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ENGINEERING

ESTABLISHING A NATIONWIDE SYSTEM OF TRAILS

JUNE 13, 1968.—Ordered to be printed

Mr. JACKSON, from the Committee on Interior and Insular Affairs,
submitted the following

REPORT

[To accompany S. 827]

The Committee on Interior and Insular Affairs, to which was referred the bill (S. 827) to establish a nationwide system of trails, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

PURPOSE

As set forth in its statement of policy, the purpose of S. 827 is to promote public access to, travel within, and enjoyment of the National and State parks, forests, recreation areas, historic sites, and other areas. It states that existing trails should be improved and maintained, and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation. Four categories of trails are defined to carry out this policy: Trails designated, as "national scenic trails" in this or subsequent acts of Congress; park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior, and recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior.

NEED

The statement of policy of S. 827 also sets forth that it is directed at providing for the ever-increasing recreation needs of an expanding population. Trails represent a major opportunity and yet a practicable and low-cost method of satisfying the demand for outdoor recreation

for our citizens. By their nature, they afford a low-concentration, dispersed type of recreation that is much sought after today. Trails are the means to some of the most beneficial kinds of exercise and enjoyment of nature—walking, hiking, horseback riding, and cycling. Trails enable people to reach prime areas for hunting, fishing, and camping; they lead to areas prized by students of nature and history; they are used by scientists, artists, and photographers; they help to satisfy the craving many people have for solitude and the beauty of untrammelled lands and waters.

"Trails for America" is the report of the Bureau of Outdoor Recreation which is based on a study requested by President Johnson in his natural beauty message of February 8, 1965. This report provided much of the basis for this present legislation. In this publication the urgency for enactment of S. 827 is stressed:

The Nation faces a "crisis in outdoor recreation." A surging demand for opportunities to enjoy outdoor activities presses upon natural resources which are shrinking under the impact of our rapidly expanding population and economy. One of the great challenges of today is to plan adequately to meet these demands. Only if we are successful in this effort can there be assurance that future generations will be able to enjoy some of the same opportunities now available to the American people.

There is a multiplying need for outdoor recreation opportunities for Americans. According to the report of the Outdoor Recreation Resources Review Commission, an expected doubling in the number of people in the United States by the year 2000 will mean at least a threefold increase in the demand for recreation. The Commission said that trails, with all other forms of outdoor recreation, will be in short supply unless adequate additional facilities systematically are provided. Trails near metropolitan centers where a disproportionate share of the increasing population will be located are especially inadequate.

The Commission also predicted that walking for pleasure will increase from 566 million occasions of participation in 1960 to 1,569 million by the year 2000, a 277-percent increase. Hiking will jump 368 percent, from 34 million to 125 million. The number of bicycles and cyclists also is multiplying with almost explosive suddenness. According to a 1965 report, more than 57 million children and adults, over 30 percent of the Nation's population at that time, participated in this activity. Predictions indicate that there will be 63 million cyclists by 1970, and that by 1975 more than 10 million bicycles will be sold annually.

The Bureau of Outdoor Recreation points out that there is a pressing need for places in which to ride bicycles safely. Recreational riding, bike hikes, youth hostel activities, bicycle clubs, and the like are becoming increasingly popular for all ages. The need is especially acute in urban areas. Similar growth is being experienced in horseback and trail bike demand. Horse registrations are in the increase. More than 5 million Americans were reported to be riding trail scooters or motorcycles in 1965.

AMENDMENTS

The committee amended subsection 2(i) of the bill to prohibit acquisition under this act of lands, waters, or interests therein by condemnation without the owner's consent whenever 60 percent or more of the acreage within an entire national scenic trail area at the date of the bill's enactment is publicly owned. This limitation does not apply to the acquisition or extensive use of scenic easements. In fact, the committee recommends that the agencies obtain scenic or other easements for rights-of-way necessary for the construction, maintenance, and public use of the trail, and the protection of the scenic and other qualities of the trail, without depriving the owner of his entire property rights in his land whenever it is possible *to* do so. It is similar to a provision in S. 119, the bill passed by the Senate to create a National Wild and Scenic River System. The committee recognizes that the needs of the country vary with respect to the amount of publicly owned land in the different regions of the Nation. Where vast amounts of public lands are already in existence the people would have adequate acreage for access and facilities without utilizing condemnation in fee.

Another amendment provides an enlarged definition of a national scenic trail under section 2 (a).

The committee also approved an amendment to divide the Continental Divide Trail into two sectors, northern and southern. The northern sector, from the Canadian border to the southern boundary of the Bridger National Forest in Wyoming, is retained as one of the trails in the initial system, and the southern sector, from the Bridger National Forest to the Mexican border in southwestern New Mexico, is placed in the study category for possible future inclusion. Questions were raised by committee members concerning the exact routing of the trail. Some alternate sections of the southern sector are still under initial planning consideration, and the Forest Service informed the committee it would be helpful to have additional time to complete more detailed studies. While placing the southern sector of the Continental Divide Trail in the study category, the committee believes this proposed addition to the system should receive priority for study by the Secretary of Agriculture. This sector is a natural increment; the Continental Divide Trail will not answer that description until the sector is added. The committee further believes that this study should be completed within a -2-year period from the date of enactment.

The committee also adopted an amendment providing that no funds shall be appropriated for the Continental Divide Trail until 60 days after the Secretary of Agriculture shall submit detailed plans for such development to the respective Committees on Interior and Insular Affairs of the Senate and House of Representatives. This was adopted after committee members from the States involved expressed concern over the type of development which may be proposed and wished to review the development plans before they are initiated.

INITIAL TRAILS IN THE SYSTEM

This bill provides four initial units in the nationwide system of trails:

1. The Appalachian Trail, extending 2,000 miles along the Appalachian Mountains from Maine to Georgia.
2. The Continental Divide Trail, extending 1,200 miles from the Canadian Border in Montana to the southern boundary of the Bridger National Forest in Wyoming.
3. The Pacific Crest Trail, extending 2,350 miles along the mountain ranges of the west coast States from Canada to the Mexican border.
4. The Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia.

The Secretary of the Interior is authorized to select rights-of-way for, and to provide appropriate marking of, the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture is authorized to do likewise for the Continental Divide and Pacific Crest Trails, subject to the following limitations: A total of 50 acres per mile may be obtained by both acquisition in fee (where authorized) and lesser interests (such as scenic easements) other than by agreement of the landowner, but not more than 25 acres per mile of this total may be acquired in fee. The 25 acres per mile in fee is equivalent to an average of 100 feet on each side of the trail, and the 50 acres per mile, including fee and easement, would compare with an average of 200 feet on each side of the trail. (See "amendments" for limitation on condemnation.)

The appropriate Secretary will erect and maintain a uniform marker for the national scenic trails, select a symbol for each trail for placement on the uniform marker, and establish an advisory council for each trail.

Federal agencies are instructed to give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting establishment and maintenance of the trails. Reasonable crossings of the trails will be allowed, but the use of motorized vehicles by the general public will be prohibited. This will not, however, prevent motor vehicles from crossing the trails where necessary, or the use of motor vehicles along the trails for rescue, fire fighting, or other emergency purposes. Similarly, it is recognized that additional highways, utility lines, and other vital public facilities may unavoidably be routed across the trails.

APPALACHIAN TRAIL

The Appalachian Trail Conference will be encouraged to continue its role as the principal guardian of the Appalachian Trail, which has been in use for over 40 years. Thousands of volunteer members of the conference have teamed together to establish and maintain the trail. The Appalachian Trail passes through 14 States and crosses land varied in ownership. Through much of New England the trail crosses private lands. In Maine, virtually all of the 280 miles lie in tracts owned by large timber companies which have cooperated with the conference in its maintenance. In Pennsylvania, State lands predominate.

From Virginia south, the ownership is largely Federal. Although member clubs of the conference have shouldered responsibility for many miles of trail, and at times have been forced to relocate segments away from the path of developments, the demands of an expanding population have multiplied in number and complexity in recent years and long stretches of the trail are seriously threatened with incompatible encroachments. These are problems which the conference has insufficient means to combat. If the trail is to survive, it is apparent that public agencies must assume a larger share of the burden of protection.

The committee recognizes that the Appalachian Trail Conference has pioneered the way for this legislation by its long-time personal stewardship of the trail, and believes that its stewardship—in partnership with the Secretary of the Interior—should be continued and expanded.

CONTINENTAL DIVIDE TRAIL

Designed to accommodate riders and hikers, the Continental Divide Trail would pass through some of the most scenic areas in the country. The trail would span spectacular, wild mountain country, rich in the early history of the West. The route affords views of perpetual ice-fields and of awesome peaks. It passes hundreds of alpine lakes and streams teeming with native trout. The high mountains are home to many species of game, including the bighorn sheep, mule deer, and bear. It would start at the Canadian line on the west shore of Waterton Lake in Glacier National Park and follow the Continental Divide south for 100 miles. Some of the trail would be above timberline. From Logan Pass, the trail would swing over the divide, leave the park, and pass near a portion of the Blackfoot Indian Reservation, through the Flathead and Lewis and Clark National Forest, move through the Bob Marshal Wilderness, and on to cross Pipestone Pass and Deer Lodge Pass, and travel the Anaconda-Pintlar Wilderness for 50 miles, crossing and recrossing the divide. Jumping from one side to the other, the trail would follow the Idaho-Montana State line for some 300 miles, enter Yellowstone National Park to pass the Firehole River, Shoshone Lake, Lewis River, Lewis Lake, Yellowstone Lake, and along the Yellowstone River to the south park boundary. It would swing along the edge of the Shoshone National Forest, and then arc westward along the divide to provide magnificent views of the Grand Tetons. Passing through the Bridger Wilderness, it would reach its temporary end at the southern boundary of the Bridger National Forest. (The remainder of the Continental Divide Trail, called the southern sector, would be under study for possible future inclusion.)

The designation of the Continental Divide Trail represents an attempt to make available by trail a stretch of country which has historical interest and charm and bisects the Western United States. The committee does recognize that no such contiguous trail has ever, in fact, existed. However, the committee believes that the trail should be regarded as calling attention to the grandeur and esthetic qualities of the Continental Divide, and that it will add significantly to the Nation's appreciation of its priceless natural heritage.

Special consideration of the Continental Divide Trail and Wilder-next
 In the case of the Continental Divide Trail, it is not the intent of the committee to authorize the construction of a trail which would follow the very top of the Continental Divide nor necessarily be fully contiguous along the entire divide. Instead, it is the committee's belief that existing trails along the mountain sides or in negotiable valleys close to the top of the divide should be designated part of the Continental Divide Trail, and that the segments to be constructed, where top terrain prevents reasonable foot or horseback travel, should be located at lower levels.

Nor is it the intent of the committee that this legislation should be considered authorization for construction of trails or other works of man through wilderness areas in any such manner as to do violence to the wilderness concept as set forth in the Wilderness Act of 1964. The committee urges that in any event, the wilderness values should be properly protected in connection with any trail through any national wilderness area.

Committee members also expressed concern that the marking of national scenic trails be unobtrusive, with careful and tasteful placement and design of directional and other signs to conform with the esthetic setting regardless of the lands traversed.

POTOMAC HERITAGE TRAIL

The Potomac Heritage Trail would start at the mouth of the Potomac on Chesapeake Bay—with trails on both sides of the river extending through the District of Columbia to Harpers Ferry, W. Va. At this point they would join and follow the Potomac River up the Chesapeake and Ohio Canal towpath to Oldtown, and there divide. One trail would travel northwest along the canal towpath to Cumberland, Md., where the towpath would terminate, and continue to Johnstown, Pa. The other fork of the trail would turn southwesterly to end in the high and beautiful evergreen mountain country of the Spruce Knob-Seneca Rocks National Recreation Area in West Virginia.

Of the 825 miles of the Potomac Heritage Trail, 317 are in Federal ownership, 130 in State and 378 in private ownership.

The study report, "Trails for America," points out that no other river in the country is historically as rich as the Potomac, and adds:

The National Government grew up and reached its maturity in the Potomac River Valley. Many famous Americans were born, reared, and lived on the banks of the Potomac. The Potomac Heritage Trail would follow the course of the Potomac from source to mouth, linking an astounding array of superlative historic, scenic, natural, and cultural features, and offering an outstanding recreation opportunity for the residents of the Potomac Valley and its annual millions of visitors.

Great Falls-Washington sector

The committee and its staff gave considerable attention to the stretch of trail proposed on the Virginia side of the Potomac River between Great Falls and Washington after certain residents of the area and

officials of the Madeira School, located a few miles below Great Falls Park, expressed serious reservations about the advisability of establishing a trail in this area.

Some of the residents were fearful that along particular sections of the river bordering and east of the school's property line, where rocky bluffs predominate, the trail would have to leave the river's edge and be routed atop the bluffs and through private property, thus affecting residence and other normal patterns of visage. Fears were also expressed that parking areas might be constructed alongside the trail, with roads connecting to the central highways. Concern was also voiced over the type of trail which would be constructed along the river, and the likelihood of vandalism or possible trespass violations with increased usage of the area.

Following staff conferences with Department of the Interior officials, field examination of the particular section, inspection of detailed maps showing the proposed routing, and considerable correspondence, the committee is of the opinion that the problems can be resolved and are not basically different from similar objections raised in connection with park and recreation projects authorized in other areas of the Nation. Even where the bluffs predominate, except possibly on the public property located within the boundaries of Great Falls Park, the committee has received assurances that the trail will follow the flatlands along the river's edge. No parking areas will be constructed near the trail in this area, and the trail will be limited to a footpath.

In fact, the entire trail along the Potomac River will be primarily a pedestrian hiking trail, although urban sections—for instance, the C. & O. Canal towpath on the Maryland side of the river, and the portion of the trail from Spout Run to the National Airport in Virginia—will be designated for bicycle use as well as that of pedestrians. Above Spout Run in Virginia the trail will be designated for hiking purposes only. It will be constructed sufficiently wide to permit police patrol on horseback and maintenance with small motorized equipment.

From the vicinity of the overlook at the Great Falls to Difficult Run on the Virginia side, the trail will be located back from the river's edge on the high ground, utilizing prominent points for scenic overlooks. Below Difficult Run, the trail will be located as close to the water's edge as construction practices will permit. Nearly all such development of the trail as is necessary will be by hand or "pick and shovel" construction. It will follow the portion of the existing trail along the edge of the river below the Capital Beltway down to Spout Run. At Spout Run, the trail will continue under Key Bridge, past the parking lot serving Roosevelt Island and the George Washington Memorial Parkway to the airport.

Madeira School

The problems which might face the Madeira School with the establishment of a trail were given long and careful consideration by the committee. This well-known boarding school for girls is located on the Virginia side of the Potomac River in Fairfax County just below Great Falls Park and has a considerable waterfront area through which the trail would pass. The proposed trail would be about a fifth of a mile from the school, which is located at the top of steep bluffs in an unusually beautiful setting. Directly at the foot of the bluff lies Black Pond, a pristine-type small lake of clear water, accessible to the

school via an old and almost impassable road and a rugged trail traversing its southern shore. School officials expressed fears that if a public trail and public access to the trail were established, Black Pond might become an "attractive nuisance," that the area would be difficult to police, and that the safety of the girls could be involved.

Representatives of the Bureau of Outdoor Recreation and of the National Park Service of the Department of the Interior, as well as the chairman and committee staff members examined this problem thoroughly.

At the insistence of Chairman Jackson, Interior Secretary Udall has assured the committee that steps will be taken to provide the fullest possible protection for the school in the event the Potomac Heritage Trail is established. The Department of the Interior has indicated its willingness to install an inconspicuous fence along the upper part of the slope nearer the actual buildings occupied by the Madeira School in order to discourage trespass. A letter from Secretary Udall discussing this problem follows:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY, *Washington, D.C., March 26, 1968.* Hon.
HENRY M. JACKSON, *U.S. Senate, Washington, D.C.*

DEAR SENATOR JACKSON: The concern expressed by Headmistress Barbara Keyser over policing proposed park areas near the Madeira School in Fairfax County, Va., has been examined carefully. We have previously explained to Miss Keyser and others, including Senator Stuart Symington, that in our judgment a public trail skirting the edge of the river approximately a fifth of a mile from the school and at the bottom of a steep bluff below the area occupied by the school buildings will not seriously endanger the school's programs, activities, or residents. Therefore, we are glad to furnish, as you request assurances that we will give consideration to the fullest possible protection for the school in the event the national trails bill, S. 827 is enacted.

As a policing responsibility, this section of the Potomac shoreline near the school would be comparable to many areas of Rock Creek Park as well as units of Great Falls Park in Maryland and Virginia. Its relative remoteness, ruggedness, and relationship to nearby residential and school areas would not in our judgment jeopardize successful management of the riverside as a natural area conducive to decent public use, if adequately patrolled. "We stress this because it is true of all such areas of public use; lawlessness and crime arising more from lack of surveillance than from incidence of public use.

If a trail could be developed along this section of the river, there would be, besides police patrol, the additional safety of surveillance by park, interpretive, and maintenance staff members as well as the presence of a number of responsible park visitors. We feel that the cost of staffing necessary for protection would be justifiable as a basic part of good park management.

The granting of a scenic easement to the Northern Virginia Regional Park Authority in September 1966 by the school has been offered as a contribution to the purposes of the Potomac National River for preservation of natural and scenic areas. However, the easement, as we understand it, applies only to the lower portion of the palisades (land below

the 200-foot contour) allows for construction, and expires when the property ceases to be used for school purposes. Our Solicitor advises that such qualifications do not constitute the perpetual protection necessary to achieve long-range public objectives for the Potomac National River. If permanent preservation of natural beauty is to be accomplished by means of scenic easements, they must be perpetual in nature and adequate to accomplish the conservation objectives involved.

The current Potomac National River proposal recommends the preservation in a natural condition of the Potomac shore and palisade slope to approximately the 300-foot contour in the vicinity of Madeira School. The Potomac Heritage Trail, the only development suggested, would generally follow the river's edge, and the scenic easements applicable to the steep bluffs would permit the continuation of present school activities including appropriate expansion and thus we believe these restrictions would have no adverse effect on Madeira School's operations.

Moreover, we have assured Madeira officials of our willingness to install an inconspicuous fence along the upper part of the slope in order to discourage trespass from proposed park land onto the remaining school area.

We trust that these comments will be of assistance to you in evaluating possible effects of the Potomac National River or the Potomac Heritage Trail on the Madeira School. We appreciate the interest and concern which prompts your careful consideration of these matters. Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

In addition, when detailed plans for the trail were examined by the committee, several factors became apparent:

(1) The trail would be limited to a footpath; (2) No access roads or parking facilities on the trail in this area are planned; (3) The trail would be closed at night; (4) It would have police patrol, and there will be the additional safety of surveillance by park, interpretive, and maintenance staff members.

An inspection trip to Black Pond by members of the committee staff and Department of the Interior officials led to the conclusion that even without a fence the rugged terrain, which rises some 300 feet above the river level, would discourage trespass.

Nevertheless, the committee believes that the sincere concern of Madeira School officials for the safety of its students and property would warrant a continued police surveillance of this area if a national trail is authorized. Since access to the area will be primarily from Great Falls Park, this should not be too difficult for the National Park Service officials to carry out.

PACIFIC CREST TRAIL

The Pacific Crest Trail, 2,350 miles from the Canadian to the Mexican border, has been open since 1937 through some of the world's most magnificent scenery. Along this trail is a generous share of the conti-

ment's most verdant forests, tallest and oldest trees, highest mountains, clearest streams, and breathtaking waterfalls.

In describing the Cascade and Sierra Nevada mountains through which this trail passes, the authors of the report "Trails for America" say:

The unique golden trout and the almost extinct giant condor call them home. The great California grizzly once roamed their high slopes. The mountains still abound with deer, black bear, and other interesting varieties of game. For the recreationist they offer a lifetime of inspiration and adventure with a stimulating new experience around every bend.

The trail travels 457 miles through the State of Washington, 400 miles through Oregon, and 1,450 miles through California. The northern end is at International Monument 78 on the Canadian-United States border, and the southern end on the Mexican border at International Boundary Marker 251. The Washington scenery is spectacular, particularly in the North Cascades Primitive Area, Glacier Peak Wilderness, Mount Rainier National Park, Goat Rocks Wilderness and Mount Adams Wilderness. Other mountain ranges march across the skyline. Snowy peaks, glaciers, alpine meadows with clear springs and brooks, small lakes and rushing rivers are abundant. As it does in Washington, the trail in Oregon follows the Cascades, after crossing the Columbia River at the Bridge of the Gods. Glacial moraines and icefields are visible at Mount Hood, where the trail passes the famous Timberline Lodge and ski area. Further on are lava flows and basalt columns, and such striking wilderness areas as the Three Sisters. The trail also crosses the uniquely beautiful Crater Lake National Park.

Fourteen national forests are crossed by the California portion of the trail. The trail also leads successively through the Marble Mountain Wilderness, Thousand Lakes Wilderness, Lassen Volcanic National Park, Donner Pass, Yosemite National Park, Minarets Wilderness, Devils Postpile National Monument, Kings Canyon National Park, Sequoia National Park, and the newly designated San Gabriel Wilderness Area. It terminates at the Mexican border 40 miles south-east of San Diego.

Eighty percent of the Pacific Crest Trail is on Federal lands, representing 1,842 miles. State ownership accounts for 27 miles, and private ownership 444 miles.

TRAILS FOE STUDY

Eleven trails are in the bill for study for possible future inclusion. The bill provides that the appropriate secretary will make such studies of other trails in consultation with other Federal agencies administering lands through which the trails would pass, and in cooperation with interested interstate, State, local governmental and private agencies and organizations concerned. The studies, with recommendations, would be submitted to the President, who in turn would make recommendations to the Congress. The studies will include, among others, the following trails:

(1) Continental Divide Trail, southern sector, an approximately 1,900-mile segment of the Continental Divide Trail extending from

near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the southern boundary of the Bridger National Forest.

(2) Ohisholm Trail, from San Antonio, Tex., approximately 700 miles north through Oklahoma to Abilene, Kans.

(3) Lewis and Clark Trail, from St. Louis, Mo., approximately 4,600 miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(4) Natchez Trace, from Nashville, Term., approximately 600 miles to Natchez, Miss.

(5) North Country Trail, from the Appalachian Trail in Vermont, approximately 3,200 miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(6) Oregon Trail, from Independence, Mo., approximately 2,000 miles to near Fort Vancouver, Wash.

(7) Santa Fe Trail, from Independence, Mo., approximately 800 miles to Santa Fe, N. Mex.

(8) Long Trail, extending 255 miles from the Massachusetts border northward through Vermont to the Canadian border.

(9) Mormon Trail, extending from Nauvoo, Ill., to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending 2,000 miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, Calif.

In designating the study of the Gold Rush Trails in Alaska, or the appropriate portions thereof, the committee refers specifically to (1) the Chilkoot Trail extending from Dyea over Chilkoot Pass to the Canadian border; (2) the White Pass Trail from Skagway to the Canadian border; (3) the Dalton Trail beginning at Haines and extending along the Chilkat River to the Canadian border; (4) the Valdez Trail from Valdez to Fairbanks; and (5) the Iditarod Trail originating in Knik and crossing the Alaskan Range to Iditarod City; and to other such Gold Rush Trails in Alaska.

COST

The bill provides that money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the trails. An amendment which the committee adopted would limit appropriations for land acquisition to \$10 million during the 5 years following enactment of the bill.

In this connection, the committee believes that early funding should be largely directed at land acquisition for the Appalachian and Potomac Heritage Trails.

COMMITTEE RECOMMENDATION

The committee recommends early passage of S. 827, the bill to establish a nationwide system of trails.

ADMINISTRATIVE REPORT

The administrative report on the proposal for this legislation follows:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY, *Washington, D.C., February 1, 1967.* Hon. HUBERT H. HUMPHREY, *President of the Senate, Washington, D.C.*

DEAR MR. PRESIDENT : The President in his February 23, 1966, message on preserving our natural heritage, said "I am submitting legislation to foster the development by Federal, State, and local agencies of a nationwide system of trails and give special emphasis to the location of trails near metropolitan areas." Such legislation was submitted in the second session of the 89th Congress, and is resubmitted in the enclosed draft bill in a slightly modified form.

A nationwide system of trails will open to all the opportunity to develop an intimacy with the wealth and splendor of America's outdoor world for a few hours at a time, or on 1-day jaunts, overnight treks, or expeditions lasting a week or more. A system of trails carved through areas both near to, and far from, man and his works will provide many varied and memorable experiences for all who utilize the trails.

The enclosed draft bill is based upon a joint study by the Secretary of the Interior and the Secretary of Agriculture in cooperation with other public and private interests. The bill provides for the establishment of a nationwide system of trails composed of the following four general classes of trails to serve the needs of the American people:

National scenic trails.—A relatively small number of lengthy trails which have natural, scenic, or historic qualities that give them recreation use potential of national significance. Such trails will be several hundred miles long, may have overnight shelters at appropriate intervals, and may interconnect with other major trails to permit the enjoyment of such activities as hiking or horseback riding. The enclosed bill designates certain trails as national scenic trails for inclusion in the nationwide system, and provides that other trails may be so designated by subsequent legislation. The bill provides that money appropriated for Federal purposes from the land and water conservation fund shall be available to Federal agencies to acquire property for the national scenic trails. By the terms of the Land and Water Conservation Fund Act of 1965, money appropriated from the fund for State purposes would be available to States and their political subdivisions for land acquisition and development for trail purposes. The development of national scenic trails by Federal agencies would be financed by appropriations from the general fund of the Treasury.

Federal park, forest, and other recreation trails.—There will be an improvement and expansion of existing trails and the development of additional trails within areas administered by the Secretaries of the Interior and Agriculture in order to enable the public to make use of the distinctive natural, scenic, and historic resources of the areas administered by the two Secretaries. Among such areas are the national parks, national forests, national wildlife refuges, Indian Reservations,

and public domain lands. However, appropriate arrangements would need to be made with the Indian tribes and individual Indians involved for rights-of-way or easements across Indian lands. No new legislation is required to authorize the construction of this class of trails. The two Secretaries will request funds for the trails as part of their regular requests for appropriations as they have in the past. The enclosed bill authorizes each Secretary to designate and mark the trails of this class under his administrative jurisdiction as part of the nationwide system of trails.

State park, forest, and other recreation trails.—An expansion of trails on lands owned or administered by the States will be encouraged. Only a few States now have major trail development programs underway or planned. Almost half of the States report that they have less than 100 miles of such trails. The enclosed bill directs the Secretary of the Interior to encourage the States to consider needs and opportunities for such trails in the comprehensive statewide outdoor recreation plans and project proposals submitted to the Secretary under the Land and Water Conservation Fund Act of 1965 (78 Stat. 897). Upon the approval by the Secretary of the Interior of trail projects proposed by the States for financial assistance under the fund act, funds would be available for the acquisition and development of the trails from the moneys allocated to the States out of the fund. The bill also directs the Secretary of the Interior, under the authority of the act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under authority vested in him, to encourage the establishment of such trails. The States may designate and mark this class of trails as part of the nationwide system with the approval of the Secretary of the Interior.

Metropolitan area trails.—To serve people near their homes, local governments will be encouraged to develop trails designed primarily for day use in and near urban areas. These trails will satisfy the needs of large numbers of people for limited hiking and riding experiences. Whenever possible, the trails will lead directly from urban residential areas. Where appropriate, river and canal banks, utility rights-of-way, abandoned railroad or streetcar beds, and even city streets and sidewalks will be utilized. The enclosed bill directs the Secretary of the Interior to encourage the establishment of metropolitan area trails under the existing authority and procedures of the Land and Water Conservation Fund Act. It also directs the Secretary of Housing and Urban Development to encourage the planning and provision of trails in metropolitan and other urban areas through the existing urban planning assistance program and the urban open-space land program. In addition, the bill directs the Secretary of the Interior, under the authority of the Act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under the authority vested in him, to encourage States, political subdivisions and private interests, including nonprofit organizations, to establish metropolitan area trails. This class of trails may be designated and marked as part of the system by the States or other administering agencies with the approval of the Secretary of the Interior.

As initial units of the nationwide system of trails, the enclosed bill designates four trails located within easy reach of major population centers as national scenic trails:

1. The Appalachian Trail, extending 2,000 miles along the Appalachian Mountains from Maine to Georgia.

2. Continental Divide Trail, extending 3,100 miles along the Continental Divide from near the Mexican border to the Canadian border.

3. Pacific Crest Trail, extending 2,350 miles along the mountain ranges of the west coast States from the Mexican border to the Canadian border.

4. Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia.

The Secretary of the Interior is authorized to select a right-of-way for, and to provide appropriate marking of, the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture is authorized to do likewise for the Continental Divide and Pacific Crest Trails. The rights-of-way for the trails will be of sufficient width to protect cultural, scenic, and historic features along the trails and to provide needed public use facilities. The rights-of-way will be located to avoid established uses that are incompatible with the protection of a trail in its natural condition and its use for outdoor recreation. The location, relocation, and marking of the national scenic trails will be coordinated with the various Federal agencies, States, local governments, private organizations, and individuals concerned. Notice of the selection of the trail rights-of-way, and changes therein will be published in the Federal Register.

The Secretary charged with the selection of the rights-of-way for the four national scenic trails is authorized to establish an advisory council for each trail. The council will advise and assist in the selection of the rights-of-way, and the marking and administration of the trail. The advisory council will include representatives of the Federal agencies that administer lands through which the trail passes, of the States involved, and of private organizations having an established and recognized interest in the trail.

The enclosed bill requires the advisory council for the Appalachian Trail to include a sufficient number of members of the Appalachian Trail Conference to represent the various sections of the country through which the trail passes. This provision of the bill recognizes the long history of responsible service of the Appalachian Trail Conference and its more than 40 member clubs which now maintain much of the 2,000-mile length of the trail.

The bill authorizes the heads of Federal agencies, within the exterior boundaries of federally administered areas that are included in the rights-of-way selected for a national scenic trail (1) to enter into written cooperative agreements with private landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

With respect to the lands within a national scenic trail rights-of-way that are outside of the exterior boundaries of federally administered areas, the bill encourages States and local governments (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer these lands or interests therein. If, however, the States or local governments are unable or unwilling to enter into such agreements or to acquire such lands to protect the established route of the trail within 2 years after the selec-

tion of the right-of-way, the Secretary charged with the selection of the rights-of-way is authorized to undertake such agreements with the above parties and State and local governments, and to acquire, develop, and administer the privately owned lands or interests therein. The appropriate Secretary may not, however, acquire the privately owned lands and interests therein by eminent domain without the consent of the owner unless he has made all reasonable efforts to acquire such property by negotiation. And in exercising the power of eminent domain in such cases, he may not acquire the fee title unless he determines the acquisition of lesser interests or written agreements is inadequate.

The Secretary of the Interior will administer the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture will administer the Continental Divide and Pacific Crest Trails. When any portion of one of the above trails is within an area administered by another Federal agency, however, such portion will be administered as the appropriate Secretary and the head of that agency determine, or as directed by the President.

The use of motor vehicles by the general public along national scenic trails will be prohibited. This will not, however, prevent motor vehicles from crossing the trails where necessary, or the use of motor vehicles along the trails for rescue, firefighting, or other emergency purposes. Similarly, it is recognized that additional highways, utility lines, and other vital public facilities may unavoidably be routed across the trails.

The Appalachian Trail Conference will be encouraged to continue its role as the principal guardian of the Appalachian Trail. For over 40 years, thousands of volunteer members of the Appalachian Trail Conference have teamed together to establish and maintain the trail. Their work on the trail has been as important an outdoor recreation activity to them as the enjoyment of hiking and camping along the trail. The enclosed bill will insure that the Appalachian Trail will continue to provide both a source of hiking pleasure to trail conference members and the general public and an opportunity for volunteer work to help maintain the trail.

We estimate the land acquisition cost for the four national scenic trails at approximately \$9,985,000 and the development costs for the first 5 years at approximately \$20 million. Annual operation and maintenance costs for the four trails are expected to be about \$1,177,000 after the fifth year.

The \$9,985,000 land acquisition cost figure would provide for the acquisition of lands or interests therein along those portions of the trails not now in public ownership. This assumes acquisition in fee of an average of 25 acres per mile, as well as the acquisition of scenic easements, as needed, to protect trail values on adjoining lands. The 25-acre-per-mile acquisition in fee would permit a right-of-way averaging about 200 feet in width. We hope, however, that satisfactory written cooperative agreements can be negotiated which will materially reduce the need for land acquisition, and thus the estimated cost.

In keeping with the bill's objective of encouraging cooperation between the Federal agencies, States, local governments and private interests concerned, we anticipate that non-Federal interests will par-

ticipate actively in the acquisition, development, operation, and maintenance of the Appalachian Trail. To the extent of such participation, the need for Federal funds also will be reduced.

The man-years and cost data statement (based on current assumptions and estimates) required by the act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures of appropriated funds exceed \$1 million, is enclosed.

This proposed legislation has been prepared in collaboration with the Secretary of Agriculture and has his approval.

The Bureau of the Budget has advised that the presentation of this proposed legislation would be in accord with the program of the President.

Sincerely yours,

CHARLES F. LUCE,
Acting Secretary of the Interior.

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