great Smoky Mountains Park, the superintendent informs us that in 1964, 100,000 people used the Appalachian Trail in that park.

We know that there is similar heavy use in Shenandoah National Park, particularly in the central portion where the Skyline and Big Meadows areas are located. There are similar other heavy, intensive use areas in Pennsylvania and in the White Mountain area.

Mr. Shedd can talk to this more effectively than I, because he has recently been studying the use level of the trail.

Senator JORDAN. Will you identify yourself?

Mr. SHEDD. I am Donald A. Shedd, recreation specialist, Bureau of Outdoor Recreation, Southeast regional office in Atlanta.

The question of the use of the Appalachian Trail, because of its wide range and not being under a management agency, has precluded the keeping of records. The Trail Conference, over a period of time, has maintained trail registers. This is strictly a volunteer action on the part of the trail user. I believe there is reason to believe that perhaps as few as 10 percent of the people using a trail in a particular portion will sign a register.

I know of 1 hiking party this spring, composed of 120 people, and out of that group only 4 people signed the register.

The Appalachian Mountain Club, headquartered in Boston, has reported this summer to be about their heaviest use of their hut system, which is headquartered in the White Mountains. This use, of course, is just for overnight facilities; nothing on days.

The same situation has occurred this year at Mount Katahdin, with an increase in attendance in the month of July from 13,000 overnight visitors to 16,300 in 1 month alone.

For the use pattern, of course, as Mr. Ogden reported, we have the figures from the Great Smoky Mountains. But because of the wide range of State lands, private lands being used by the people, there is no accurate measure. The trails themselves will indicate many places where there is not much of a maintenance problem, because of the exceptionally heavy foot use.

Senator JORDAN. Do you know approximately what the accommodations are in the huts for overnight stay?

Mr. SHEDD. This varies. The best one, dedicated this last year, is in the White Mountains and represents a \$115,000 investment by private enterprise, the Appalachian Mountain Club. It will take care of 60 people.

Of course, some of their other huts will take care of more. There are some private lodges, either in close proximity or within the immediate range of the trail, ranging down to some trail shelters that will only accommodate two people.

I do have a statistical tabulation listing at this time 268 structures along the trail accommodating approximately 2,438 people.

Senator JORDAN. That is what I wanted. Thank you.

Senator NELSON. Is that compilation part of your testimony?

Mr. SHEDD. This is part of the material, sir, that is going into the report going to the steering committee on the nationwide system of trails study that Mr. Ogden referred to earlier.

Senator NELSON. Could you present it for the record at this hearing?

Mr. SHEDD. I will be glad to prepare it in such a form that it can be used. At this time, I just have rough field notes on it, sir.

Senator NELSON. If you would.

Mr. SHEDD. Yes, sir; I will be glad to.

(The information requested is as follows:)

DEPARTMENT OF THE INTERIOR,
BUREAU OF OUTDOOR RECREATION,
Washington, D.C., September 24, 1965.

HON. GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR NELSON: At the time of the Parks and Recreation Subcommittee hearing on S. 622 we were asked to provide for the record figures cited by Mr. D. H. Shedd, recreation resource specialist, relating to use and facilities available on the Appalachian Trail.

Accurate records of attendance and participation in utilization of the Appalachian Trail are not possible by virtue of the dispersed character of the trail. The Appalachian Trail Conference attempts to maintain trail registers at points along the trail. However, a high percentage of the users do not sign in as they pass registration points. A case in point was a trail hike by a group of 116 in May, at which time only 6 signed the register.

Use patterns of the trail are concentrated in numerous areas of intensive participation, such as the national parks, the vicinity of gaps in proximity to metropolitan areas of Pennsylvania, New Jersey, and New York; the White Mountains National Forest; and Mount Katahdin, Maine. Considerable day use is made of the Appalachian Trail in many areas.

Use figures made available by the Great Smoky Mountains National Park for the year 1964 estimate the number of users of the 70-mile segment of the trail, within the park, to be in excess of 100,000. The Appalachian Mountain Club, executive offices in Boston, Mass., estimates utilization of its hut system in the White Mountains National Forest to be near the record attendance of 1963,

an estimated 24,000. The Baxter State Park Authority, Maine, which includes Mt. Katahdin, reported overnight visitation for July 1965 as 16,309, an increase of approximately 3,300 over the previous July. This was without any increase in facilities.

In regard to shelters and accommodations to be found along the trail, there are currently 268 shelters, lodges, and bunkhouses providing for 2,438 people. The number would indicate one shelter per 7.5 miles of trail. However, the distribution of shelters, similar to use, may be found concentrated in certain areas. The segments that are receiving intensive use report a deficit of suitable facilities.

Federal land-managing agencies provide for shelter construction from normal operation and maintenance funding. The Cherokee National Forest, for example, has indicated plans for an additional nine shelters over a period of 10 years.

Shelter costs vary from \$500 to \$9,000, depending on location, access, type of construction, sanitation, and water requirements. Considerable concern is now being expressed relative to providing a necessary potable water supply. Frequently, trail conference members provide materials as well as labor to construct the shelters on private and public lands at no cost to the public. On Federal lands the conference people have cooperated in determination of shelter locations as well as providing additional services.

In July of 1965 an outstanding new shelter facility, provided entirely by private enterprise, was dedicated in the White Mountain National Forest. The Appalachian Mountain Club of Boston completed a new hut at Mizpah Springs, down from Mount Clinton, at a cost of \$115,000. This hut provides for 60 people, affording dinner, lodging, breakfast, and a trail lunch for \$9 per person.

A map showing the location of the Appalachian Trail with a generalization as to landownership patterns is being reproduced and will be provided for inclusion in the hearing record. We will forward this to your office in the near future.

If we may be of further assistance, kindly advise.

Sincerely yours,

LAWRENCE N. STEVENS,
Acting Director.

Senator NELSON. Mr. Fannin?

Senator FANNIN. Mr. Chairman.

I understand that the private organizations have made extensive facilities available. I am just wondering what is planned so far as additional facilities—sanitary, shelter, and all—that would be involved as a result of this bill being approved.

In other words, I am just trying to get the magnitude. To what extent are you planning to increase the facilities?

Mr. OGDEN. The Park Service and the Forest Service have been engaged in a program of facility construction for a number of years. I believe that every 7 miles is the average, in an effort to provide lean-to type shelters. But I do not believe that, unless there were additional acquisition by the Federal Government—that is, by the Park Service or Forest Service, of additional lands—that there would be immediate additional Federal construction of trail shelters.

Surely such shelters should not be erected by the Federal Government on nonpublic lands. I think this would create some great difficulties.

Senator FANNIN. I understand that.

Mr. SHEDD. I believe I could add something to that, if I may, sir. The situation is that we report a number of shelters. This is very misleading, because the shelters are in knots, or in regional centers. At this time, the White Mountain National Forest knows that they have a serious lack of a number of suitable facilities to serve their trail users. This would be, of course, other than the Appalachian Trail.

We also know that in the long-range program of the Forest Service, which they have in each of their forests, they program ahead the number of shelters that they propose. These would come from their

normal operating funds and their normal trails and maintenance budget.

The Cherokee National Forest, as such, for the next 10-year period, has roughly come up with a projection of nine additional shelters. These shelters range in cost on Forest Service locations anywhere from \$500 to \$2,000.

Some of the national park areas have had additional shelters put in, particularly in the Shenandoah. There are some that carry the name of Byrd's Nest, which have been donated to the trail users by Senator Harry F. Byrd. Some shelters in the national park there will run as high as \$9,000, depending on the remoteness or the difficulty of getting supplies and materials into the area.

Senator FANNIN. Thank you.

Senator NELSON. Does the Interior or the Agriculture Department have its own shelters along the trail?

Mr. SHEDD. I think the answer to that is that the shelters are a cooperative venture in many instances. Many times the trail conference people will do the labor or they will get the materials into an area. Many times it is strictly a Forest Service operation, Forest Service labor and materials, putting a shelter in a location that has been a cooperative decision as to the best place for the shelter.

There is much more concern about the need for the best location of the shelters so that the health and safety of the people may be taken care of. We are considerably concerned with suitable water, sanitation, and garbage disposal. This is a very serious problem in the trail operation.

Senator NELSON. Thank you very much.

Mr. OGDEN. Thank you, sir.

Senator NELSON. Before we call on Mr. Murray, chairman of the Appalachian Trail Conference, I want to submit for the record telegrams from Preston H. Saunders, president of the Appalachian Mountain Club, and from Mr. Belcher, of the Board of Managers of the Appalachian Trail Conference; a statement in behalf of the bill from the Nature Conservancy organization; and a letter signed by Mr. Thomas Kimball, of the National Wildlife Federation.

If there is no objection, these will be included in the record.

(The communications referred to follow:)

BOSTON, MASS., *September 14, 1965.*

HON. ALAN BIBLE,
*Chairman, Senate Subcommittee on Parks and Recreation,
U.S. Senate Chambers, Washington, D.C.:*

On behalf of 10,000 members of Appalachian Mountain Club mostly from Eastern United States, I urge your support of Senate bill 622 (the Nelson bill). The Appalachian Trail needs recognition and protection.

PRESTON H. SAUNDERS,
President, Appalachian Mountain Club.

MELROSE, MASS., *September 14, 1965.*

HON. ALAN BIBLE,
*Chairman, Senate Subcommittee on Parks and Recreation,
Senate Chambers, Washington, D.C.:*

As one familiar with extensive climbing on hiking trails of New England, urge your committee's approval of Senate bill 622, the Nelson bill. Increasing persons seeking beneficial recreation need assured availability of 2,000-mile Appalachian Trail.

C. H. BELCHER,
Board of Managers, Appalachian Trail Conference.

STATEMENT OF WALTER S. BOARDMAN, EXECUTIVE DIRECTOR, THE NATURE CONSERVANCY

I am Walter S. Boardman, executive director of the Nature Conservancy. We are a nationwide organization whose primary concern is the preservation of natural lands. It might be added in the case of this particular report, I am also one of those who has walked the entire length of the Appalachian Trail and have for the past 15 years maintained a section of it as a volunteer effort.

It is my personal belief that the Appalachian Trail has not only benefited those who have walked considerable stretches of its length but that it has contributed to the health and enjoyment of many thousands of other people. Furthermore, the idea of a 2,000-mile footway tends to capture the imagination and encourages many to get out and walk elsewhere. It is an inspiration toward a type of outdoor recreation that takes nothing from our natural resources and adds much to our American heritage.

In the occasional returns to the sections I have previously walked, I have been dismayed to discover unnecessary encroachments that have materially detracted from the enjoyment of a wilderness footpath. For instance, when one climbs a mountain in anticipation of a view from its rocky summit only to find a road has been cut and a summer home erected there, it is disturbing. The pollution of a stream that once flowed clear and clean is another example. On several occasions, finding the trail has been exceedingly difficult because of lumbering slash blocking the trail and obliterating all markers.

However, my appeal for favorable action on the Appalachian Trailway bill is not based so much on these inconveniences as such as it is upon the damage to the ideal of a wilderness footway, which the trail represents.

If, as a people, we are going to cope with the temptation to ride rather than walk and suffer the consequences of loss of access to wild nature, we must encourage such volunteer efforts as the Appalachian Trail affords. The prestige which passage of this bill assures will serve materially to encourage physical exercise and the enjoyment of nature.

NATIONAL WILDLIFE FEDERATION,
Washington, D.C., September 14, 1965.

Hon. ALAN Bible,
*Chairman, Subcommittee on Parks and Recreation,
Senate Committee on Interior and Insular Affairs,
New Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: Due to conflicting schedules on September 16, 1965, it will be impossible for the National Wildlife Federation to appear to testify on S. 622, relating to the Appalachian Trail, and we would appreciate it if this letter could be made a part of the hearing record. We appreciate the invitation to comment.

The National Wildlife Federation long has supported measures which protect and enhance public recreational opportunities. We are of the firm belief that all types of suitable recreational facilities or opportunities should be reserved in the public interest and this policy includes provision for wilderness or wilderness-type experiences. We believe the Appalachian Trail offers a unique outdoor recreational experience of high quality from the educational and inspirational points of view, to major segments of the highly populated Eastern United States. Consequently, we hope and trust this excellent facility will be preserved and maintained, in accordance with high standards, by the Federal, State, and local agencies and private organizations concerned.

In the view of the foregoing, the National Wildlife Federation endorses the principles of S. 622. We would welcome this recognition for the trail and trailway, by the Congress, believing it should retain its natural and scenic character, excluding inconsistent and nonconforming uses. We agree with the provision for acquisition of lands or suitable easements to maintain the identity and character of the trail.

We hope the subcommittee soon sees fit to issue a favorable report on S. 622.
Sincerely,

THOMAS L. KIMBALL, *Executive Director.*

Senator NELSON. Mr. Murray, chairman of the Appalachian Trail Conference.

The committee welcomes you here, Mr. Murray. I wish to say at this point in the record that the Appalachian Trail clubs and its members have done what I think is a remarkable job over a long period of years, in creating a trail—the most magnificent trail of this kind in this country, and perhaps in the world—and the dedicated voluntary efforts of these hundreds of people is a clear indication of the kind of cooperation that we can get to conserve our resources and provide an opportunity to the people to work on this kind of enterprise.

This is a great example of good citizenship and concern for the conservation of our resources. I think this organization has done an exceptional job.

STATEMENT OF STANLEY A. MURRAY, CHAIRMAN, APPALACHIAN TRAIL CONFERENCE, KINGSFORT, TENN.

Mr. MURRAY. Thank you, Mr. Chairman.

I am Stanley A. Murray, of Kingsport, Tenn., chairman of the Appalachian Trail Conference. What the trail is, the story of how it was built and its value as a recreational asset, is undoubtedly well known to all present here, and certainly well documented in published literature. So I won't take up time this morning on this aspect of it, unless there are some questions.

It is perhaps worthwhile to note, however, that the entire project developed and matured without government sponsorship, without foundation support, and without a profit motive. The present trail is a mountain footpath 2,000 miles in length through a predominantly primitive or wilderness America, designed to provide high quality outdoor recreation without charge to all who use it.

Three things have always characterized the trail: Continuity of route, wildness, and remoteness. Over the years, the conference has lived with volunteer work arrangements, verbal permissions from landowners, and very valuable agreement with the Federal agencies. These have served reasonably well up to the present, but it has been clear over the past several years that the Appalachian Trail cannot continue to survive without some legal and binding means for assuring a continuity of the right-of-way, and for preserving the land environment.

We have reached the conclusion that the only practical means for achieving permanent protection through 14 States, 10 national parks, and 8 national forests is through Federal legislation. Particularly over the past 2 years, the tempo of private incompatible developments on or near the trail has increased markedly. I believe that some of my colleagues here this morning have some specific examples in their areas. I will comment merely on the northern and southern extremities of the trail.

More recently in the Deep South, in Georgia and parts of North Carolina, land prices have skyrocketed, partly due, perhaps mainly due, to the mountain summer home boom that appears to be originating in Florida. On the Tennessee-North Carolina State line there is currently a multi-million-dollar housing and ski development under-way. As good as this may be in its own, it will present some conflict with the Appalachian Trail.

In northern New England, which areas have hitherto been quite remote, we are concerned with the diminishing number of what we might call natural environment peaks or summits of mountains. This is caused mainly by the vast increase in the number of ski developments. Perhaps ski developments come as close as any other type of recreational area to being compatible with the trail, inasmuch as they are a recreational development, but the trail traveler does not want to find a ski lift and signs of mechanization at every mountain summit he tries to attain.

Also, what we call Maine's second mountain, national scenic grandeur on the trail, Mount Bigelow, is now undergoing plans for development for skiing, and a second summer home market. These are examples.

Scenic roads and parkways have sometimes been planned without adequate forethought to the requirement of the Appalachian Trail. The conference believes that enactment of S. 622 will provide means for substantial protection of trail lands and the needed coordination of activities of Government agencies relative to land use on the trail.

As we interpret the bill, the U.S. Forest Service would be authorized to acquire such land as would be needed to protect the trail's character within the established boundaries of these forests. This would include most of the trail south of Virginia, and in addition large sections of Virginia and parts of Vermont and New Hampshire.

Perhaps of equal importance to acquisition, in our opinion, these agencies would be authorized to obtain easements and enter into agreements with landowners, and to receive lands through donations for the furtherance of the trail. It would appear to us that considerable use can be made of easements and agreements, not only to keep costs down, but to preserve the good will of many landowners who are now friendly to the trail and are in accord with its purposes.

Outside of these established boundaries, the Secretary of the Interior would be authorized to acquire land, rights, and so forth, from willing sellers for the trailway to the extent funds are available. Otherwise, outside these purchase boundaries the Federal agencies would be authorized to cooperate with States and local governments to encourage their acquisition for this purpose. This action would appear to fit well with the States' outdoor recreation programs under the Land and Water Conservation Fund Act.

The time factor is important. Each year we lose some of our most scenic areas to other uses. Passage of this bill would undoubtedly save some of the most scenic and inspiring segments of the trail now in existence. Other, less critical, areas would be taken care of over a period of time.

In all this talk, perhaps we should make some comment about the user of the trail as the most important person. We believe that the time has come when the trail user should expect to find attractive and well-identified entrances to the trail with State highway rights-of-way and undisturbed wilderness walking to the next road crossing. It is still all too frequent when the trail user comes across some new bulldozed roads on the trail to private logging, and no sign at all of the trail, because the local club has not been alerted to the lack of signs and has not had an opportunity to correct it.

Our interest in the bill is, of course, mainly protection for the trail, and the broader opportunities for outdoor recreation which would

logically follow. But there are several incident public benefits that perhaps should be noted. One is that it would encourage a wildlife habitat, certainly narrow in places, but stretching from Maine to Georgia. Another is the protection of the valuable timber resource. We are assuming that the current practice would be followed on suitable national trailway lands whereby logging would be considered a compatible use on the trailway, except immediately adjacent to the trail. A substantial timber reservoir would thereby be assured if these lands could be acquired.

A third benefit is in the protection of watersheds for various communities. The Appalachian Trail Conference will welcome the establishment of Appalachian Trailways under this bill. We believe it is in the public interest. We thank you for this opportunity to present our views.

—(Mr. Murray's prepared statement follows:)

PREPARED STATEMENT OF STANLEY A. MURRAY, CHAIRMAN, APPALACHIAN TRAIL CONFERENCE

I am Stanley A. Murray of Kingsport, Tenn., chairman of the Appalachian Trail Conference.

The story of how the Appalachian Trail came into being is no doubt well known to this committee, so I will not dwell on the historical aspects. The original idea was the dream of one man, Benton MacKaye. It grew into today's reality through the volunteer efforts of many persons and groups. The entire project developed and matured without Government sponsorship, foundation support, or profit motive. The present Appalachian Trail is a mountain footpath, 2,000 miles in length through predominately primitive or wilderness environment, designed to provide high quality outdoor recreation, without charge, to all who would use it. That a project of this magnitude was completed and has endured is a tribute to the imagination and extraordinary efforts of many persons.

Three things have always characterized the trail: continuity of route, wildness, and remoteness. The accessibility of this type trail has been largely responsible for its popularity. It has been the tramping ground for Boy Scouts and Girl Scouts, the study area of nature lovers, and the retreat for those who find communion with the out of doors, woods, and mountains an essential component of a well-balanced life.

The trail was established, has been maintained and to an extent preserved under the guidance of the Appalachian Trail Conference, a nonprofit organization. The conference was first established as a permanent body in 1925 and has taken the primary responsibility for the trail's well-being and for providing literature and information relative to its use. The detailed work has been through member clubs, and has entailed as well the cooperative efforts of Federal and State agencies.

In the early days there was plenty of land and the verbal permission of landowners was obtained. Today nearly half of the trail length is still on private land under these informal arrangements. In 1938-39 a large step forward was taken when the National Park Service, U.S. Forest Service, and most trail States entered agreements whereby they would provide certain services and protective measures for the trail on their respective lands.

While the volunteer arrangements, verbal permissions and various agreements have served reasonably well up to the present, it has been clear for several years that the Appalachian Trail cannot survive without legal and binding means for assuring the continuity of the right-of-way and for preserving the land environment. We are of the conclusion that the only practicable means of achieving permanent protection through 14 States, 2 national parks, and 8 national forests is through Federal legislation.

The tempo of private, incompatible developments on or near the trail has increased markedly, particularly over the past 2 years. Here in the East we have a very large population and a decidedly limited amount of land suitable for the trail. In New York, New Jersey, and northern Virginia real estate developments have for some years been appearing astride the trail, and finding alternative routes is a difficult problem. More recently the effect of the Florida-based moun-

tain summer home boom is being felt in the South. In parts of Georgia and western North Carolina land prices have skyrocketed. A multi-million-dollar housing and ski development is underway on the trail on the Tennessee-North Carolina border. In hitherto remote areas of northern New England, the rapidly decreasing number of natural environment peaks, resulting from ski developments, is of concern. Maine's second mountain in natural scenic grandeur on the trail, Mount Bigelow, is right now undergoing plans for development for both skiing and the summer "second home" market. These are examples and the conference has taken countermeasures where possible.

Proposals for scenic roads and parkways have sometimes been planned without adequate forethought to the requirements of the Appalachian Trail.

We believe that enactment of S. 622 will provide the means for substantial protection of trail lands and the needed coordination of activities of Government agencies relative to land use near the trail. The U.S. Forest Service would be authorized to acquire such land as would be needed to protect the trail's natural character within established purchase boundaries. This would include most of the trail south of Virginia, in addition to large sections of Virginia, and parts of Vermont and New Hampshire. The National Park Service would likewise be able to acquire inholdings within their purchase boundaries for the trailway to such extent that they may exist. Perhaps of equal importance, these agencies, in addition to acquiring land outright, would be authorized to obtain interests in land, easements, and enter into agreements with landowners, and to receive lands through donations, for the furtherance of the trailway. It would appear to us that considerable use can be made of easements and agreements, not only to keep costs of acquisition to a minimum, but to retain the good will of many landowners who are now friendly to the trail and in accord with its purposes.

Outside of purchase boundaries, the Secretary of the Interior would be authorized to acquire land, rights, etc., from willing sellers for the trailway to the extent funds are available. Otherwise, outside purchase boundaries of the Federal agencies, the Federal agencies are authorized to cooperate with the States and local governments to encourage acquisition by the States and local governments for this purpose. Such action would appear to fit well with the States outdoor recreation programs under the Land and Water Conservation Fund Act.

Passage of S. 622 may save some of the most scenic and inspiring segments of the trail, areas which otherwise in the next few years may fall to private development. Other less critical areas can, of course, be taken care of over some period of time.

A word should be said about the effect on the users of the trail. The time has perhaps come when the Appalachian Trail user should expect to find attractive and well-identified entrances to the trail over the State highway rights-of-way and undisturbed wilderness walking to the next road crossing. Still all too frequently the users come upon a private logging operation or new bulldozed roads across the trail the local, volunteer trail club has not been alerted to or has not had the opportunity to correct.

With passage of the bill, we would anticipate that the volunteer groups that have been responsible for the maintenance of trail sections will welcome the opportunity to continue their cooperative activities, as would appear to be possible within the framework of this bill, thereby minimizing Government expense and providing these clubs the outlet in outdoor recreation to which they are accustomed. In fact, the conference will of necessity have to continue its responsibility on private land sectors as long as there are no other arrangements. On federally or State owned land, volunteer work will be within the rules and regulations of the agencies involved, the same as these matters are presently handled. We would anticipate the Federal agencies will continue their present trail practices pretty much as they have in recent years, with increased land holdings along the trail and subject to such further regulations as Interior may issue to assure uniformity of effort.

While the conference's interest in the bill is mainly in the protection afforded the Appalachian Trail and in the broader opportunities for outdoor recreation that logically should follow, other incidental public benefits can accrue from the measure. Among the more obvious are those which result from the administration of land so as to retain its natural or scenic character. One benefit is the encouragement of a wildlife habitat, although narrow in places, stretching from Maine to Georgia. Another is the protection of a valuable timber resource. We are assuming that current practice will be followed on suitable national forest lands whereby logging will be considered a compatible use within the trailway, except immediately adjacent to the trail. A substantial timber reservoir is thereby

assured on land that otherwise would be taken over to some extent by private nontimber uses. A third benefit is in the protection of watersheds for certain communities.

The Appalachian Trail Conference will welcome the establishment of an Appalachian trailway as defined by this bill. We believe this measure to be in the public interest. We thank you for this opportunity to present our views.

Senator NELSON. Senator Jordan had asked earlier about the use of the trail. Are you or anybody else going to present statistics on the question?

Mr. MURRAY. I don't believe I can add a great deal to what Mr. Shedd has added, because he has made a recent survey. If I were to pick a figure out of the air of total use, I would say 300,000. This is based on our estimates of Boy and Girl Scouts, hunters, fishermen, and so forth, who use the trail.

Senator NELSON. Hiker days?

Mr. MURRAY. Hiker days, right.

Senator JORDAN. That is a very fine statement, Mr. Murray. I am heartily in accord with the objectives of this bill, and I commend you for the effort you are making here in making available this great resource to people who prefer that, as I would myself, to some of the resorts that cost a lot more money and do you much less good.

I am in sympathy with what you are trying to do here, and I want to help in any way I can.

Tell me, what kind of cooperation do you get from the State and local governments through which the trail passes, with respect to zoning?

Mr. MURRAY. We have comparatively little activity in this line from States and local governments. This has been partly due, I guess, to a lack of a communication with States over the past years. Since the enactment of the Land and Water Conservation Fund Act, our conference has taken rather positive steps to have working relationships with all State outdoor recreation groups. We are working with them along the lines that have been proposed in S. 622.

Let me qualify this statement. Several States have been very active, I should say, in going ahead and protecting land for the trail. Pennsylvania is notable for this. They have had an active program for a number of years to gradually acquire holdings along the trail, specifically for the purpose of protecting the trail. There are some other States that have done this. In others, there has been no particular effort.

Senator JORDAN. Is the trail threatened at some points by the encroachment of undesirable types of facilities, the honky tonk type?

Mr. MURRAY. Yes. There is always the danger of this at every road crossing. Most of the big developments, where there has been quite a bit of money spent, I would not classify as honky tonk. But there have been proposed restaurants, parking lots, and so forth, and many of the things which are certainly not of a wilderness character.

Senator JORDAN. That is all.

Senator FANNIN. Mr. Chairman.

I would like to add my commendations to you, Mr. Murray, and your organization, for the forthright position you have taken in the development of this very valuable asset we have that must be protected. I was very much impressed with your thoughts as far as multiple utilization, as long as it was compatible with the desires that you have, and your organization has, in its development. I

agree wholeheartedly with your approach and with the services which you are performing.

I am very hopeful that this can be accomplished and you can go forward with your planning. I am vitally interested in what would be involved in the way of the multiple utilization, what might happen so far as other developments are concerned. I certainly agree with what you are attempting to do.

Senator NELSON. Thank you very much, Mr. Murray, for your testimony.

Mr. MURRAY. Thank you, Mr. Chairman.

Senator NELSON. Mr. Garvey, secretary, Appalachian Trail Conference.

Do you have a prepared statement, Mr. Garvey?

STATEMENT OF EDWARD B. GARVEY, SECRETARY, APPALACHIAN TRAIL CONFERENCE, WASHINGTON, D.C.

Mr. GARVEY. Yes, I do, sir.

Senator NELSON. It may be printed in the record in full and you may make your presentation any way you desire.

Mr. GARVEY. Thank you, Mr. Chairman.

My name is Edward B. Garvey, secretary of the Appalachian Trail Conference. I am also a member of the local Potomac Appalachian Trail Club, and I served for 6 years as supervisor of trails for that organization.

I have given a written statement. I will make just a few very brief remarks.

(Mr. Garvey's prepared statement follows:)

PREPARED STATEMENT OF EDWARD B. GARVEY, SECRETARY OF THE APPALACHIAN TRAIL CONFERENCE

My name is Edward B. Garvey. I am secretary of the Appalachian Trail Conference. I am also a member of the local Potomac Appalachian Trail Club and served for 6 years as supervisor of trails for that organization. The local club maintains some 250 miles of trail in the Pennsylvania, Maryland, West Virginia, and Virginia areas, and collaborates with the National Park Service in the maintenance of the 94 miles of trail that passes through the Shenandoah National Park. I have hiked about 400 miles of the trail in 8 of the 14 States through which the trail passes.

From reports reaching the conference, it becomes painfully clear that unless some type of protection is provided quickly, we will soon lose substantial pieces of the trail. I cite the following examples: In the July 18, 1965, issue of the Washington Post there appeared a four-column-wide advertisement offering lots for sale near the Appalachian Trail in the Linden, Va., and Boyce, Va., area approximately 60 miles from Washington, D.C. The lots extend from the Shenandoah River up the ridge of the mountains. The new real estate sales office is a bare one-quarter mile from the trail. Item 23 of the sales pitch reads as follows: "Horseback riding, trail rides, Appalachian Trail nearby." This development boasts an 18-hole golf course, 125 cabins, and homes have already been built. It would seem to be just a matter of time before the trail in this area will need to be relocated.

In July 1965 the conference received a letter from an agent for a development company in New Jersey. The letter politely but firmly informed us that the land which had been purchased for development included the Appalachian Trail. The trail would have to be moved. Would the conference please put the writer of the letter in touch with the local trail representative with whom details of the trail relocation could be worked out? Frequently, when these relocations become necessary, the only feasible route left is a road—and so another stretch of the trail leaves a forested area and becomes a road trail. Example after example

could be cited by representatives of the various clubs of instances like these where portions of the trail have been relegated to less desirable courses or where the immediate surroundings of the trail have been rendered less desirable because of the encroachment of commercial recreational developments, roads, ski lifts, radar and TV installations, or in a number of cases garbage dumps.

The fear has been expressed—even by our own members—that if S. 622 becomes law, the Federal Government will assume complete responsibility for the trail, and the role of the trail clubs will rapidly diminish. I personally do not share that fear. There is ample evidence accumulated since the trail was completed that the Federal and State governmental agencies desire that maintenance and administration of the trail be a cooperative endeavor. On January 19, 1965, Mr. Stanley A. Murray, chairman of the conference, and I met with Mr. George Hartzog, Director of the National Park Service. It was Mr. Hartzog's fervent hope that participation of the various trail-maintaining organizations would continue to the greatest extent possible. It was his belief that the local participation gave flavor and substance to the trail and were the prime ingredients that made the Appalachian Trail a trail separate and apart from the thousands of miles of other foot trails.

To summarize, it is my sincere belief that legislation is needed and needed soon if we are to preserve the Appalachian Trail in anything like the wilderness trail that was conceived by its author Benton McKaye. If Senate bill 622 becomes law, I envisage the fullest participation as in the past by the various individuals and trail clubs now comprising the Appalachian Trail Conference.

Mr. GARVEY. I would like to address myself to one particular aspect of Senate bill 622. My written comments give examples of encroachments on the trail. The thing I want to comment on is that the fear has been expressed that if this bill becomes law the role of the various trail clubs will rapidly diminish; that the Federal Government will assume complete responsibility. I think these fears are groundless.

In the years the trail has been in existence there has been excellent cooperation between the Federal and State agencies, and there has been full participation by the various trail clubs. I would expect this participation by local clubs to continue, even after Senate bill 622 becomes law. It is the local participation that gives flavor to the Appalachian Trail and makes it different from other foot trails.

Federal protection of this trail is badly needed, and needed soon. The Appalachian Trail Conference sincerely hopes that this bill becomes law.

Those are all the verbal comments I have. If there are any questions I shall be glad to answer them.

Senator NELSON. I don't believe at any place in the record, unless it is in the prepared text, there has been testimony as to the total membership in the Appalachian Trail Conference. Do you know?

Mr. GARVEY. There may be in the comments you made when you introduced the bill, Senator. I know you had quite a bit of information in those introductory comments of the bill itself. If it is not in there, we can supply it for the record.

(The information requested appears in the introductory remarks of Senator Nelson. The remarks indicate 91 clubs with an approximate membership of 30,000 people.)

Senator NELSON. I had it at one time. I do not remember whether we included it or not.

Mr. GARVEY. Ours is a loose confederation of all the clubs. Not all the members are devoted entirely to the Appalachian Trail. The New York-New Jersey Trail Conference has other trails. The total membership in the trail movement is a little elusive to pin down.

Senator NELSON. I have no further questions. I thank you very much.

Mr. GARVEY. Thank you, Mr. Chairman.

Senator NELSON. Mr. Harry Nees, New York-New Jersey Trail Conference.

We are glad to have you appearing this morning. Do you have a prepared statement?

STATEMENT OF HARRY NEES, NEW YORK-NEW JERSEY TRAIL CONFERENCE

Mr. NEES. Yes, sir.

Mr. Chairman, gentlemen of the committee, my name is Harry Nees. I reside in Belleville, N.J., am retired from active business, but spend much of my free time on foot trail and conservation efforts, all on a voluntary basis. Much of my activity is in the area from Delaware Water Gap to the New Jersey State line on Bearfort Mountain. I personally maintain about 6 miles of the Appalachian Trail in this area.

In addition to affiliation with the Appalachian Trail Conference, I am authorized to speak today for three organizations that have mutual interests in the Appalachian Trail. These are the New York-New Jersey Trail Conference, a group of outdoor clubs and individuals maintaining and developing over 500 miles of footpaths in the New York metropolitan area; the Sierra Club, Atlantic Chapter, active in outdoor and conservation interests; the National Committee for Protection of Trail Country, a group of nationally known conservationists whose purpose is to keep areas of foot and horse trail country inviolate for those purposes. All of these organizations are manned entirely by volunteer workers.

The Appalachian Trail is truly representative of the American tradition. It was conceived, built, and is maintained by volunteer workers who enjoy the natural environment through which much of the trail passes and who believe they are performing a true public service by their efforts.

The trail is for the use of all people without restriction of any kind. Its use is urged by the maintaining organizations to promote the general welfare through the healthful physical and spiritual benefits it enhances through such use.

Boy Scout and Girl Scout groups probably account for more than half of the traffic through our New York-New Jersey section, especially during summer camp periods. There are about a dozen Scout camps within a mile or two of the trail, in fact several locations are on Boy Scout property.

The route of the trail through the States of New York and New Jersey is close to centers of extreme population density—the New York metropolitan district.

Keeping the trail in areas with some semblance of wild or even natural terrain becomes more difficult, and often impossible, because of expanding urbanization. Of the 160-some miles in these States, it has already been necessary to route approximately 35 miles on public roads, and this mileage is ever increasing. Maintenance of shelters, other than on State property, is virtually impossible.

Because of the unique Americanism of the Appalachian Trail and for the well-being of all citizens who will enjoy its health-giving

benefits, as well as for the great part it must play in future plans for a national system of foot trails, favorable action by the Congress is respectfully urged for enactment of S. 622 as being greatly in the public interest.

Thank you.

Senator NELSON. I understand that you stated you personally maintain 6 miles of the trail.

Mr. NEES. Yes, sir.

Senator NELSON. I am interested in having some idea about the amount of effort that requires. I prepared a rather careful proposal with maps for a 3,000-mile hiking trail system in the State of Wisconsin.

I have been attempting to encourage the idea of a participation of clubs and groups along the whole 3,000 miles of trail. If it is ultimately implemented, as I think it will be, we won't have anybody in the State living more than 45 minutes distance from some part of that trail system. The question that has been raised by some of the people who have difficulty accepting a new idea is the feasibility of getting participation by various groups, such as your group, scouting groups, and so forth.

No. 1, they don't think it is very feasible.

No. 2, they think it requires too much work.

What is involved? I realize it would differ, depending on the intensity of the use, of course, and the number of facilities available in a particular part of the trail. Being familiar with that part of the trail that runs from the Delaware Water Gap in New Jersey, what kind of maintenance problem is there in terms of time invested in man-hours to maintain the trail?

Mr. NEES. Sir, I work my 6 miles alone. Most of the maintenance is done through clubs that go out in groups. I go out with the clubs occasionally in groups. Once the trail is put in shape, it does not take too great an effort to keep it that way. I mean, occasionally blow-downs have to be cut off, and some clipping and weeding. The maintenance is not too much. It is really a nice outing. It is very enjoyable. I think all the people who work on trail maintenance enjoy it. It is a pleasure.

Senator NELSON. Do you run into much trouble with littering along the trail?

Mr. NEES. Yes; we do in certain areas. In the Bear Mountain-Harriman State Park area several members of our clubs of the New York-New Jersey Conference have cooperated with the Palisades Park officials, thereby going up to the shelters that are fairly remote from roads, that is, within a mile or two, and picking up cans and paper and litter and carrying them out to the road where park employees can pick them up. They don't have the manpower to do it, so we do it on a volunteer basis. This is true all along the sections.

Senator NELSON. Is it near the park area?

Mr. NEES. The portion I speak of is in the Bear Mountain-Harriman State Park area.

Senator NELSON. The litter is mostly not from genuine hikers, I take it.

Mr. NEES. No, I think the true hiker carries out whatever he carries in.

Senator NELSON. Does the trail run through Tock's Island?

Mr. NEES. Yes, sir, it does. I had an experience up there just after the bill was signed. I walked through that area on a side trail that was in quite a remote area, and ran into a bulldozer, and found out that about 5 miles of this apparent wilderness in this new recreation area, which I believe is within the boundaries, had been bulldozed just quite recently.

Senator NELSON. Who was the operator working for?

Mr. NEES. I am not sure what the development corporation was, but I did immediately wire Secretary Udall's office and advised him on this encroachment, since this is Federal land now. I received a reply that they would take all steps to protect it.

Senator NELSON. This occurred prior to the signing of the bill?

Mr. NEES. This work may have been done prior to the signing of the bill; yes, sir. But not more than a week before.

Senator NELSON. Are there any places along the trail that you are aware of where the use is too intense?

Mr. NEES. Where the use is too intense?

Senator NELSON. Yes.

Mr. NEES. Well, in the Delaware Water Gap area and Palisades Interstate Park area on some Sundays in the spring and fall it is very heavily used. But I would hesitate to say that it is too intense. The trail can accommodate a lot of people.

Senator NELSON. Thank you very much for your fine testimony. We appreciate your coming today.

Mr. NEES. Thank you, Mr. Chairman.

Senator NELSON. Thomas H. Campbell, of the Roanoke Appalachian Trail Conference.

Mr. Campbell, we do appreciate your appearance today. If you have a prepared statement, it may be printed in the record and you may proceed in any fashion you wish.

STATEMENT OF THOMAS H. CAMPBELL, VICE CHAIRMAN, ROANOKE APPALACHIAN TRAIL CONFERENCE

Mr. CAMPBELL. My name is Thomas H. Campbell. I am vice chairman of the Appalachian Trail Conference of Roanoke, Va. What I have to say relates in particular to that part of the Appalachian Trail extending from U.S. Highway Route 250 through Rockfish Gap southwest to the Virginia-Tennessee line. This will give you some examples of the trouble that the Appalachian Trail Conference is experiencing at the present time.

Problems confronting those who would preserve the Appalachian Trail are of two general categories: (a) those stemming from conflicting developments by governmental bodies, and (b) those stemming from changes in private land ownership and conflicting developments of land by private owners. As a large proportion of the trail segment noted above lies within the George Washington and Jefferson National Forests, the problems relating to this mileage are usually minor in nature and easy of disposition.

Unfortunately, the national forests are not continuous, and problems of both categories frequently appear in the necessary gap or valley crossings and inholdings. Without protection, the trail of the future would deteriorate into a series of severed segments.

Problems of both sorts exist at the section's beginning. Rockfish Gap has been chosen as the route for interstate 64's crossing of the Blue Ridge. As the narrow gap now contains U.S. Route 250, and the Blue Ridge Parkway, the addition of a superhighway will result in the creation of quite a complex—a far cry from the wilderness character of the Appalachian Trail.

The initial 4 or 5 miles traverse privately owned land prior to entering the George Washington National Forest. Proximity to the gap complex would undoubtedly place a commercial squeeze on an unprotected Appalachian Trail.

A second major exposed segment is immediately south of the southern extremity of Glenwood district, Jefferson National Forest. The Roanoke district is the northernmost district of the Jefferson National Forest, extending from James River southwest to the Virginia-Tennessee line. I quote from a guidebook, published in 1960, referring to this valley crossing from the Blue Ridge to Allegheny immediately north of Roanoke:

From the base of this peak there are 3 miles of dirt roads which constitute the narrow valley crossing to the Allegheny Mountains.

This is a strategically located crossing, affording a quick step through a fringe of civilization from the Blue Ridge to an eastward thrusting prong of the Alleghenies. However the description "3 miles of dirt roads" no longer holds.

An expanding population threatens a rash of subdivisions. Interstate Highway 81 now circles the base of Tinker Mountain, the Allegheny eastern rampart. The trail, which must reach Tinker Mountain if it is to continue to the south, now does so by means of a series of hard surfaced roads to the U.S. 11-U.S. 220-interstate 81 compound cloverleaf, thence via hard surface roads to the mountain's base, eventually escaping to the heights.

These conditions could be remedied in large measure by purchase of a protected belt of land, and by a pedestrian underpass or overpass at interstate 81.

Similar problems exist at each of the trail's valley crossings to the south, especially in connection with its approach to the New River Valley. New River is more or less a commercial development. Land in that particular area is mostly owned by private interests. However it is within the forest purchase limits. A partial solution to New River approach entails change of the trail's location from secondary roads to crest of Peters Mountain along the Virginia-West Virginia border. A part of this route is within the Jefferson National Forest, and a large part of the remainder within forest purchase limits.

I have attempted to give you a few of the problems we now have. There are, of course, others.

Senator NELSON. How many miles of the trail that you are discussing have to be traversed now on highways?

Mr. CAMPBELL. I would say approximately 30 percent.

Senator NELSON. What is the total mileage involved in the part you are discussing?

Mr. CAMPBELL. I am guessing now, 250.

Senator NELSON. Thirty percent has to be traversed by highways?

Mr. CAMPBELL. Yes.

Senator NELSON. Was there any time in the history of the trail when none of it had to be traversed on highways?

Mr. CAMPBELL. A large portion of this trail, during the period 1950 to 1955, was relocated from the eastern rim of the Blue Ridge to the western rim. Prior to 1950, this particular section of the trail moved directly south of Roanoke to the North Carolina line. At that point, it was diverted to the west and intersected the present trail at approximately Galax, Va., a little further west, on Iron Mountain.

Now at that time the construction of the Blue Ridge Parkway caused the relocation of the trail. If you have ever driven over that particular area, prior to 1950 you could drive along the Blue Ridge Parkway and about every half mile you would see a sign which said "Appalachian Trail crossing." That robbed the trail of its wilderness character. Consequently, it was relocated to the west. Most of this relocation was put on roads, simply to establish a through route.

Does that answer your question?

Senator NELSON. Yes. Do you have any problem with the private landowners developing along the route?

Mr. CAMPBELL. From time to time we have had minor difficulties with landowners.

Senator NELSON. What happens when a private owner sells to a new owner who has no commitment to the Appalachian Trail idea?

Mr. CAMPBELL. That ordinarily will entail a minor relocation.

Senator NELSON. Do you find that new owners frequently are willing to permit the trail to continue across their land?

Mr. CAMPBELL. In most cases, they are. I recall on one occasion one of them was extremely nice. But his dog approached me from the rear and proceeded to nip me.

Senator NELSON. He did not approve of the trail, I take it.

Thank you very much for your appearance.

Mr. CAMPBELL. Thank you, Mr. Chairman.

Senator NELSON. Mr. Grant Conway, Potomac Appalachian Trail Club of Washington.

STATEMENT OF GRANT CONWAY, POTOMAC APPALACHIAN TRAIL CLUB OF WASHINGTON

Mr. CONWAY. Mr. Chairman, ladies and gentlemen, my name is Grant Conway. I am representing the Potomac Appalachian Trail Club. I was president of this organization during 1962, 1963, and 1964. I would like to thank the members of the club who have come to this hearing today.

I have three statements for the record. At this point I would like to note a correction of the Senate bill number to S. 622 wherever it has been used. The statement has the old bill number of the previous session.

The PATC was formed in 1927 to construct and maintain a section of the Appalachian Trail, and the main activities of the club continue to center around the trail. Today, the PATC is an organization of approximately 1,200 members who donate their services to maintaining 140 miles of the trail, 120 miles of side trails, most of which connect with the Appalachian Trail, making hiking, camping, and mountain climbing in the central Appalachian region safe and more enjoyable for the public and conserving scenic and other natural areas.

The club issues maps, guidebooks, and other publications to make hiking easier for those not familiar with the country. Map-making involves field checking of roads, streams, buildings, and trail relocations, and drafting new maps from this data.

For the benefit of through hikers on the trail, the club maintains a chain of 20 three-sided shelters, spaced a day's hiking distance apart. They are free to hikers and campers, on a first-come-first-served basis. For those who would explore the country near the trail, the club maintains 13 locked cabins. A 14th is now under construction by club members in Pennsylvania. These are available to members and the public on a nonsegregated basis. A small fee is charged to cover the overhead cost.

As a service to the public, the club maintains office hours from 7 p.m. to 10 p., Monday through Friday, at 1916 Sunderland Place NW. A volunteer staff handles queries for information, sells publications, maps, and some equipment not available in local stores, and makes reservations for cabins.

Each year members donate a total of 15,000 to 20,000 man-hours of services for public benefit; that is, assisting and meeting the outdoor recreation needs of people. It is unique among private recreational organizations.

By cooperative activities with Federal, State, local, and private organizations, the PATC has demonstrated what can be done in this regard. The club works closely with the National Park Service, including the Shenandoah National Park, the Harpers Ferry National Historical Park, the George Washington National Forest, the Bureau of Outdoor Recreation, the Pennsylvania Department of Forests and Waters, and other private clubs and Boy Scout troops. Annual meetings are held with the staff of the Shenandoah National Park. Trails within the Shenandoah Park are cooperatively maintained under the direction of the park, which maintains 94 miles of the Appalachian Trail, while the PATC has the major responsibility for 80 miles of side trails, most of which intersect with the Appalachian Trail. Cooperative activities are described in greater detail in the longer statement filed with the committee. In fact, it is about a page which lists Federal, State, and local private and community cooperative examples.

If the PATC has been so successful in maintaining the Appalachian Trail and related facilities, why is it in favor of the Nelson bill? When the Appalachian Trail was constructed, it was routed through natural areas along the crest of ridges. When homes were constructed, the trail was rerouted. In more recent years, with accelerated construction along the ridges, alternatives through natural areas were not available and the PATC was forced to relocate onto roads in many places in Maryland and northern Virginia. Sometimes a new landowner refuses permission for a continued trail crossing. The club and trail lost a shelter in northern Virginia, and other shelters are threatened.

The population explosion and increased demand for remaining open space is resulting in accelerating land prices and private organizations such as the PATC are unable to compete. Nor does the club have the trained volunteer manpower to search land titles in the county courthouses, negotiate purchases, leases and easements with landowners on a scale necessary to preserve the trail on private property.

If the Appalachian Trail is to remain a continuous footpath from Maine to Georgia, national legislative recognition, protection, and procedures, and skilled manpower for promoting the maximum public benefits from the Appalachian Trail now become necessary. The Nelson bill provides machinery for national recognition and protection of the Appalachian Trail. This bill is the first step in the right direction, and the PATC endorses S. 622, the Nelson bill, without qualifications.

Senator NELSON. Now many members are there in the Potomac Appalachian Club?

Mr. CONWAY. It has 1,200 members, sir.

Senator NELSON. Which of the prepared material you presented do you wish included in the record?

Mr. CONWAY. I will leave this up to the chairman and the committee.

Senator NELSON. We can put it all in. I didn't know whether some of it duplicated the other.

Mr. CONWAY. The long statement duplicates the oral statement I gave just now. The long statement is about three times as detailed as the oral statement which I also submitted. So that would be duplicating. That is, the long statement would duplicate the oral statement.

Senator NELSON. We will include the prepared material that you gave us in the record.

Mr. CONWAY. Thank you, sir.

(The statement referred to follows:)

PREPARED STATEMENT OF GRANT CONWAY, REPRESENTING THE POTOMAC
APPALACHIAN TRAIL CLUB

My name is Grant Conway, and I am representing the Potomac Appalachian Trail Club. I was president of this organization during 1962, 1963, and 1964. This statement supplements the shorter oral statement.

First is a statement on the Potomac Appalachian Trail Club (PATC) and its relationship to the Appalachian Trail (AT) as one of the cooperating, private organizations. The PATC was formed in 1927 to construct and maintain a section of the Appalachian Trail and the main activities of the club continue to center around the trail. The work, of course, as expanded considerably since the early days.

Today, the PATC is an organization of approximately 1,200 members who donate their services to maintaining a portion of the 2,000-mile Appalachian Trail and side trails; to making hiking, camping, and mountain climbing in the central Appalachian region safer and more enjoyable for the public; and to promoting the conservation of resources.

The club is responsible for 140 miles of the AT in Pennsylvania, Maryland, and Virginia, and in addition assists in the marking of the 94 miles of the trail in the Shenandoah National Park. It also maintains 121 miles of side trails, most of which connect with the AT. The trails are cleared and marked by blazes and/or insignia by club members. The club also is responsible for preparation and installation of signs for most of its trails.

To make hiking on the trail easier for those not familiar with the country, the club issues maps and publications covering its portion of the trail. Mapmaking involves field checking of trail relocations, side trails, roads, streams, and buildings shown on existing maps, and drafting new maps from this data. Although the final drafting is professional in nature, most of it is donated.

The club issues two guidebooks to the trail and its side trails. These describe in detail the route and points of interest in the surrounding country. They also contain tips on safety in the woods and hints on equipment needed. Preparation of these also requires careful field checking. The club also publishes a booklet on "Circuit Hikes in the Shenandoah National Park," which with its line maps and

general information on what to expect on certain trails is very popular among park visitors, especially the inexperienced.

For the benefit of through hikers on the trail, the club maintains a chain of 20 three-sided shelters, spaced a day's hiking distance apart. They are free to hikers and campers on a first come first served basis. The club has prepared and posted signs at the shelters to indicate proper camp manners which will leave the area in as good or better condition as on arrival.

For those who would explore the country near the trail or study the flora, fauna, or geology of the central Appalachian area, the club maintains 13 locked cabins, available to members and to the public on a nonsegregated basis. These must be reserved in advance and a small fee is charged. Here too signs are posted giving rules for cabin manners. Repair work on the cabins is all volunteered. The club members are presently building another cabin.

As a service to the public the club maintains office hours from 7 to 10 p.m., Monday through Friday, at 1916 Sunderland Place NW. A staff handles queries for information; sells publications, maps and some equipment not available in local stores; and makes reservations for cabins, which are available to nonmembers as well as members.

Besides the 20 maps, 2 guidebooks and circuit hike booklet, the club publishes three other booklets. The "Equipment Bulletin" is a compilation of information on items of hiking, camping, and mountaineering equipment which has been tested or evaluated by a member of the camping equipment committee. The items listed include information on weight, size, price, and supplier. This booklet is nationally recognized as the most comprehensive on equipment and is used by many other outdoor clubs. The "Cabins Booklet" gives the location, approaches and general rules for use. It also lists equipment supplied and what the user should bring. In addition it suggests hikes for those using the cabins for the first time. The "Shelters Booklet" also gives location, approaches, rules for use and equipment needed.

Exhibits for the education of the public covering the activities of the club are prepared from time to time for display at Appalachian Trail Conferences, Keystone Trail Conferences in Pennsylvania, and the Smithsonian Institution. An ambitious exhibit in the Natural History Museum in 1964 was viewed by 485,514 persons.

At its headquarters the club maintains a library of outdoor books, periodicals, and publications of other hiking clubs. All are available for reference by the public during office hours. Also the club maintains a roster of other hiking clubs in the metropolitan area, lists of contacts for other outdoor groups such as canoe and caving clubs; informational folders from National and State parks, forests, and wildlife refuges with special attention to hiking and camping in these areas.

The PATC sponsor trips for members and nonmembers. Two or three times a month the club runs hiking and camping trips for members and their guests. These trips, led by experienced and responsible members, provide a variety of mountain experiences. They range from half-day wildflower trips in the spring to backpacking in wild country in the Appalachians. Most of the trips are 1-day or weekend trips to nearby areas, operated at cost, and moderately priced. However, once or twice a year trips are run to other sections of the AT—Maine or North Carolina. Occasionally they go as far afield as the Rockies.

The mountaineering section of the club sponsors rock climbing trips each Sunday and on most of these trips offers training and instruction in the fundamentals of climbing safely. Also this section has handled training courses for two groups of the Peace Corps.

The club works closely with Boy and Girl Scout leaders, helping them plan trips. The equipment committee has also given demonstrations of new lightweight camping equipment to these groups and others.

The PATC issues a quarterly publication, primarily for its members, known as the "Bulletin." It includes a summary of all trips run by the club which prove helpful for those who would hike and camp on their own. It also contains accounts of special trips to more distant places in which members have participated. Feature articles discuss matters of scientific or historical interest to those who use the trail, such as the geology of nearby areas, plants found along the Blue Ridge, history of Nicholson Hollow in the Shenandoah National Park, and the like. It includes articles on conservation of resources, items on threats to the wildness of the trail, and notes about other clubs with objectives similar to those of the PATC. The "Bulletin" is sent to other clubs and is available to anyone who wishes to purchase it, either by subscription or single copies.

The PATC actively participates in issues affecting the AT, stating its position in regard to such controversies as threats to the C. & O. Canal along which a section of the trail runs, and proposed highways which would follow the route of the Trail. Its interest also extends to side trails and the Appalachian region generally.

Each year members donate a total of 15,000 to 20,000 man-hours for public benefit in the field of outdoor recreation, the types of activities which this bill seeks to promote. From the above descriptions, it is obvious that the PATC is a working organization with members volunteering their services to assist in meeting the outdoor recreational needs of the public. Payroll is limited to one part-time janitor for its headquarters building; wages were 5 percent of the total revenue of approximately \$25,000 for 1964. Therefore, it is unique among recreational organizations.

Its cooperation with Federal, State, local, and private organizations in the promotion of the public benefits of the AT, has demonstrated what can be done in this regard, and examples follow.

The Bureau of Outdoor Recreation is planning a trail system for the Potomac River Basin, and the PATC is cooperating in both planning and field studies. The existing AT would be the backbone of the system.

The club has always maintained a close relationship with the National Park Service (NPS) both at the national level and local park level. NPS staff members have, from time to time, consulted with our leaders on mutual problems. During the past 10 years, seldom has a month gone by without an NPS employee calling me. The AT passes through two national parks in the area of cooperation of the club. The Harpers Ferry (West Virginia) National Historical Park has taken over the responsibility for maintaining trails within the park, many of which were opened by club members, and the club, to compensate, has opened new trails on private lands adjacent to the park. The superintendent of this park asked the advice of club members in locating and building trails in the late 1950's.

For many years we have had annual meetings with the superintendent and staff of the Shenandoah National Park on mutual problems. Under a concessionaire contract with the Shenandoah Park, the club maintains and rents primitive cabins to the public. The park has major responsibility for maintaining the 94 miles of AT within its boundaries, although at the invitation of the park, club members have assisted in marking the AT under the supervision of park rangers. Within this park, the club has the major responsibility for marking and clearing 80 miles of side trails, most of which intersect the AT. This program is reviewed each year and no trails are maintained by the club without the specific permission of the Shenandoah National Park. Comparable relations have been maintained with the George Washington National Forest in Virginia, where the club also maintains trails and shelters.

An example of State cooperation is with the Pennsylvania Department of Forests and Waters, Michaux State Forest, and the Tumbling Run Game Refuge. Here again, the PATC has the major responsibility for AT maintenance and providing such trailside facilities as shelters and outdoor fireplaces for trail users.

Examples of local cooperation are scattered. The PATC cooperates and works with other private organizations, making up the Appalachian Trail Conference and the Keystone Trails Association in Pennsylvania. Perhaps the most noteworthy of the joint efforts is with Boy Scouts, especially explorer posts. Scout troops from Pennsylvania, Maryland, West Virginia, District of Columbia, and Virginia, assist in trail maintenance and shelter upkeep under the supervision of PATC personnel. An example of cooperation with a local entity was in Maryland where the Pleasant Valley Ruritan Club (communities of Brownsville, Yarrowsburg, and Gapland) decided to open a trail from Brownsville to the AT at the top of the ridge of South Mountain.

If the PATC is well organized and doing so well at maintaining the trail and related facilities, a question arises. Why is the PATC in favor of the Nelson bill? Since members of the PATC laid out and constructed the AT in the Blue Ridge west of the Nation's Capital in the late 1920's and early 1930's, land use has changed significantly. When the AT was constructed, it was routed through natural areas along the crest of north-south ridges. When summer and permanent homes developed, the AT was rerouted. In some places developments forced the relocation of the AT on roads in Maryland and northern Virginia, when there were no longer alternatives through natural areas. The PATC lost the use of a shelter (built with its own funds and labor), and connecting trails in northern Virginia when a new owner proved unfriendly to the AT; other shelters are threatened.

Competition for land, any land, and especially remaining open space within 150 miles west of Washington and Baltimore, has accelerated during the past 10 years with population explosion and a continued capital gains tax break, providing an incentive for land speculation. Resulting increases in land prices have priced out of the market private organizations with limited financial resources, such as the PATC, a public benefit corporation. Nor does the PATC have the daytime manpower to search land titles in the county courthouse and keep informed on changes of ownership of sections of the AT.

If the AT is to remain a continuous footpath from Maine to Georgia, national legislative recognition, protection procedures, and skilled manpower for promoting the maximum public benefits from the Appalachian Trail now become necessary.

The Nelson bill, S. 2862, provides machinery for national recognition and protection of the Appalachian Trail. The "willing sellers" clause in section 4(b) of the bill may prove to be a weakness. This bill is the first step in the right direction, and the PATC endorses S. 2862, the Nelson bill, without qualifications.

(Statement in the "Forecast" of the Potomac Appalachian Trail Club of December 1962 by the president, Grant Conway, called to the attention of Senator Gaylord Nelson, of Wisconsin, by Dr. Cecil Cullander, which led to the introduction of S. 2862:)

"Changing conditions along the Appalachian Trail have taken place and other changes may be expected. The urban belt, which already extends from north of Boston to Richmond in the south, has been accompanied by pressures to expand westward into the heart of the Appalachian Range. Where the trail passes through private holdings of land, community and individual summer homes dot the gaps and ridges along the trail, and speculative land values continue to soar higher.

"Here and there the AT has been relocated and infrequently the loss of the use of an open shelter (lean-to) has been grudgingly admitted. This trend will most likely continue, and the eventual threat of a disjoining of the traditional AT from Maine to Georgia is not an impossibility.

"Leaders in the preservation of the AT have been aware of this threat. The problem is what to do about it. The AT Conference has appointed committees and reviewed reports. Jean Stephenson reported on landownership along the AT in northern Virginia in 1949-50. The Conservation Committee of the PATC under Phil Stone made a valuable land use survey along the club's section of the trail in the late 1950's, and there have been annual followup reports.

"Acquisition of land along the AT would be the obvious solution. The price of land is generally high and resources for acquisition have been almost nonexistent. Lack of liquid funds has discouraged the launching of an acquisition program. Realization of the necessary amount of time which would have to be expended to implement such a program has also been a discouraging factor.

"Another condition has recently changed. The club at this time has a small amount of liquid reserves to start a land program. A decision in 1961 to increase the revenue of the PATC to offset rising operational costs over a long inflationary period (producing annual deficits annually in the late 1950's and a disappearance of small reserves to meet the deficits), has resulted in a much stronger fiscal position and a rebuilding of reserves. This reserve, although small, is now available for application as your council decides.

"The committee on trail preservation was established in October. Two meetings have already been held under the aggressive and thorough leadership of the chairman, Fred Rhodes. He will have the help of Fred Blackburn, Phil Stone, Ed Garvey, and others. The committee has examined the problem and narrowed the scope for practical purposes. Geographically, northern Virginia appears to have the highest priority, and within this scope land on which shelters and springs are located would be considered first. If land cannot be acquired at a reasonable price, the committee is empowered to explore leasing and easement arrangements.

"The council has reviewed the general land plan, and it is expected that amounts will be made available from operational surplus and small overall funds from donations."

Senator NELSON. Mr. Spencer Smith, Jr., secretary of the Citizens Committee on Natural Resources. Mr. Smith, welcome back to the committee. You may summarize your statement and we will include the prepared text at the end of your testimony.

STATEMENT OF SPENCER SMITH, JR., SECRETARY, CITIZENS
COMMITTEE ON NATURAL RESOURCES

Mr. SMITH. I am Spencer M. Smith, secretary of the Citizens Committee on Natural Resources. We strongly endorse S. 622. We also endorsed the legislation in the previous Congress.

I want to mention that every witness who has testified here this morning reflects our feeling that the principal thrust behind this bill is to provide protection for this foot trail. The encroachments, which others can attest to far better than I, are really the crux of what we are talking about, and this is an effort to try to preserve the trail in its primitive state.

I think it has been said that we are uniquely fortunate in order to have this available, and it would not have been available had it not been for the volunteer effort of so many individuals and groups of individuals. I am somewhat concerned yet that we perhaps need further effort, if this trail is going to be protected. We have the availability now of the Land and Water Conservation Fund, and this, we hope, is going to be an incentive to the various localities and States which the trail traverses.

It is hoped that perhaps in their overall recreation plan they will include land acquisition, because, Mr. Chairman, from experience in some other parts of the country in regard to so many, many different problems we are coming closer and closer to the fact that many of these areas will not be preserved unless they are acquired or protected by some form of easement. I suspect this will be the case with the trail ultimately.

The bill, as I read it, does not authorize or does not add to the authorization of any Government agency for the acquisition of land. It is true that under the Land and Water Conservation Fund Act, the Forest Service and National Park Service can acquire land as in-holdings for purposes of recreation. But where the areas are outside of the national forest and national parks, the Forest Service has the use of the Week's Law, and I am sure we can use it in terms of the long debate on the Land and Water Conservation Fund for the acquisition of land where it does become necessary. But as I read and understand the background legislation, national parks would have to come to Congress and obtain additional authorization authority in order to be able to spend land and water conservation funds for acquisition of lands outside the national park property.

Senator NELSON. May I say on that point that that was not my intent in backing the bill. The technical language you are referring to is the language in section 4(b), "That the Secretary of the Interior to the extent of any funds made available therefor?"

Mr. SMITH. Yes, this is the section to which I have reference.

Senator NELSON. That wasn't the intent of the language. In fact, we worked it out with the appropriate agencies in some detail, and that has been interpreted by some of the lawyers as a limitation. Because the objective of the bill is to authorize acquisition at any place along the trail where it is necessary to prevent an encroachment, I shall offer an amendment and make it perfectly clear that it does not need to be inholdings within the Interior Department lands or Forest Service land, otherwise I don't think the bill accomplishes anywhere near the objective that we have in mind.

Mr. SMITH. This was going to be our recommendation, that the bill be so amended in that particular section.

Senator NELSON. I don't know why I missed that in the language, but in any event all lawyers are not from Philadelphia.

Mr. SMITH. I was quite sure that this was the intent of the Senator. But we did want to get on record and call that to your attention, and hope that perhaps the amendment will be considered. We are pleased that you have beat us to it and have this in mind.

This constitutes all our comments. That was really our only concern with the bill, this particular section.

Senator NELSON. I think you are absolutely correct that the States should be encouraged to use Land and Water Conservation Funds or any other funds for land purchase. Assuming we succeed in passing the legislation in the way we desire it to be passed, I would hope that this would give some impetus to the conservation departments and the Appalachian Trail clubs, and others, to recognize that if we are really going to succeed here, this needs to be a cooperative effort. There is not any other comparable trail in America. There is no other recreation, comparable recreation, provided of this kind any place in the country where you can hike any length, at any time, through varying kinds of scenery. It would be a great tragedy if it were not preserved.

I would hope that this would give some impetus to the States themselves joining in actively. In some places, it seems to me there ought to be some zoning. Highway departments ought to understand that they should pay some decent respect toward the trail without too much effort, if somebody points out where the trail is.

So I am hopeful that this will give some impetus to the whole effort across the board at the Federal, State, and local level as to the voluntary clubs which have done such magnificent work.

Mr. SMITH. I simply want to add that we have been accused of most everything for desiring the Federal Government to help us in some of these areas. Our experience has been that in some instance there is no other recourse. We have turned to the Federal Government for protection out of despair more than any desire to centralize something.

The difficulty has been that local economic interests are very persuasive with local governments and to a big extent private enterprise is very persuasive with State government. If we have an area that is justified in the overall national public interest, in many instances the only recourse is to go to the Federal Government to try to obtain this protection.

Senator NELSON. That is correct. The sooner that any agency Federal or local, acts, the easier it is. Because once the encroachment begins to occur, then the vested interests in not protecting the trail becomes rather compelling.

I think it is important to move in advance of any encroachment and then the problem is much less difficult to dwell with.

I think you very much for your appearance. Your prepared text will be printed at this point.

Mr. SMITH. Thank you, Mr. Chairman.

(The prepared statement referred to follows:)

PREPARED STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. Chairman and members of the committee, I am Dr. Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources, a national conservation organization with offices in Washington, D.C.

We are pleased to have the opportunity to support S. 622 which would protect and facilitate the management of the Appalachian Trail. The Appalachian Trail is a scenic route for foot travel through natural or primitive areas from Maine to Georgia, which at present is maintained by the Appalachian Trails Conference.

We feel the necessity for this type of recreation, which is all too seldom afforded to people in the East. It exists now because of the largess of individual citizens comprising the Appalachian Trails Conference, which in turn is an association inclusive of the many Appalachian Trail clubs. There are private organizations composed of interested citizens, who have given their time and money to protect and maintain this scenic and beautiful area. It has been suggested from time to time that since this record of past accomplishment has been so outstanding no legislation is needed. I am sure this committee is completely familiar with the obvious rejoinder to such comment, that is, the major need that now exists is protection with the secondary concern being that of management.

Through the work of these individuals who have been responsible for the trail in the past is as noteworthy as it is self-sacrificing, the threat to the trail's very existence becomes more and more ominous. The increasing demands for more land and more areas with every conceivable use continue unabated. The problems of encroachment are sufficiently near at hand, therefore, to warrant the protection by the Government, which is necessary if we are to continue to have and enjoy the Appalachian Trail.

It would appear to us that this represents an unusual opportunity which has been made possible through the concerted efforts of individual citizens. It is our hope, therefore, that the committee will find favor with the measure and thus guarantee that the past efforts of many have not been in vain.

Senator NELSON. Mr. Michael Nadel, assistant executive director, the Wilderness Society.

STATEMENT OF MICHAEL NADEL, ASSISTANT EXECUTIVE DIRECTOR, THE WILDERNESS SOCIETY, WASHINGTON, D.C.

Mr. NADEL. Mr. Chairman, I am Michael Nadel, assistant executive director of the Wilderness Society, and editor of its quarterly magazine, *The Living Wilderness*. We are an independent, private, national conservation society, numbering some 32,000 members throughout the United States and Canada, with headquarters at 729 15th Street NW., Washington, D.C. Our broad purpose is to secure the preservation of wilderness, and to carry on educational programs concerning the value of wilderness.

The opportunity to appear before your committee in support of S. 622, a measure designed to fortify protection of the Appalachian Trail through cooperative management by Federal, State, local, and private organizations and persons, has a special significance for us in the Wilderness Society quite apart from the public good which is involved in this proposal.

The Appalachian Trail was first conceived by Benton MacKaye, a regional planner, and the design for accomplishment was described by him in 1921. This Benton MacKaye was to become, in 1935, one of the founding fathers of the Wilderness Society—a group with a broader design—and later he was to become its president.

The purpose of the Appalachian Trail was firmly outlined in a memorandum which Mr. MacKaye addressed to the Seventh Appa-

lachian Trail Conference, held at Skyland, Va., in June 1935. Speaking of the trail, he said, in part:

The physical path is no end in itself; it is a means of sojourning in the primeval or wilderness environment whose preservation and nurture is your particular care. The Appalachian Trail as originally conceived is not merely a footpath through the wilderness, but a footpath of the wilderness.

The Appalachian Trail is, of course, unique of its kind. A 2,000-mile-long continuous foot trail from Maine to Georgia, it is bold both in conception and accomplishment. It traverses a broad and varied range of ecological influences, of scenic beauty, of political and social history. It provides for days, and even weeks of measured, little interrupted sojourns, in solitude or with groups, under inspirational conditions.

The protection which the trail now enjoys is limited. Portions of the trail from time to time suffer detriment because of local influences or intrusions—especially where it crosses private land, over uneasy agreements. Portions over Federal and State lands have enjoyed greater protection, but some of these also have suffered from over-zealous modifications.

Uniform management, under cooperative arrangement, and with congressional blessing, would seem to be the desirable medium for protection against aggression—to keep the trail natural and unspoiled. As Benton MacKaye once remarked—

Relocations repeated would take energy. The same energy devoted to controlling causes would seem in the long run better to attain our ultimate objectives.

The grand design of the Appalachian Trail fits in very well with the concept of a national system of hiking trails which is now under study, and which President Johnson supports. And which, I might add parenthetically, Mr. Chairman, has your blessing, too. A network of hiking trails across the latitude and longitude of our land is something to capture the imagination. We can excite this flame with national recognition of the Appalachian Trail, with a bow to the Pacific Crest Trail and others in the accomplished or swaddling stage, and so bring head, heart, and feet together.

Thank you, Mr. Chairman, for the opportunity of making these observations. You, sir, as the introducer of this bill, as the sponsor, have the support of all citizens across the eastern seaboard and across the country.

Senator NELSON. I want to thank you very much for your appearance today. I appreciate your taking the time to come.

Mr. NADEL. Thank you, Mr. Chairman.

Senator NELSON. The hearing record will be kept open for 1 week. So if anyone representing himself or any other organization wishes to submit for the record a letter or a prepared statement for or against the proposal, the record will remain open until the close of the day on Thursday week. Any communications received for inclusion will be printed at this point in the record.

(The data referred to follow:)

CONCORD, N.H., September 20, 1965.

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

DEAR SENATOR BIBLE: I urge your favorable consideration of S. 622. The Appalachian Trail provides irreplaceable opportunities for hiking, camping, and nature study in New Hampshire's mountain country. It further provides an economic asset to the people of this State who supply necessities to the recreationists. The Appalachian Trail's 153 miles in New Hampshire are readily accessible to the large eastern seaboard population centers. S. 622 is important to this State.

Sincerely,

JOHN W. KING, Governor.

THE CONSERVATION LEAGUE,
New York, N.Y., September 20, 1965.

Hon. HENRY M. JACKSON,
U.S. Senate,
Senate Office Building,
Washington, D.C.

SIR: We wish to express our interest and hope that the hearings of the Senate Committee on Interior and Insular Affairs on S. 622, the Appalachian Trail bill, will amply provide the committee with all such information that is required for the wording of good and lasting legislation. Further, we are sure it will provide the committee with the knowledge of the wide interest and backing that supports the legislation.

Undoubtedly, the reports from the various bureaus and agencies and the testimony at the hearing will give some picture of the long and continued struggle the members and friends of the Appalachian Trail Conference have had in working against many intrusions and problems to keep the trail a continuous route. However, with greater and mounting problems, a continuous trail route will soon become impossible unless some recognition and help is made at the Federal level.

Whereas, a number of our members are hikers who use the trail and help maintain the trail, our concern is more than an academic interest. We are also aware of its use, not only by adults seeking the refreshment of the outdoors from the noise and dirt of our cities, but also by many Scout groups and other young people.

Much has been said by our past Presidents and President Johnson and others on the need for greater exercise and physical fitness and on the need for greater outdoor recreational facilities. We believe the Appalachian Trail constitutes an excellent asset in these areas and should, at long last, be given Government recognition, assistance, and protection. We believe S. 622, embodies the recognition and provisions that can best serve to protect the trail route and its excellent opportunity for outdoor recreation.

We, therefore, urge the Senate Committee on Interior and Insular Affairs to approve and report the Appalachian Trail bill to permit its consideration and passage by the Senate during this session of the Congress.

Very truly yours,

LEONARD R. GRAYDON, Chairman.

THE CONSERVATION FOUNDATION,
Washington, D.C., September 16, 1965.

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

DEAR SENATOR JACKSON: Senator Nelson has requested the views of the Conservation Foundation on the Appalachian Trail bill (S. 622). On behalf of the Conservation Foundation, I wish to express to you our enthusiastic endorsement of this bill and urge its approval by the Senate Committee on Interior and Insular Affairs. The bill is an excellent example of the "new look" in conservation policy.

No serious conservationist expects the Federal umbrella to be large enough to cover all the land we need today and will need tomorrow for recreation purposes.

Rather, we must develop a working relationship between the Federal, State, county, and city governments and private groups and individuals.

Such a partnership is created by S. 622, notably by section 4(b). The Secretary of the Interior and heads of other Federal agencies are authorized to cooperate with States, counties, and local and private organizations and persons in operating the portions of the Appalachian Trail on non-Federal lands. This provision should mean the continued and strengthened existence of the Appalachian Trail Conference and its constituent hiking clubs. Thus, one of the major benefits of the proposed legislation is the strengthening of existing citizens conservation groups such as the ATC.

The Secretary of the Interior is given authority to issue regulations under the bill and to define, redefine, and delineate the trail. It is unclear whether these powers shall devolve upon the National Park Service or the Bureau of Outdoor Recreation, there should be some clarification in the legislative history. The Bureau of Outdoor Recreation is a coordinating agency, designed to pull together the recreation programs of the various operating agencies. It should not become an operating agency itself. Therefore, we favor administration of the Appalachian Trail program by the National Park Service.

Sincerely,

RUSSELL E. TRAIN, *President.*

MAINE APPALACHIAN TRAIL CLUB, INC.,
Kents Hill, Maine, September 16, 1965.

SENATOR GAYLORD NELSON,
Senate Office Building, Washington, D.C.

DEAR MR. SENATOR: The Maine Appalachian Trail Club is very much encouraged by your efforts to obtain Federal protection for the Appalachian Trail. In these days, when bulldozers are rapidly reshaping the countryside, Federal recognition may mean the difference between perpetuation or ultimate oblivion for this wilderness footpath upon which so many citizens of the United States depend for recreation and renewal of their morale.

The 280 miles of trail, for which the Maine Appalachian Trail Club has long been responsible, is a recreational asset of great value to the inhabitants of Maine, and to the people who vacation here. We feel that it is in their interest as well as our own, that we offer you our support.

It is our hope that someone will read this letter into the record of testimony in behalf of the bill which you are sponsoring. If there is any other way in which we can be of help, please do not hesitate to call upon us.

Yours very truly,

JAMES L. FAULKNER, *President.*

THE GREEN MOUNTAIN CLUB, INC.,
Rutland, Vt., September 17, 1965.

SENATOR GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: This letter is intended to assure you of the approval of the Green Mountain Club for the purposes of the bill, S. 622, which you are sponsoring.

The Green Mountain Club was formed in 1910 to further public enjoyment of the Green Mountains in Vermont. Most of the 50 States are now represented in our membership of 1,300, with the greatest concentrations in Massachusetts, New Jersey, New York, and Vermont.

Our members designed and built the Long Trail, a walking trail that runs the full length of Vermont from the Massachusetts line to Canada. Its route follows closely the main ridge of the Green Mountains. Overnight shelters, some open and some closed, are free to all and these are, on the average, less than 4 miles apart.

The U.S. Forest Service aids us mightily by maintaining the portions of the Long Trail that lie on national forest land. They have provided several of the present shelters also. The remainder of the maintenance is done entirely on a voluntary basis by the Green Mountain Club.

When the Appalachian Trail idea was born, the southernmost 95 miles of the already existing Long Trail was, and is, used as part of the route. The necessary eastward connection to the New Hampshire line required for the Appalachian

Trail was built by us. As a result, the more than 100 miles of Appalachian Trail in Vermont was all built by this club and we maintain all that is outside the national forest.

The Green Mountain Club members also designed, built, and maintain a further 27 miles of the Appalachian Trail in the New York-New Jersey area.

The routes of these trails need protection. Reroutings have often been necessary because the trail route has no inherent rights on either public or private land. If the routes ever are actually broken it will probably be practically impossible to restore them. Wilderness areas are vanishing fast.

The desire of the public to walk in wilderness areas is on the increase as is shown by the registry books in our shelters. In fact, overcrowding of the shelters at night is causing us to add new ones at the rate of several a year to the Long Trail alone.

Our enterprise, the Long Trail primarily, is a self-assumed obligation to the public and we meet it to the best of our resources and ability. We are proud of the fact that no trail system anywhere else is maintained and equipped as well as ours.

We commend your enterprise in seeking to protect this means for healthful, inexpensive outdoor recreation.

Sincerely yours,

JOHN H. ROHRBAUGH, *President.*

C M C

VERONA, N.J., September 17, 1965.

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

DEAR SENATOR JACKSON: I am one of the privileged few who has walked the entire Appalachian Trail. I am also past president of the Woodland Trail Walkers, Inc., New Jersey, and the Union County, N.J., Hiking Club.

During the past 20 years, I have forcefully been made to realize what encroachments have been happening to the trail in New Jersey and New York, as well as elsewhere. I believe that congressional legislation is the only answer to this.

The idea of a wilderness footway that represents considerable effort of private and governmental agencies is great. I, therefore, strongly support S. 622 and urge its adoption.

Thank you very much.

Sincerely,

HERBERT S. HILLER.

CAROLINA MOUNTAIN CLUB,
Asheville, N.C., September 16, 1965.

Hon. GAYLORD A. NELSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR NELSON: Please include with the records of the hearings September 16 our very strong support for S. 622.

If Federal sponsorship is not speedily enacted, it is our firm belief that the Appalachian Trail in its continuous natural and scenic character from Maine to Georgia will soon be lost to all future generations of nature loving Americans.

In the last 18 months our club has witnessed the tragic loss to the trail of one of the finest natural balds to be found anywhere in this country—the spectacular parklike, 5,516-foot elevation, Big Bald Mountain on the North Carolina-Tennessee State line near Erwin, Tenn. In that short time the real estate purchaser has finalized plans for an \$8 million development on Big Bald consisting of roads, ski lodges, hotels, and residences.

On behalf of the 192 members of this organization we urgently recommend passage of S. 622.

Sincerely yours,

Miss NORMA FORBES, *President.*
By EMMY PLOV, *Secretary.*

THE TENNESSEE DEPARTMENT OF CONSERVATION,
Nashville, September 20, 1965.

HON. GAYLORD NELSON,
Senate Office Building, Washington, D.C.

DEAR SENATOR NELSON: We have recently had brought to our attention S. 622, introduced by you and several other Senators.

This is to inform you that this department wholeheartedly concurs in the provisions of this bill to facilitate the management, use, and public benefits from the Appalachian Foot Trail.

As you probably know, some 74 miles of this trail pass through the State of Tennessee, and an additional 180 miles follow the Tennessee-North Carolina State line.

The statewide comprehensive recreation plan, which this department is now preparing in order that we may participate in the land and water conservation fund program, will include a discussion of the Appalachian Trail and of its future needs within the boundaries of the State. This department is also working on a statewide trails system study in cooperation with the Bureau of Outdoor Recreation as a part of the nationwide trail study. With this background of concern for walking trails in Tennessee, I am pleased to offer the support of this department in urging the passage of S. 622 and commend you for your efforts in behalf of the Appalachian Trail.

Sincerely,

DONALD M. MCSWEEN.

SMOKY MOUNTAINS HIKING CLUB,
Knoxville, Tenn., September 18, 1965.

HON. GAYLORD NELSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR NELSON: This letter is written to express the enthusiastic support of the Smoky Mountains Hiking Club for your bill S. 622 providing for Federal support and cooperation in the use and preservation of the Appalachian Trail.

The Smoky Mountains Hiking Club, organized in 1924 and with a dues-paying membership of some 240 persons, has been affiliated with the Appalachian Trail Conference for nearly 35 years. As a member of the conference, we are responsible for the maintenance of a stretch of the trail extending from the Big Pigeon River southward through the Great Smoky Mountains National Park, across the Little Tennessee River at Fontana Dam, and over the intervening mountains to the Nantahala River at Wesser Station, N.C.

In our opinion the Federal recognition and protection which would be given the Appalachian Trail by the provisions of your proposed legislation are essential to the continued preservation of the trail. Forty years ago when the trail was initially being established, the fact that it was located generally along the crests of mountain ranges put it remote from otherwise competing uses of the land and the trail could expect to remain undisturbed. But not so today. Increasingly through the years the eastern mountain country has been taken over for the conventional uses of our mechanical civilization, with the consequence that extensive sections of the trail are constantly having to be shifted elsewhere or are being seriously threatened with displacement. In fact, we have about run out of unoccupied mountain crests to shift the trail to.

The terms of S. 622, by giving official recognition to the Appalachian Trail as a valuable recreational resource of the Nation and by formally enlisting the Federal Government in support of the use and preservation of the trail, should be of immense help in stabilizing the route and in assuring its continuing existence in the face of competing demands for the areas through which it passes.

We ask that you make this letter a part of the formal record of the hearings just held on S. 622 by the Senate Subcommittee on National Parks, chairedman by Senator Alan Bible.

We are exceedingly grateful to you for your continued and vigorous efforts to provide the statutory protection necessary to assure that the 2,000 mile mountain footpath which is the Appalachian Trail shall be effectively preserved for the use and enjoyment of the American people.

Very truly yours,

ERNEST M. DICKERMAN,
Chairman, Conservation Committee.

GEORGIA APPALACHIAN TRAIL CLUB,
September 20, 1965.

Senator GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: On behalf of the Georgia Appalachian Trail Club, with a membership of 165 members, I respectfully request support in favor of the Appalachian Trail bill, S. 622, to facilitate the management, use, and public benefits from the Appalachian Trail and provide for certain acquisitions of land so as to protect the Appalachian Trail as a primitive or natural recreational facility for those who seek fellowship with the wilderness.

The Appalachian Trail in Georgia is being gradually claimed for other uses. The Georgia Appalachian Trail members have officially rerouted 2 miles of trail where a scenic highway has been constructed along the trail. There are 76 miles of the Appalachian Trail in the State of Georgia and it will be the job of the Georgia Appalachian Trail Club during the coming years to relocate 50 miles of the 76 miles of Appalachian Trail in Georgia because of proposed scenic highways.

We are aware that these scenic highways have been voted on and will be constructed, but we are also aware that it is time now to realize that we must stop destroying what is left of our wilderness areas. Just as there are certain areas from which factories should be excluded, so there should be more places where the automobile is off limits.

Too often we assume that hiking on the Appalachian Trail is only for the muscular and hardy. It does require a hardy spirit and this is why we see our elderly members, both men and women, in their sixties and seventies on trips which are miles away from the nearest automobile. It would be highly unlikely for anyone to pick one of our groups for having muscular bodies because the strength is not visible.

We know that if the Appalachian Trail is preserved in a natural state that the people of tomorrow will have the opportunity as we do today to enjoy the experiences and rewards along the wilderness footpath. They, too, may have the opportunity to find the spiritual experiences along the wilderness trail.

We are at work now rerouting sections of our trail. We feel that Federal action is needed to give the Appalachian Trail needed protection and we believe that if this action is taken now and not later when it is too late, that our footpath through the wilderness will continue for future generations to enjoy.

Respectfully,

J. P. EIDSON, *President.*

DEPARTMENT OF STATE PARKS,
Atlanta, Ga., September 20, 1965.

HON. GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: It is a great pleasure for me to have this opportunity to express my interest in and support of the Appalachian Trailway bill, S. 622, and it is my desire that this expression be included in and made a part of the hearing held September 16, 1965, regarding this bill.

This 2,000-mile foot trail through a primitive environment is a unique project, the longest continuous marked foot trail in the world and needs to be protected from the encroachment of subdivisions and other modern encroachments.

The population of the country being rapidly concentrated in urban areas and the pressures of modern living becoming ever greater, demands that areas be preserved where people can escape these pressures for a while and enjoy the quiet and rejuvenating effects offered by these natural areas.

Walking and hiking are two of the best exercises known. To preserve this hiking trail will be a great service not only to this generation, but to future generations as well. Therefore, it is my wish that this bill be enacted at the earliest possible date.

Sincerely,

HORACE CALDWELL, *Director.*

Senator NELSON. The hearing is concluded.
(Whereupon, at 11:40 a.m. the hearing was concluded.)

