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ALLEGHENY PARKWAY IN WEST VIRGINIA,
KENTUCKY, AND MARYLAND

GOVERNMENT

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HEARING
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS
OF THE
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS
SECOND SESSION

ON

S. 1798

A BILL TO ESTABLISH THE ALLEGHENY PARKWAY IN WEST
VIRGINIA, KENTUCKY, AND MARYLAND

MAY 10, 1962

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



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1962

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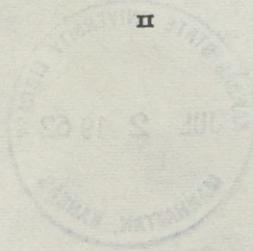
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ALLEGHENY PARKWAY IN WEST VIRGINIA, KENTUCKY, AND MARYLAND

THURSDAY, MAY 10, 1962

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

The subcommittee met, pursuant to notice, at 10:10 a.m., in room 6222, New Senate Office Building, Senator Alan Bible presiding.

Present: Senators Bible, Moss, Long of Hawaii, and Allott.

Also present: Richard L. Callaghan, staff.

Senator BIBLE. Gentlemen, the subcommittee will come to order.

This is the time regularly noticed for the hearing on Senate bill 1798, introduced in the Senate on May 3, 1961, by Mr. Byrd of West Virginia, for himself, Mr. Randolph, Mr. Butler, Mr. Beall, Mr. Cooper, and Mr. Morton.

Mr. Reporter, we will include this bill at this point in the record. (S. 1798 follows:)

[S. 1798, 87th Cong., 1st sess.]

A BILL To provide for the establishment and administration of the Allegheny Parkway in the States of West Virginia and Kentucky and Maryland, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Allegheny Parkway is authorized to be established and administered in the manner hereinafter provided.

SEC. 2. The Secretary of the Interior is authorized to select the right-of-way for a parkway along the Allegheny Mountains extending from Hagerstown, Maryland, to Cumberland Gap National Historical Park, in the State of Kentucky; and he may acquire, in such manner as he finds to be in the public interest, land and interests in land for a right-of-way of sufficient width to include the road and all bridges, ditches, cuts, and fills appurtenant thereto, together with sites for recreational areas in connection with the parkway.

SEC. 3. Any Federal land forming the right-of-way selected by the Secretary of the Interior shall, without an exchange of funds, be transferred to the Department of the Interior for administration as a part of the parkway: *Provided*, The right-of-way through Government-owned lands shall not exceed two hundred feet in width, except that where small parcels of Government-owned lands would otherwise be isolated, or where topographic conditions or scenic requirements are such that bridges, ditches, cuts, fills, parking overlooks, landscape development, recreational, and other facilities requisite to public use of said parkway could not reasonably be confined to a width of two hundred feet, the said maximum may be increased to such width as may be necessary, with the written approval of the department or agency having jurisdiction over such lands.

SEC. 4. Land acquired or transferred pursuant to this Act shall be known as the Allegheny Parkway and shall be administered and maintained by the Secretary of the Interior through the National Park Service, subject to the provisions of the Act of Congress approved August 25, 1916 (39 Stat. 535), entitled "An Act to establish a National Park Service, and for other purposes",

the provisions of which Act, as amended and supplemented, are hereby extended over and made applicable to said parkway: *Provided*, That the Secretary of Agriculture is hereby authorized, with the concurrence of the Secretary of the Interior, to connect with the parkway such roads and trails as may be necessary for the protection, administration, or utilization of adjacent and nearby national forests and the resources thereof: *And provided further*, That the Forest Service and the National Park Service shall, insofar as practicable, coordinate and correlate such recreational development as each may plan, construct, or permit to be constructed, on lands within their respective jurisdictions which, by mutual agreement, should be given special treatment for recreational purposes.

Sec. 5. In the administration of the Allegheny Parkway, the Secretary of the Interior may issue revocable licenses or permits for rights-of-way over, across, and upon parkway lands, or for the use of parkway lands by the owners or lessees of adjacent lands, for such purposes and under such nondiscriminatory terms, regulations, and conditions as he may determine to be not inconsistent with the use of such lands for parkway purposes.

Sec. 6. There are authorized to be appropriated such funds as may be necessary to carry out the provisions of this Act.

Senator BIBLE. We will include at this point in the record a report on S. 1798 from John A. Carver, Assistant Secretary of the Interior, bearing date of May 9, 1962, and also one from Orville L. Freeman, Secretary of Agriculture, bearing date of May 10, 1962.

(The reports referred to follow:)

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 9, 1962.

Hon. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: Your committee has requested a report on S. 1798, a bill to provide for the establishment and administration of the Allegheny Parkway in the States of West Virginia and Kentucky and Maryland, and for other purposes.

We recommend that action on this bill be deferred, and that Congress authorize the appropriation of funds to make a study of the proposal.

S. 1798 authorizes the Secretary of the Interior to acquire lands and interests in land along the Allegheny Mountains from Hagerstown, Md., to Cumberland Gap National Historical Park, in the State of Kentucky, and establish and administer such lands as the Allegheny Parkway.

The establishment of an Allegheny Parkway would preserve in perpetuity an elongated public park of varying width through a highly scenic region of the Allegheny Mountains within easy access of, and serving as a recreation outlet to, larger eastern areas of heavy population. This mountainous region offers opportunities for scenic parkway location of national caliber encompassing great variety, including ridge tops, mountain streams, valleys, gorges, open plateaus, and prairie country. In its approximate 500-mile distance it would provide outstanding recreational motoring facilities for leisurely travel connecting with and furnishing access to existing and proposed State and Federal parks and forests of exceptional quality.

The proposed Allegheny Parkway would have its northern terminus at Hagerstown, Md., not far above the mouth of the Shenandoah River at Harpers Ferry National Monument. Interchange connections could be provided with east-west Interstate 70 and north-south Interstate 81 in this area. The parkway could pass through the valleys and ridges of the eastern panhandle and along the Allegheny front where important geologic forces are exhibited. Progressing southward, the parkway could connect and provide access to a number of forests and parks through eastern and southern West Virginia and southeast Kentucky en route to the southern terminus at Cumberland Gap National Historical Park.

We believe that the proposed parkway has considerable merit. Inasmuch as our studies with respect to the feasibility of the project have not been completed however, we believe that action on the bill should be deferred. An authorization of a project of this magnitude prior to a feasibility report would be premature.

In lieu of this bill, therefore, we suggest that a bill be enacted along the following lines, which is the approach followed only last year in connection with a study of the proposed extension of the Blue Ridge Parkway (Public Law 87-135, H.R. 6067):

"That a sum not exceeding \$97,000 is hereby authorized to be appropriated to be used by the Department of the Interior and by the Department of Commerce to make a study of the feasibility of a national parkway extending from Hagerstown, Md., to Cumberland Gap National Historical Park. A final report of such study, accompanied by full information and data, with recommendations, shall at the earliest possible date be made and submitted to the Congress of the United States for its consideration: *Provided*, That the study of such portions of the proposed national parkway as may be located within the exterior boundaries of a national forest shall be made in cooperation with the Secretary of Agriculture, and the comments and recommendations of the Secretary of Agriculture with respect to such portions shall be set forth in the final report to be submitted to the Congress by the Secretary of the Interior."

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,

JOHN A. CARVER, JR.,
Assistant Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., May 10, 1962.

HON. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate.

DEAR SENATOR ANDERSON: This is in response to your request of May 10, 1961, for a report by this Department on S. 1798, a bill to provide for the establishment and administration of the Allegheny Parkway and in the States of West Virginia and Kentucky and Maryland, and for other purposes.

This Department would object to enactment of S. 1798 unless it is amended as hereinafter set forth.

S. 1798 would authorize the Secretary of the Interior to establish, administer, and maintain the Allegheny Parkway along the Allegheny Mountains extending from Hagerstown, Md., to Cumberland Gap National Historical Park, Ky. The Secretary of the Interior would be authorized to acquire lands and interests in lands necessary for the parkway by such manner as he finds to be in the public interest. The Secretary of the Interior would also be authorized to acquire Federal lands by transfer to the Department of the Interior, without an exchange of funds, for administration as a part of the parkway. Such transfers of Federal lands would be confined to a 200-foot right-of-way, except where small parcels of Government-owned land would be isolated, or where a 200-foot right-of-way would not serve the purposes adequately. Under these circumstances the maximum width could be increased with the approval of the department or agency having jurisdiction over such lands.

The bill would authorize the Secretary of Agriculture, with the concurrence of the Secretary of the Interior, to connect with the parkway such roads and trails as might be necessary for the protection, administration or utilization of any adjacent or nearby national forest and the resources thereof. Under the bill, the Forest Service and National Park Service would be required, insofar as practicable, to coordinate and correlate recreational development on lands within their jurisdictions which, by mutual agreement, should be given special treatment for recreational purposes.

The parkway would be administered by the National Park Service in accordance with the act of August 25, 1916 (39 Stat. 535), as amended and supplemented.

The bill does not specify the detailed location of the proposed parkway. However, a parkway along the Allegheny Mountains from Maryland to Cumberland Gap National Historical Park, Ky., would most probably traverse substantial areas of national forest lands. Depending upon the route selected two, or perhaps three, national forests might be involved. This being so, the proposed parkway could have a material effect on the use and management of the national forests.

Construction, operation, and administration of the narrow parkway strip through the national forests would be by the National Park Service under

policies and principles which to some extent at least would be in conflict with those under which the national forests are established and administered. For example, although permitted in the national forests, the commercial transport of logs, livestock, or minerals normally is not permitted on parkways, nor are hunters authorized to carry firearms on them except under restricted conditions. Such national forest uses as grazing, timber harvest, mining, hunting, and commercial developments except those to accommodate parkway visitors, are ordinarily prohibited within parkway areas.

Where topography is rugged, the resulting opportunities for crossing of such a parkway and for ingress and egress points usually are limited, thus affecting the movement of timber, livestock, minerals, and other national forest products and of national forest users, such as hunters, on and from national forest lands. In this situation, national forest users might need to utilize portions of the parkway between such connecting roads or trails.

To avoid possible undue interference with the utilization and management of the national forests, it is essential not only that provisions for connection with or crossing of the proposed parkway by national forest roads and trails be assured but also that the use of segments of the parkway between logical ingress and egress points for transport of national forest products be stipulated so that there will be no future question in this regard. Similarly, the right of hunters and other national forest users to traverse short sections of the parkway with their usual firearms, hunting dogs, and other equipment should be provided for, so that use and enjoyment of the adjacent national forest lands will not be unduly impeded or handicapped. The parkway and regulations for its use should be designed to accommodate such national forest users. Furthermore, if the parkway route utilizes existing highway or road rights-of-way or segments thereof which are presently serving national forest users, continuation of such uses in the future should be assured in the bill.

Because the particular location of the parkway through the national forests could have a material adverse effect on national forest management and utilization we think it essential that the bill specify that this Department join in determining the location and extent of the proposed parkway and its appurtenant areas and facilities within national forest boundaries. Through joint planning, the parkway could be so located as to accomplish to the fullest extent practicable the purposes of S. 1798 with minimum adverse impact on the national forests.

The bill provides for development of recreational areas as a part of the proposed parkway. Presumably, these would include campgrounds, picnic areas, and possibly resorts providing lodging and food. Such a program could duplicate the program of recreation resource development and management being carried out on the nearby national forest. To assure adequate advance planning and correlation between the two agencies and to avoid overlapping within this function, we think that there should be full agreement in advance between the National Park Service and the Forest Service as to the location, type, and operation of recreational developments on and adjoining the parkway within the national forests. Accordingly, we believe that the bill should provide for such correlation and agreement prior to the commencement of construction of any segment of the parkway through the national forests.

Our recommendations can be accomplished by the following amendments to S. 1798:

Page 2, line 5, strike the period and add "; *Provided*, That the location and specifications of such parkway within national forests shall be jointly determined by the Secretary of the Interior and the Secretary of Agriculture."

Page 3, lines 7, 8 and 9, strike ", with the concurrence of the Secretary of the Interior, to connect with" and insert in lieu "to require connections and crossings of." Insert "by" between "parkway" and "such".

Page 3, line 11, after the colon and before the word "*And*" insert; "*Provided further*, That the portions of such parkway which lie between connecting or crossing roads or trails or which utilize existing highway or road rights-of-way serving the national forests shall be available for use in the protection, administration or utilization of the adjacent or nearby national forests when such use is necessary as determined by the Secretary of Agriculture:."

Page 3, line 12, after the word "That" insert "prior to construction of any segment of the parkway through a national forest."

Page 3, line 13, strike the words ", insofar as practicable."

Page 3, line 17, strike the period and add "in connection with the parkway.

Construction of a parkway through the national forest would in any event

complicate to some extent national forest administration and use. Inclusion of the above-recommended provisions in the authorizing legislation, however, would minimize the impact and assure that the objectives and uses of the national forests and the proposed parkway would be effectively coordinated on the ground.

The Bureau of the Budget advises that, while there is no objection to the submission of this report, the Bureau would recommend against enactment of S. 1798.

Sincerely yours,

ORVILLE L. FREEMAN,
Secretary of Agriculture.

Senator BIBLE. Because of the conflict I find myself in this morning because of an appropriations hearing, an Interior appropriations, I will of necessity be absent part of the time of this hearing. But I shall return.

Our first witness this morning is Senator Byrd, the main sponsor of this legislation.

STATEMENT OF HON. ROBERT C. BYRD, A U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Senator BYRD. Mr. Chairman, first of all let me express my gratitude to you and your subcommittee for permitting the cosponsors of the legislation and other interested persons to appear and testify in behalf of this bill.

I can recognize your situation, Mr. Chairman, in that you do have to attend a meeting of the Appropriations Committee immediately, and I also recognize the fact that two other members of your subcommittee are members of the Appropriations Committee which is now meeting to mark up the appropriations bill for the Department of the Interior and related agencies.

I should like to defer to Senator Morton, Mr. Chairman, if I may do so. He has to attend a meeting of the Finance Committee. Following his statement, I should like to defer to Senator Cooper, who also has to make another meeting. And then I would like, if I may, to defer to my colleague, Senator Randolph, that he may address the committee. And then I should like to ask that the Governor of West Virginia be permitted to present his statement. He has three department heads with him who will make statements. And they have to be in Elkins in the afternoon, in order that they might address a meeting at Blackwater Falls.

And then following their statement, I should like to make my own.

Senator BIBLE. Certainly. You are the leadoff witness, and it doesn't look like you are going to be heard until this afternoon.

You are very tolerant. And we will follow your suggestion.

Our first witness, then, is Senator Morton.

STATEMENT OF HON. THRUSTON B. MORTON, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Senator MORTON. Thank you, Mr. Chairman. Let me thank Senator Byrd for his consideration, and the other witnesses. I shall be very brief. There are Kentuckians here who will testify in detail. They can be heard later in the day.

I merely want to say, Mr. Chairman, that I am grateful to the Public Lands Subcommittee which has consented to hold hearings on S. 1798. It was a pleasure for me to join with my colleagues in sponsoring the bill. I am very much in favor of it. It is a project that will be of great value to many people in the depressed areas of my State, as well as other Appalachian States.

I would like, sir, with your permission, to file a statement which I have prepared, in the record.

Senator BIBLE. This is granted. It will be incorporated in full in the record at this time.

(The statement of Senator Morton follows:)

STATEMENT OF HON. THRUSTON B. MORTON, A U.S. SENATOR FROM THE
STATE OF KENTUCKY

Mr. Chairman, I am deeply gratified that the Public Lands Subcommittee has consented to hold hearings at this time on the Allegheny Parkway bill, S. 1798, and I hope that the enthusiastic support of the legislation demonstrated here this morning will encourage rapid clearance of the bill to the Senate for consideration at this session.

It is a pleasure to have joined with my colleagues from West Virginia and Maryland, and with my good friend and colleague from Kentucky, Senator Cooper, in cosponsorship of S. 1798.

The legislation provides for the establishment and administration of the Allegheny Parkway under the authority of the Secretary of the Interior acting through the National Park Service. The Secretary would be authorized to select and acquire rights-of-way, designate sites for parkway recreational areas, cooperate with State and other Federal agencies, and, in general, perform other functions associated with the parkway's operation.

S. 1798 roughly identifies the preliminary parkway corridor as extending from Hagerstown, Md., to Cumberland Gap National Historical Park in Kentucky. It would extend approximately 500 miles from Maryland, through West Virginia, and terminating in extreme southeastern Kentucky. The exact alinement would, of course, have to be determined by the Secretary on the basis of investigation and examination of the route best serving the intended purpose of the Allegheny Parkway.

A suggested route would take the parkway through the eastern panhandle section of West Virginia and southwesterly along a line roughly paralleling the Virginia-West Virginia border to the west. It would enter Kentucky in the vicinity of the Breaks Interstate Park, and then proceed southward along Pine Mountain, through Pine Mountain State Park, and terminate at Cumberland Gap National Historical Park at Middlesboro, Ky.

Eastern and southeastern Kentucky have expressed their total support of the Allegheny Parkway. The mountain areas of Kentucky are endowed with some of the Nation's grandest scenic attractions, but it remains virtually unknown to millions within easy driving distance because of the difficulty of access.

The impetus of a parkway developed to exploit the maximum potential of the mountain wonderlands would go a long way toward opening up the mountains and establishing a sound and permanent program of recreation and tourism.

The recreational and tourist resources of the mountains are manifold, but their full economic potential cannot be realized until the region's isolation is eliminated. The highway envisioned in S. 1798 would provide rapid, safe, and convenient access, thus materially reducing the area's isolation.

The Allegheny Parkway would supplement and complement interstate and regular highway systems in the States concerned. It would connect or provide access to numerous State parks, forests, and recreational areas in Maryland, Kentucky, West Virginia, and Virginia.

The parkway would serve as a major artery running along the backbone of the southern Alleghenies. The Interstate System bypasses the region by extreme distances to the north, east, west, and south, thus influencing the traveling public to detour around the mountains. The Allegheny Parkway would make it just as convenient to go through them.

There are many areas established in Kentucky for the touring public. I have mentioned the Breaks Interstate Park, which Kentucky administers in coopera-

tion with Virginia; Pine Mountain State Park, and Cumberland Gap National Historical Park. Other areas which could be reached via the parkway are such sites as the Levi Jackson, Dr. Thomas Walker, and Cumberland Falls State Parks.

In addition, the parkway will penetrate through and extend into areas of Kentucky and Virginia where, within not too many years, the public will find available unparalleled water recreational resources. I am referring to the Fish-trap Reservoir in Kentucky and the Flanagan and North Fork Dams in neighboring Virginia; the Buckhorn Reservoir near Hazard, Ky., which is in operation; and the Laurel, Carr Fork, Booneville, and other reservoirs whose construction is just a matter of time; the great Devils Jump Dam which is awaiting authorization, and, of course, Lake Cumberland.

I need not point out to the subcommittee that the mountains of Kentucky constitute one of the Nation's major depressed economic areas. The development of industry based on recreation and tourism is regarded as a major "must" in restoring economic stability to this area. Much has been done. Yet, much remains to be done. A parkway of the type proposed in S. 1798 certainly would enhance the mountain region's ambitions to again become self-sustaining.

Senator MORTON. I would also like to file a telegram from the Honorable Henry Ward, the Kentucky highway commissioner and State park board chairman, advising of the Commonwealth's position, and stating that Mr. Edward V. Fox, State commissioner of parks, will present Kentucky's statement.

Senator BIBLE. That will be incorporated in the record.
(The material referred to follows:)

FRANKFORT, Ky., May 9, 1962.

Senator THRUSTON MORTON,
Senate Office Building, Washington, D.C.:

I regret that prior engagements which I could not cancel make it impossible for me to be present and testify at the hearing Thursday, May 10, on the bills proposing an appropriation for a survey of a proposed natural parkway to connect some of the great national parks. I have asked Edward V. Fox, commissioner of parks of the Commonwealth of Kentucky to serve as my personal representative at the hearing.

I would like to be on record however, as stating that the Kentucky Department of highways is vitally interested in the proposed parkway extensions and will cooperate to the very fullest extent with the Federal Government in connection with their planning and construction.

It is Kentucky's very firm recommendation that Congress authorize the Department of Interior and the Department of Commerce to make studies of alternate routes for parkway extensions. It is understandable that Kentucky's preference is that the Allegheny Parkway be brought into Kentucky through the Breaks Interstate Park on the Kentucky-Virginia border and that it follow the Cumberland Mountain Range from the Breaks Interstate Park to the Cumberland Gap National Historical Park.

Kentucky heartily supports the recommendation that this parkway be extended from Cumberland Gap National Park to Mammoth Cave National Park and thence to connect with the Natchez Trace Parkway. Such a route would afford a traveler an opportunity to see some of the most outstanding natural scenery in America and to visit places of both great scenic and historic interest.

In my opinion, the best interest of the Nation will be served if authority is granted for the broadest study of alternate locations to the end that the final decision will take into consideration all of the factors that are important to this project.

HENRY WARD,
Commissioner, Kentucky Department of Highways.

Senator MORTON. Also a letter from Mr. J. C. Zimmerman, the executive vice president of the Kentucky Chamber of Commerce, advising that Mr. Lon Rogers, of Pikeville, is to appear and submit the Kentucky Chamber's endorsement of this proposal.

(The letter referred to follows:)

KENTUCKY CHAMBER OF COMMERCE,
Louisville, Ky., May 7, 1962.

HON. THRUSTON B. MORTON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MORTON: You will recall that we previously sent you a resolution by the Kentucky Chamber of Commerce endorsing the proposed Allegheny Parkway.

In connection with the 1-day hearing which will be held on this subject by Senator Alan Bible on May 10, I hope that you will lend every effort to supporting the Allegheny Parkway proposal.

Mr. Lon B. Rogers, regional vice president of the Kentucky Chamber of Commerce, will be in Washington representing the chamber and the Breaks Interstate Park Commission on this matter. We urge your strongest support.

With kindest regards, I remain
Sincerely,

J. C. ZIMMERMAN,
Executive Vice President.

Senator MORTON. I should also like finally, sir, to file a statement on behalf of the Honorable Eugene Siler, Member of the House of Representatives from the Eighth District of Kentucky, in support of this legislation.

Senator BIBLE. That will be incorporated in full.
(The statement referred to follows:)

STATEMENT OF HON. EUGENE SILER, A U.S. REPRESENTATIVE FROM THE EIGHTH DISTRICT OF KENTUCKY

Mr. Chairman and members of this subcommittee, with permission of the chairman, I would like to submit this statement for inclusion in the record of this hearing on the bill, S. 1798, a bill to provide for the establishment and administration of the Allegheny Parkway in the States of West Virginia, Kentucky, and Maryland, and for other purposes.

I have been interested in this legislative proposal for several months and, in fact, I have introduced an identical bill in the House of Representatives, my bill being H.R. 7069 which was introduced May 15, 1961.

I fully support this proposal and I hope that this subcommittee will give its approval to the bill, S. 1798.

I would like to express my appreciation to the chairman and the members of this subcommittee for the opportunity to submit this statement in support of S. 1798.

Senator MORTON. Thank you very much, Mr. Chairman.

Senator BIBLE. Our next witness will be Senator Cooper. We are delighted to have you with us. I know of your interest in these problems.

STATEMENT OF HON. JOHN SHERMAN COOPER, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Senator COOPER. Senator Bible and members of the committee, I want to thank Senator Byrd and Senator Randolph, who I think I could term as the chief and initial sponsors of this bill, for permitting me to say just a few words now.

I have joined, of course, with Senator Randolph, Senator Byrd, Senator Butler, Senator Beall of Maryland, and Senator Morton from Kentucky, in introducing S. 1798, which would provide for the establishment and administration of an Allegheny Parkway in the States of West Virginia, Kentucky, and Maryland.

I, too, must go to a committee, which will begin about 11. I want to come back later in the day, and either make a more extended statement, or at least file a statement. I will do that.

But I would like to say that Mr. Lon B. Rogers, of Pikeville, Ky., Mr. Yale Smith of Harlan, Ky., to whom Senator Morton referred are here. They represent the Allegheny Parkway Association. And I think they speak for the officials, for civic organizations, and for the people of this area of Kentucky which would be affected.

Senator Morton has also filed the telegram from Hon. Henry Ward, commissioner of the Kentucky Department of Highways.

At this time I thank you, and I thank my colleagues for permitting me to make this statement.

Senator BIBLE. Thank you very much, Senator Cooper.

Senator COOPER. Thank you.

(Senator Cooper subsequently filed the following statement and telegram:)

STATEMENT OF HON. JOHN SHERMAN COOPER, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Mr. Chairman, I am glad to be here today to urge the approval of the Subcommittee on Public Lands, of S. 1798, to establish the Allegheny Parkway through West Virginia, Kentucky, and Maryland, which I have cosponsored with Senators Morton, Byrd and Randolph of West Virginia, and Senators Beall and Butler of Maryland. Senator Byrd has done a fine job in presenting in detail the reasons the parkway would be of enormous benefit to the States involved, as well as to the country as a whole. I support his arguments and I will stress the ways in which the parkway would be of great help to the economy of the State of Kentucky.

The Allegheny Parkway would enter Kentucky near the Breaks of the Sandy, pass near Jenkins in Letcher County and follow the mountains down to Middlesboro and the Cumberland Gap National Park through Harlan and Bell Counties. This area of the State is rich in natural beauty and resources, but its people are having an awfully hard time economically. Unemployment is high, and because of the mountainous terrain, the lack of adequate communications in respect of highways and airports, it is difficult to induce new industries to enter the region to supplement the struggling coal industry. The Allegheny Parkway would be a vital force in opening new economic opportunities to this area of Kentucky.

It has been the conclusion of a number of those studying the problems of the Appalachian region, that one of the great hopes of raising its economic standards, is through the development of recreational resources in its beautiful and rugged interior. The Allegheny Parkway would open this beautiful area to tourism, and as it is located near great centers of population—I have no doubt that it would attract millions of tourists. It would make more accessible the established Breaks Interstate National Park and Cumberland Gap National Park.

In addition, the natural resources of this region, such as timber and minerals, heretofore inaccessible, could be reached more easily. The bill specifically permits access for routes from the parkway, for purposes of economic development.

While economic considerations are the most important reasons for my support of this parkway, other benefits would accrue. The Allegheny Parkway would connect a number of points of historical interest and make it easy for our citizens to visit historical sites.

I point out that I have introduced another bill, to authorize a survey to determine the feasibility of a Mammoth Cave National Parkway, which would extend from the Cumberland Gap National Park on through Mammoth Cave National Park, and connect the Blue Ridge Parkway and the Natchez Trace Parkway. Envisioned as serving many of the same purposes as the parkway under consideration today, it too would connect historic points of interest, National and State parks throughout Kentucky, such as the Cumberland Gap National Park, Cumberland Falls State Park, Levi Jackson

ham Lincoln Birthplace, and Mammoth Cave National Park passing through also the Cumberland National Forest. With the construction of the Allegheny Parkway and later a Mammoth Cave National Parkway, travelers would have the opportunity to travel over many miles of scenic parkways in West Virginia, Tennessee, and Kentucky.

This is a preliminary statement, and I will file a more detailed statement for the consideration of the committee.

FRANKFORT, KY., May 9, 1962.

Senator JOHN SHERMAN COOPER,
Senate Office Building, Washington, D.C.:

I regret that prior engagements which I could not cancel make it impossible for me to be present and testify at the hearing Thursday, May 10, on the bills proposing an appropriation for a survey of a proposed natural parkway to connect some of the great national parks. I have asked Edward V. Fox, commissioner of parks of the commonwealth of Kentucky to serve as my personal representative at the hearings.

I would like to be on record, however, as stating that the Kentucky Department of Highways is vitally interested in the proposed parkway extensions and will cooperate to the very fullest extent with the Federal Government in connection with their planning and construction.

It is Kentucky's very firm recommendation that Congress authorize the Department of the Interior and the Department of Commerce to make studies of alternate routes for parkway extensions. It is understandable that Kentucky's preference is that the Allegheny Parkway be brought into Kentucky through the Breaks Interstate Park on the Kentucky-Virginia border and that it follow the Cumberland Mountain range from the Breaks Interstate Park to the Cumberland Gap National Historical Park.

Kentucky heartily supports the recommendation that this parkway be extended from Cumberland Gap National Park to Mammoth Cave National Park and thence to connect with the Natchez Trace Parkway. Such a route would afford a traveler an opportunity to see some of the most outstanding natural scenery in America and to visit places of both great scenic and historic interest.

In my opinion, the best interest of the Nation will be served if authority is granted for the broadest study of alternate locations to the end that the final decision will take into consideration all of the factors that are important to this project.

HENRY WARD,

Commissioner, Kentucky Department of Highways.

Senator BIBLE. The next witness will be Senator Jennings Randolph.

Senator BYRD of West Virginia. Mr. Chairman, Senator Randolph wishes to join with me in deferring to our illustrious Governor of West Virginia, the Honorable William Wallace Barron. I take great pleasure in presenting Governor Barron to the committee.

Senator BIBLE. Very well. We are happy to welcome you here, Governor. This deference to you—you may present the State position.

Governor BARRON. Thank you, Mr. Chairman.

Senator BIBLE. You are accompanied by your two distinguished, able, efficient, hard working, and proficient Senators from the State of West Virginia. Senator Randolph and Senator Byrd.

Governor, you may proceed.

**STATEMENT OF HON. WILLIAM WALLACE BARRON, GOVERNOR
OF THE STATE OF WEST VIRGINIA**

Governor BARRON. Mr. Chairman, I am very happy to join with my good friends Senator Randolph and Senator Byrd of West Virginia, and the other sponsors of Senate bill 1798, which calls for the establishment of the Allegheny Parkway in support of the proposal.

I come before you today to help present the case for construction of the Allegheny Parkway, a project which I consider to be one of the most important, if not the most important, that could possibly be undertaken to contribute to the economic health and welfare of the eastern half of the United States.

For the purpose of brevity, I will confine my remarks to what I consider to be the two most important aspects as they pertain to the overall benefits of such a project:

1. The opening up of the greatest, natural untapped reservoir of outdoor recreation resources to serve the greatest concentration of the Nation's population and its relationship to the physical and mental health of all the people east of the Mississippi River; and

2. The economic rebirth of the southern Appalachian area in which is located the heart of the Nation's most depressed area.

West Virginia and, for that matter, the entire region which would be served by the Allegheny Parkway, is located within 1-day's driving distance of most of the eastern half of the country. Within 500 miles of the State can be found half of the country's population.

Also, this area contains millions of acres of unspoiled natural beauty, ranging from rugged, scenic mountain ranges, broad, breathtaking valleys to outstanding geologic exhibits, wilderness areas teeming with fish and wildlife and places of historic significance.

And yet, much of this area is virtually inaccessible to the population masses of the East because of inadequate road systems and rugged terrain, the result of an accident of topography.

Construction of the Allegheny Parkway would open up this region for these concentrations of population, tapping for the first time this natural reservoir for such activities as pleasure driving, tent camping, hunting and fishing, sightseeing, hiking, and other wholesome, outdoor recreation.

I call your attention to the report of the Outdoor Recreation Resources Review Commission which has just completed an intensive study of the needs and goals of this all-important matter.

Among its other findings, the Commission points out that pleasure driving is the most popular outdoor activity in this country today. It also states that "outdoor opportunities are most urgently needed near metropolitan areas."

By the turn of the century, the report notes, three-fourths of the people in the country will live in such metropolitan areas, that they will have the greatest need for outdoor recreation and, most importantly, that their need will be the most difficult to satisfy as urban centers have the fewest facilities—per capita—and the sharpest competition for land use.

Across the country, considerable land is now available for outdoor use, according to the Commission's report, "but it does not effectively meet the need."

It then states:

Over a quarter billion acres are public designated outdoor recreation areas. However, either the location of the land, or restrictive management policies, or both, greatly reduce the effectiveness of the land for recreation use by the bulk of the population.

The report also notes that, at regional and State levels, "most of the land is where people are not."

I respectfully submit that the Allegheny Parkway would put such outdoor recreation areas where people "are," by making them accessible.

The Allegheny Parkway's relationship to the recommendations of the Commission are covered in one of the reports which is being submitted to you today by the State of West Virginia.

The other primary consideration I mentioned earlier is that this Allegheny Parkway would foster the economic rebirth of the southern Appalachian area—the heart of one of the Nation's most depressed areas.

For this four-State region, the Allegheny Parkway would be a "funnel of hope" which could lift its social, educational, and economic structures from the depths of habitual depression.

Easy access is one of the chief needs of the region as determined by a four-State task force which was organized to plan future development. The four States involved in this development are Virginia, Tennessee, Kentucky, and my own State of West Virginia.

I have already alluded to the wealth of historic, recreational, and scenic opportunities in this area which has been virtually "cut off" from the rest of the Nation by inadequate roads and high mountains.

If this region is ever to enjoy a stabilized economy; a higher standard of living; a sounder tax base and greater social progress, it must put to full use its versatile potential and its employment-dependent industries must be diversified. Before this can happen, it must become more accessible to the rest of the Nation. Therefore, a first-class network of roads is mandatory.

Since tourism looms as the most readily available source of jobs, revenue, and prosperity for the region, all haste in the construction of the Allegheny Parkway must be made. This highway alone can change the entire complexion of the region by opening up the area to the whole of the bulging eastern metropolitan population centers.

I want to briefly mention one aspect of such a parkway as it would affect West Virginia. Such a road would open up 17 of West Virginia's most isolated counties in the very heart of one of the Nation's most depressed areas.

Paradoxically, this pocket of depression is not isolated from the mainstream of American life by great distances; the problem is primarily one of topography.

Herein lies both the region's greatest asset as well as its outstanding liability for the beauty of the rugged Alleghenies is a salable economic product.

The key to reversing the economic recession in West Virginia, and simultaneously adding greatly to the Nation's accessible natural beauty, is therefore, one and the same:

The isolation of the southern Appalachian area must be broken. And the parkway would do just that.

One of the testimony exhibits which will be presented here today by the State of West Virginia is entitled "Selected Economic Implications of the Proposed Allegheny Parkway." I urge that, in arriving at your recommendation on this project, you consider the facts contained in this report, not the least of which is that, of the 17 counties through which such a parkway would pass in West Virginia, 16 have been classified depressed areas by the Federal Government.

Accompanying me to this hearing today are three other officials of the West Virginia State government who are prepared to give statements, submit reports, and answer any questions you may have on this project.

They are Commerce Commissioner Hulett C. Smith; Dr. Warden Lane, director of the department of natural resources, and State Road Commissioner Burl Sawyers.

Thank you very much for your indulgence and consideration in permitting me to give this statement.

Senator BIBLE. Thank you very much, Governor Barron. You may desire to develop this through other witnesses from your State departments.

I am personally curious and interested as to what your present state of unemployment is in West Virginia. Do you have any statistics on this? How many people are unemployed in this area? Is it improving? You may have economic effects in the Allegheny Parkway. It may be very well that Mr. Smith, who is the head of your department of commerce will be testifying. If so, we will defer to him. Because I notice you put quite a great deal of emphasis on the fact that this would be a great boon to the economy of West Virginia, to give you a lift in an area where you have much depression. And I know those of us on the congressional level are roughly and generally familiar with some of the problems you have had, that have been pointed out to us by both Senators Byrd and Randolph on the floor of the Senate many times.

Now, are you making headway in this direction, and if so, how much?

Governor BARRON. Mr. Chairman, of course we have had unemployment in West Virginia as high as in the ninety thousands. West Virginia has—

Senator BIBLE. What is the population of West Virginia?

Governor BARRON. A little less than 2 million.

Senator BIBLE. Population of 2 million, and you have had as high an unemployment as 90,000.

Governor BARRON. Yes. And the department of commerce, Mr. Smith will give you actual figures on that. But in generality, with a population of less than 2 million—we are one of the two States that have lost population—one time had an unemployment figure of over 90,000.

Now, Mr. Chairman, we have gone ahead on our own, and have passed an income tax and added a penny to our sales tax to set up a public works program which works in conjunction with aid to dependent children in West Virginia. We have around 12,000 on these rolls. We also have a new department of commerce, which has put several thousand people back to work—I think last year, perhaps 5,000. And we have made good progress this year.

But in this area that I am discussing—and I mention this in passing—that West Virginia is not sitting still on her own, and we are doing everything that we possibly can with a vigorous attitude. Still, in this area, which is a depressed area, there are many thousands and thousands of unemployed people and their families who would work if given the opportunity.

Now, in this area, this development, this Allegheny Parkway, would open up this natural beauty, and would give jobs, I know, to thousands of people.

We have great natural beauty there. And it has been stated that one of the great recreation things for the American people is the pleasure of driving. And this alone would be wonderful.

I must emphasize again, if I may, Mr. Chairman, that West Virginia is within 500 miles of one-half of the population of the United States. And if this was thrown open, it would do two things. It would give recreation to the metropolitan area, and at the same time would open up these depressed areas, which would put many, many of our people back to work.

I think, Mr. Chairman, that this is most important to West Virginia, if we are going to get these people back to work, is to have this roadway, which will open up these inaccessible, beautiful mountains.

Senator BIBLE. Why can't you open this country up through regular road programs? Are these otherwise committed to other areas? Do you have lack of matching funds at the State level?

Governor BARRON. Well, Mr. Chairman, in West Virginia, of course, we originally separated from Virginia because of the mountains that kept the people from Virginia being a little bit different from the people of West Virginia. And that is still true in West Virginia—that the mountains separate our peoples. And it is hard to unify them together without good roads.

In West Virginia, for example, the cost may be \$1 million or \$2 million per mile to build our highways. And we are desperately trying to build these highways, to bring our people together. And I might say for the first time in the history of West Virginia, the legislature appropriated nearly \$8 million out of the general fund, rather than from road funds, to help meet matching funds of the Federal Government. But still we do not have the funds necessary to build this Allegheny Parkway.

Senator BIBLE. Thank you, Governor Barron.

Senator Long?

Senator LONG. No questions.

Senator BIBLE. Senator Allott, do you have some questions?

Senator ALLOTT. One.

Governor, I am sorry that I did not get up here for your statement but I am sure that both of your Senators can explain to you the situation under which we operate. Both the chairman and I have a markup of an appropriations bill going on just at this moment. I have to leave soon.

I would like to ask you this.

It is my understanding that both the Bureau of the Budget and the Department of Commerce felt that the Interior Department already had authority to make a survey of this proposed route. What do you have to say with respect to that?

Governor BARRON. I would say that we have—the department of commerce here is represented by Mr. Smith, and we have the road commissioner here, Mr. Sawyers. I am sure that they could go into that much more thoroughly than I could. They will be testifying, with the chairman's permission, in probably a short time after our two U.S. Senators testify.

Senator ALLOTT. I think that is all, Mr. Chairman.

Senator BIBLE. Thank you very much, Governor, we are delighted to have you here with us today. This testimony was received with a great deal of interest.

Senator BYRD of West Virginia. I would like to defer to my colleague at this time, Mr. Chairman.

Senator RANDOLPH. Go right ahead, Senator.

Senator BIBLE. I hope you will excuse me. I have just received a message they do not have a quorum in the Appropriations Committee I am expected there. If this parkway moves forward, the Appropriations Committee may hear more about the parkway.

I shall return as soon as I can. I am going to turn the chairmanship over to Senator Long of Hawaii. I will be back as soon as I can.

Senator ALLOTT. Mr. Chairman, under the same circumstances—I am sure you understand why I have to go back down there.

Senator BYRD of West Virginia. We understand, Senator Allott. And we are very grateful for your presence this morning.

Senator BIBLE. I might say—just for those of you who are here from West Virginia—when we set this, we set it at a time that we thought we were avoiding all conflicts. We were supposed to have the markup of our Interior Appropriations Committee yesterday. It so happens that we had a little matter going on the floor that required our presence there. The majority leader says there will be no committee meetings. So he put it over from yesterday until today. So today we have to be in two places at exactly the same time. We will get back here as soon as we can.

Senator ALLOTT. Actually three, Mr. Chairman. We have another meeting of the Interior Committee going on, too, at this time.

Senator BIBLE. But this is a hard way to divide. We shall be back as soon as possible.

Senator LONG. We will proceed. Will you please proceed with your testimony?

STATEMENT OF HON. ROBERT C. BYRD, A U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Senator BYRD of West Virginia. Thank you Senator Long.

I can understand, being a member of the Senate Appropriations Committee myself—I can understand the situation which confronts our colleagues—Senator Dworshak, Senator Allott, and Senator Bible, who are on another committee. They are having a markup of the Interior appropriations bill today. And it was our thought as the chairman indicated, that when the hearing was set for today, that it would not conflict with our own committee meeting, which was originally scheduled for yesterday.

Mr. Chairman, on May 3, 1961, I introduced S. 1798 for myself and my colleague, Senator Randolph, and for Senator Butler and Senator Beall of Maryland, and Senator Cooper and Senator Morton of Kentucky. S. 1798 provides for the establishment and administration of an Allegheny Parkway in the States of West Virginia, Kentucky, and Maryland. Before proceeding further with my statement I wish to thank you for affording us this opportunity to be heard on this bill, and I am particularly grateful that you, and the members of

your subcommittee, have very graciously consented to hear the Governor and three members of his official family this morning so as to permit them to fulfill another engagement this afternoon at Blackwater Falls, W. Va. I am grateful to the other cosponsors of this bill who have consented to the Governor and his party's appearing earlier so as to accommodate their going on to the Blackwater Falls meeting.

At the outset I should say, too, that I have received hundreds of letters from West Virginians expressing support of this bill. I will not present these letters to the committee, but I would like with your permission, to present for the committee files, resolutions from chambers of commerce and various civic organizations, and other groups in West Virginia in support of the proposal.

Senator LONG. They will be inserted in the files.

Senator BYRD of West Virginia. I could have had many persons appear and testify but, inasmuch as you have expressed the hope, Mr. Chairman, that the hearing could be confined to a single day, I have tried to limit the number of West Virginia witnesses so as to comply with this wish, and so as to also avoid imposing upon the time of other Senators who will want to be heard and who may likewise have constituents appear from their States.

At this point I think I should say, Mr. Chairman, that Senator Byrd of Virginia called me this morning and indicated that he has a very important meeting of the Senate Finance Committee, and that he could not be present, but that he did want me to say to you that he is vitally interested in this bill, and that he wishes to support it.

Senator LONG. We are very glad to have that statement in the record.

Senator BYRD of West Virginia. I think I should also point out, Mr. Chairman, that I did not ask the Members of the House of Representatives from West Virginia to appear here today. I am confident that they would have been delighted to have appeared to testify. But Representatives Kee and Staggers of West Virginia have introduced similar legislation in the House, and I felt that in view of the fact that we are trying to confine this hearing to 1 day, there would be a later opportunity, perhaps, when the Members of the House would be able to testify on the legislation which rests in that body.

Now, Mr. Chairman, the proposed Allegheny Parkway would be a unique asset for our country in several important respects:

1. It would virtually be a roadway to the regeneration of many areas of economic distress and chronic unemployment. Construction of the parkway would make possible vast new economic opportunities for the people of my State, and for the people in those areas of Maryland, Virginia, and Kentucky which it would traverse. It should provide corollary benefits to the people of Tennessee living adjacent to Cumberland Gap National Historical Park, the southern terminus of the parkway.

2. The Allegheny Parkway would complement existing and developing highway systems, and thus connect a considerable number of points of outstanding historic and scientific interest. At the same time, it would make available vast stretches of scenic grandeur, and areas of great recreational potential, in a section of the country readily accessible to one-third of the Nation's population by less than 1 day's drive.

3. The parkway would be a Federal facility of enduring and increasing value in that it would stimulate a growing tax base from all of the areas adjacent to it. Moreover, it would open up heretofore inaccessible areas of rich natural resources, especially in the high mountainous sections it would traverse. S. 1798 permits access to those resources for economic exploitation. I might add that this stipulation in the bill would be especially beneficial to the Federal Government because it would afford greater revenues from timber sales in the Monongahela National Forest. The parkway would run through approximately 130 miles of the Monongahela National Forest, cresting many of its highest ridges.

4. The Allegheny Parkway is envisioned as part of a scenic and recreational corridor extending from Maine to the estuary of the Mississippi River. Such a parkway could add tremendous impetus to the Government's program to encourage travel in the United States by people of other countries, and thus help to stabilize our balance of payments and reverse the outflow of our gold reserves.

Physically, the proposed Allegheny Parkway would have its northern terminus in the vicinity of Hagerstown, Md.

Mr. Chairman, I have asked the National Park Service to prepare a map for the benefit of the subcommittee this morning. The map is to our left. You will see marked with a red line the proposed routing of the parkway.

You will see, as I have indicated, that it would have its northern terminus in the vicinity of Hagerstown, Md. That city is a hub for roads running north, east, south, and west. And from Hagerstown, the parkway would run through 15 or more West Virginia counties, for the most part cresting mountain ridges in those eastern counties. It would then probably cross the southwestern corner of Virginia, and continue on to the Cumberland Gap National Historical Park near the Kentucky-Tennessee border.

The Secretary of the Interior would select the route of the parkway and would acquire the necessary land. Acquisition of land would include space for recreational areas in connection with the parkway. Where the parkway traverses national forests, S. 1798 directs the National Park Service and the U.S. Forest Service to cooperate in developing recreational sites and facilities accessible by and from the parkway.

Mr. Chairman, insofar as the economic justifications for authorizing construction of the Allegheny Parkway are concerned, they are manifold. For many years our Government has been wrestling with the problem of economic decline in the Appalachian region. I will not burden this committee with a long account of the reasons for this decline. It is important to state, however, that this decline can be reversed by assisting the people in the Appalachian highlands to make their areas recreational centers for the millions of people who live in our large urban centers in the East.

We in West Virginia are cognizant of the following three facts:

(1) We must depend to a growing degree upon tourism and recreation for economic growth.

(2) Our scenic and natural wonders are numerous and unique, but, unfortunately, to a large extent, they are either inaccessible or difficult to reach.

(3) We must find ways to provide improved and new recreational resources for the growing demands of the millions of people in the eastern United States.

I might say, parenthetically, Mr. Chairman, that as we meet here today, persons representing various segments of economic activity in West Virginia, are concluding a 2-day "Travel Clinic" for this very purpose at Blackwater Lodge, near Davis, W. Va. The "Travel Clinic" endorses S. 1798 because of the many promises it holds for West Virginia, and because it would make accessible a line of panoramic views unparalleled anywhere east of the Mississippi River. The highest mountain ranges to be found in the East are in West Virginia.

Recreation has become one of the major industries in the United States, and an indispensable part of the American way of life. Today the great majority of Americans are able to spend as much as one-third of their lifespan in leisure activities, according to the U.S. Travel Service of the U.S. Department of Commerce. Attendance records at National Park and National Forest recreation areas during the last decade are illustrative of the phenomenal growth of interest in these forms of recreation in the United States. During the last 10 years the number of visitors to National Park Service areas increased by 113 percent, while usage of National Forest areas rose 238 percent.

This increased demand for outdoor recreational facilities has also been experienced by the recreational areas managed by the Tennessee Valley Authority, the U.S. Fish and Wildlife Service, and the State park system. There is every indication that these growth trends will double by 1972, and more than double again by the end of this century. The Allegheny Parkway can make a valuable contribution toward meeting the Nation's recreational needs.

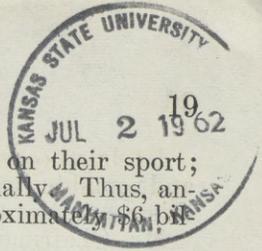
The habits of tourists have been studied by the U.S. Department of Commerce and by private organizations. It has been found that 80 percent of tourists go by auto. While traveling, 69 percent stay in motels, 29 percent stay in hotels and resorts, and 2 percent stay with friends and relatives. It has also been found out that the average annual expenditures per family for vacation travel is \$400.

Based on the experience of the comparable Blue Ridge Parkway, the Allegheny Parkway, which would be closer to the East North Central States, should attract a million annual visitors within a few years after its construction is far enough advanced to make a major segment of it available. It should be added that last year some 6 million travelers enjoyed the Blue Ridge Parkway, and spent an estimated \$60 million along the Parkway and in adjacent communities for food, lodging, gas and oil, and other miscellaneous items. This figure is expected to reach \$70 million by 1966 when the Blue Ridge Parkway is fully completed. Thus, it can readily be seen how the Allegheny Parkway, supplementing existing highways and the Interstate Highway network, would bring equally important economic benefits to all of the areas in all of the States which it would traverse.

Some idea of the potential income that might accrue to the States and their communities through which the Allegheny Parkway would pass, may be gained by considering a few of the findings of the Outdoor Resources Review Commission contained in its report of January 1962:

(1) Tourist expenditures are estimated at \$25 billion annually.

ALLEGHENY PARKWAY



(2) Fishermen spend about \$3 billion annually on their sport; hunters spend approximately the same amount annually. Thus, annual expenditures for hunting and fishing are approximately \$6 billion.

(3) It is estimated that visitors to Federal and State parks, forests, and reservoirs, spend over \$11 billion annually.

(4) An estimated \$21 billion was spent at the retail level during 1958 for boats, engines, fuel, storage, repair and servicing, insurance, and other items connected with boating. Later figures are not available as yet, but it is believed that 1961 figures would show a doubling of the 1958 figures.

(5) The Commission believes that outdoor recreation activity, already a major part of American life, will triple by the year 2000.

The effects of outdoor recreational facilities on an underdeveloped area are amply illustrated by the experience of the completion of several large reservoirs in Arkansas, Oklahoma, Texas, and Missouri. In the period 1950-60, 17 counties having major reservoir shorelines, lost population at a far lesser rate than other nearby counties, according to the report of the Outdoor Recreation Resources Review Commission.

From 1949 to 1959, annual per capita income in the reservoir areas of Arkansas increased 57 percent, from \$669 to \$1,053, compared with an increase of only 23 percent in the State's other counties. Bank deposits increased approximately 58 percent from 1949 to 1958 in the counties in Arkansas where recreational facilities were available; in the State's other counties, the increase in that period was only 40 percent.

Tax collections showed a similar increase. In 10 counties of Oklahoma, tax collections were up 64 percent where recreational facilities were located, and up only 3 percent where there were none.

There have also been vast increases in capital investments in the reservoir areas of Arkansas, Oklahoma, Texas, and Missouri. Overnight accommodations increased from \$1.4 million in 1945 to \$20.8 million in 1959. Construction of private homes and cabins grew from \$86,000 in 1945 to \$20.8 million in 1959, and are now estimated at about \$32 million annually in those reservoir areas.

It has been the experience of the National Park Service that when a new park or similar area is established, tremendous local economic activity follows. In the regions adjacent to the new recreational facility, commercial enterprises expand, new ones are developed to meet the needs of park visitors, local tax revenues swell, and there is a general increase in employment opportunities.

An example of this is to be found at Cape Hatteras National Seashore. Examination of tax records for the county wherein this Federal facility is located shows that assessed valuation within the county more than doubled within the same 6-year period that the tourist trade to that recreational area doubled.

Mr. Chairman, the Allegheny Parkway is needed by the people in the Appalachian highlands. It is also needed by the millions of Americans who are seeking new recreational opportunities. Its cost to the Federal Government would be repaid many times over by increased tax revenues from areas that currently yield low tax returns to the Federal Treasury, and by the recreational and spiritual benefits upon which no real money values can be placed.

In short, construction of the Allegheny Parkway would be a good and sound business proposition no matter how one looks at it. I urge this committee to recommend that its construction be authorized.

Mr. Chairman, that completes my prepared statement. I would like to suggest, if I may, that after my colleague testifies, I would hope that the committee could call upon Mr. Hulett Smith, Mr. Burl Sawyers, and Dr. Warden Lane, three of the Governor's official family, so that they can leave for Elkins, W. Va. And then I should hope that the committee might be able to hear Congressman Perkins—if there are no other Senators present at that time who wish to make statements. Congressman Perkins, from Kentucky, with whom I served in the House of Representatives, is present, and he is tremendously interested in this legislation. He indicated to me yesterday that he would be here this morning, and would like, if he might be permitted to do so, to make a brief statement sometime during the day.

Senator LONG. Thank you. Your statement is very interesting and convincing, Senator Byrd.

I have a question or two to ask. But I think I would prefer waiting until after the senior Senator has given his statement.

STATEMENT OF HON. CARL D. PERKINS, A REPRESENTATIVE IN CONGRESS FROM THE SEVENTH CONGRESSIONAL DISTRICT OF THE STATE OF KENTUCKY

Mr. PERKINS. Senator Long, and members of the subcommittee, I certainly want to thank the Senators from West Virginia for yielding to me at this point. I will try to complete my statement within 5 or 6 minutes. However, I am vitally interested in the authorization of this Allegheny Parkway.

I have before me a telegram from Henry Ward, commissioner of highways, which I will ask be inserted in the record.

Senator LONG. It will be inserted in the record at this point. (The telegram from Mr. Ward follows:)

FRANKFORT, KY., May 9, 1932.

Representative CARL D. PERKINS,
House Office Building, Washington, D.C.:

I regret that prior engagements which I could not cancel make it impossible for me to be present and testify at the hearing Thursday, May 10, on the bills proposing an appropriation for a survey of a proposed national parkway to connect some of the great national parks. I have asked Edward V. Fox, commissioner of parks of the Commonwealth of Kentucky to serve as my personal representative at the hearing.

I would like to be on record however, as stating that the Kentucky Department of Highways is vitally interested in the proposed parkway extensions and will cooperate to the very fullest extent with the Federal Government in connection with their planning and construction.

It is Kentucky's very firm recommendation that Congress authorize the Department of the Interior and the Department of Commerce to make studies of alternate routes for parkway extensions. It is understandable that Kentucky's preference is that the Allegheny Parkway be brought into Kentucky through the Breaks Interstate Park on the Kentucky-Virginia border and that it follow the Cumberland Mountain Range from the Breaks Interstate Park to the Cumberland Gap National Historical Park.

Kentucky heartily supports the recommendation that this parkway be extended from Cumberland Gap National Park to Mammoth Cave National Park and thence to connect with the Natchez Trace Parkway. Such a route would afford

a traveler an opportunity to see some of the most outstanding natural scenery in America and to visit places of both great scenic and historic interest.

In my opinion, the best interest of the Nation will be served if authority is granted for the broadest study of alternate locations to the end that the final decision will take into consideration all of the factors that are important to this project.

HENRY WARD,
Commissioner, Kentucky Department of Highways.

Mr. PERKINS. I have a telegram from the Lieutenant Governor of Kentucky, the Honorable Wilson Wyatt, addressed to me. It reads as follows:

FRANKFORT, KY., May 9, 1962.

Congressman CARL PERKINS,
*House Office Building,
Washington, D.C.*

As chairman of Kentucky's economic development commission I would like to add my wholehearted endorsement and support for the building of the Allegheny Parkway from Hagerstown, Md., to Cumberland Gap, Ky. This project would be an important step forward in our total effort to relieve chronic unemployment in southeastern Kentucky. In addition it will open new vistas in tourism by virtue of the increased accessibility of this entire mountain area. I would appreciate it if you would assist me in bringing my views to the attention of the appropriate authorities. Please make a copy of this wire available to Mr. Ernie Smith, of Harlan, Ky., who is in Washington.

WILSON W. WYATT, *Lieutenant Governor.*

Mr. Chairman, on May 22, 1961, I introduced H.R. 7232, which is very similar to the Senate bill, with the exception that the bill I introduced provides that the parkway should extend from Hagerstown, Md., through the Breaks Interstate Park, on the Kentucky-Virginia border, and then onto Cumberland Gap National Historical Park.

You are to be commended for your interest and concern in the suitable development and the conservation of our Nation's natural resources as evidenced by your decision to hold hearings on this important legislation. I can think of no greater contribution to the development of the natural resources in the Appalachian area than congressional authorization to the U.S. Department of the Interior to construct a scenic skyline access way through the Alleghenies, the Breaks of the Big Sandy to connect with Cumberland Gap National Historical Park. If plans of this nature are not rapidly implemented by effective action to construct such facilities, we shall not be keeping pace with the public demand and national need for additional facilities of this nature. Already the population boom on the eastern seaboard, extending from Maine to Charleston, has created inordinate demands on recreational facilities maintained and operated by the National Park Service in the Smokies. I will return to this point in a moment, however, I wish at the outset to emphasize a very important aspect of this proposed legislation.

While the Federal Government has played a leading role in the development of national parks, shrines, and recreational facilities for use by the public, the increasing public demand for such facilities has encouraged the States to extend considerable efforts in this direction. It seems to me to make good sense that wherever possible Federal conservation, recreation, and park development plans complement the energies and activities of the States in park and recreational development. The 83d Congress approved an interstate compact between

Kentucky and Virginia for the conduct and operation by those States of an interstate park facility to be known as the Breaks Interstate Park. (Public Law 83-275 approved Aug. 14, 1953).

Since June 1954 when Virginia and Kentucky formally signed the compact, these States have appropriated for the Breaks Park development \$801,000 and provided public park facilities consisting of a lodge, museum, picnic area, roads and trails, overnight motel accommodations, landscaping on a scenic area consisting of about 1,073 acres, but this is not the only park and recreational development in the area.

The parkway to be authorized by H.R. 7232 would afford access to an area being rapidly developed in recreational attractions by the State of Kentucky. The State has expended over \$1 million in providing hotel and recreational accommodations at Dewey Reservoir. Both the John Flannagan Reservoir in Virginia and the Fishtrap Reservoir for which this Congress provided funds in the current fiscal year for construction are in the area to be served by the parkway proposed by H.R. 7232. Certainly the parkway would complement the recreational development and fish and wildlife conservation programs contemplated in connection with these important Corps of Engineers flood control projects. The construction of the parkway along the route described in H.R. 7232 will stimulate even greater efforts on the part of Kentucky and Virginia to develop attendant recreational and park facilities.

Let me emphasize again that we would be shortsighted if we failed to assure that action of this nature on the Federal level will take into account development efforts of the States and make reasonable assurances that Federal efforts will complement developed and developing State recreational projects.

I can think of no other area which is more awe-inspiring, which possesses greater recreational potential and which would add to the national resources of accessible scenic and recreational enjoyment than these areas. It is for this reason that the committee may note in the legislation that I have introduced (H.R. 7232) a slight difference as against S. 1798 introduced by your distinguished colleagues, Senators Byrd, Randolph, Butler, Beall, Cooper and Morton, and the House companion bill H.R. 6986 introduced by my distinguished colleague, Mr. Staggers.

Unlike Senator Byrd's and Mr. Staggers' bills, H.R. 7232 would call for the parkway to extend through the Breaks Interstate Park on the Kentucky-Virginia border, assuring that the maximum benefit from the investment of public funds of the States of Virginia and Kentucky in the Breaks Park could be realized through the additional public access to these facilities resulting from the construction of the Allegheny Parkway.

To my mind the public need and demand for recreational facilities afford more than an adequate justification for the proposed legislation. However, for those who may be sensitive to the economic justification for the expenditure of public funds for such parkways, I would call the subcommittee's attention to a study made in January of 1962 by the National Park Service entitled "Economic Effects of the Blue Ridge Parkway" which illustrates that park access roads of this nature produce dollar benefits for the areas that they serve far in excess of the development cost. I would ask that a copy of this report be placed in the record at this point in connection with my statement.

The State Representative from the Elkhorn City area, the Honorable Thelmar Colley, forwarded to me sometime ago, if I recall correctly, a resolution adopted by the general assembly in Kentucky, which was sponsored by Representative Colley, requesting the Congress to authorize the Allegheny Parkway and that the parkway follow the Breaks of the Mountains route.

I appreciate very much the opportunity which the subcommittee has afforded me to appear. Thank you.

(The document referred to follows:)

ECONOMIC EFFECTS OF THE BLUE RIDGE PARKWAY

SUMMARY

The Blue Ridge Parkway, connecting the wilderness areas of Shenandoah and Great Smoky Mountains National Parks, provides for leisurely travel for over 6 million people a year through a distinctive part of the American scene. In addition to providing this opportunity for scenic travel, the parkway has the subsidiary effect of contributing to the economy of the mountainous region through which it passes.

Annually, parkway visitors spend some \$60 million along and in the vicinity of the parkway for food, accommodations, car expenses, and other goods and services. Within the past quarter of a century the Federal Government has invested \$65 million in the development of the parkway. By 1966, on completion of Mission 66, more than \$95 million will have been invested in roads and recreation facilities by the Federal Government, and it is estimated that the visitors will be spending more than \$70 million each year along the parkway and in nearby communities.

About half of the Federal investment has been spent locally, for labor, materials, and other expenditures. Opportunities for employment of local labor continue to be provided by contractors and concessioners, with maintenance forces and by private enterprises that serve the traveling public. Additional benefits from the parkway can be seen in the marked improvement in returns from agriculture stemming from the improved agricultural practices introduced on parkway lands and in the market that has developed for mountain handicrafts.

DESCRIPTION OF THE PARKWAY

The Blue Ridge Parkway, begun by the Department of the Interior as a depression project, today provides a way for more than 6 million people a year to enjoy scenes of both tranquil and rugged natural landscape unfolding along a gently winding roadway. Upon completion of its 469-mile length between Shenandoah and Great Smoky Mountains National Parks, it will afford the ingredients for days or weeks of motor vacation through a section of the Virginia-North Carolina mountains containing scenery that is a composite of many diversified elements that are complex, beautiful, and inspiring. The visitor can travel in leisurely fashion along the mountain crests and valleys and enjoy side excursions to nearby points of interest. Parking overlooks are numerous and trails provide the opportunity for short walks to adjacent waterfalls and other scenic spectacles.

EXPENDITURES BY VISITORS

It is estimated that parkway travelers spent \$60 million in 1961 along the parkway and at private commercial establishments that are readily accessible by public highway from the parkway road.

The estimated expenditures benefit business establishments providing goods and services to the travelers, in the following estimated proportions:

Expenditures for—

Food and meals.....	\$22, 140, 000
Lodging.....	14, 280, 000
Gas and oil.....	12, 600, 000
Miscellaneous.....	10, 980, 000

The figure of \$60 million is derived from a computed range of \$48,300,000 to \$69 million obtained from travel studies made in the Great Smoky Mountains National Park and in Shenandoah National Park, which apply to a substantial extent to many of the same pleasure travelers as those who use the parkway.

The study in Shenandoah National Park found that total expenditures in Virginia by all persons visiting the park amounted to \$12 million in 1952, or an average of \$8.05 per visit. A study of persons visiting the Great Smokies on pleasure trips in 1956 showed that in a 12-month period 2,452,000 visitors spent more than \$28 million in the park and vicinity, or an average of \$11.50 per visit.

EXPENDITURES BY FEDERAL GOVERNMENT

Construction of the parkway road was started in 1935. Federal expenditures for construction and development of the parkway have amounted to \$65 million so far and are expected to total \$95 million as of the 1966 completion date for Mission 66. The breakdown by type of development is as follows:

Major roads.....	\$85,500,000
Recreation facilities, except concessions.....	9,800,000
Total.....	95,300,000

Estimated local expenditures resulting from construction and development of the parkway amount to about half of the total Federal expenditures, as shown below:

Category	Local expenditures	Other than local	Total
Labor.....	\$17,900,000	\$6,000,000	\$23,900,000
Materials.....	23,800,000	23,800,000	47,600,000
Rentals and miscellaneous.....	4,800,000	19,000,000	23,800,000
Total.....	46,500,000	48,800,000	95,300,000

A substantial portion of the annual expenditures for operations, shown below, finds its way into the local economy:

Year	Management and protection	Maintenance and rehabilitation	Total
1957.....	\$256,700	\$351,100	\$607,800
1958.....	305,800	403,400	709,200
1959.....	318,200	435,500	753,700
1960.....	338,000	498,200	836,200
1961.....	394,600	539,100	933,700

ADDITIONAL BENEFITS

The economy of the region has benefited markedly from the agricultural improvements instituted in the area. The parkway lies in a region in which destructive, mountinside agriculture was practiced for more than 150 years. Not only were steep slopes cultivated without terracing or contour plowing, but crops such as buckwheat, tobacco, and corn continued to exhaust the soil with no replenishment from fertilization.

In order to preserve the colorful changing agricultural scene along the parkway road the cleared fields are leased back to the adjoining farmers at a nominal rate for row crops, hay fields and pasture lands. To insure good agricultural practice, a parkway agronomist sets up a formula for crop rotation, soil improvement and erosion control where needed for each tract. This is accomplished in cooperation with county agricultural agents and over a period of 25 years has not only resulted in superior production adjoining the parkway but has been of great benefit to the general economy of the region. Parkway neighbors, county agents, and travelers spread the word, and farmers moving to other localities take with them their knowledge of better farming practices.

The complete revolution achieved in this region, both socially and economically, includes the improvement in educational levels. The present generation has a fair percentage going on to college, something unheard of a generation ago when the mountain country was isolated from current American social and educational trends.

Gift shops along the parkway provide a ready market for genuine mountain handicrafts and thus provide a cash income for the residents, as well as encouraging the continuation of such crafts as chair caning, weaving of homespun fabrics and basket-making.

CONCLUSION

The parkway not only opens up a great recreational asset to the peoples of the nearby States, but attracts an ever-growing number of visitors from afar. Its combination of scenic beauty, colorful vegetation, cool and dry air, and the interest of mountain culture and handicrafts appeals to people from all over the country. As the volume of recreation travel continues to grow, so also will the income of the neighboring communities that provide hotels, motels, restaurants, auto répairs, and related tourist services.

With a minimum amount of acreage developed for public use the parkway accommodates easily a maximum number of visitors, who enjoy a full park experience through its ride-a-while, stop-a-while design. The visitor can enjoy a park tour traveling along the mountain crests on a parkway free of trucks, traffic lights, billboards and the usual roadside developments, and enjoying side excursions to nearby points of interest. The national parkway is a conservation and recreation development unique to the United States and particularly well suited to its gregarious and travel-minded citizenry.

Visits to Blue Ridge Parkway

Year:	Number of visits	Year—Continued	Number of visits
1941-----	895, 874	1952-----	3, 558, 139
1942-----	255, 809	1953-----	4, 266, 975
1943-----	130, 603	1954-----	4, 344, 852
1944-----	268, 324	1955-----	4, 502, 215
1945-----	382, 943	1956-----	5, 022, 933
1946-----	1, 261, 769	1957-----	5, 048, 236
1947-----	1, 246, 564	1958-----	4, 989, 144
1948-----	1, 509, 808	1959-----	5, 589, 400
1949-----	1, 422, 316	1960-----	5, 503, 200
1950-----	1, 996, 435	1961 (estimate)-----	6, 038, 000
1951-----	2, 448, 745	1966 (estimate)-----	7, 035, 000

Visitors days of campground use at Blue Ridge Parkway

Year:	Number of visitor days	Year—Continued	Number of visitor days
1955-----	10, 108	1958-----	50, 533
1956-----	19, 553	1959-----	51, 192
1957-----	29, 206	1960-----	76, 821

Senator LONG. Thank you, Mr. Perkins.

If you wait just a minute, please.

The junior Senator from West Virginia referred to the necessary right-of-way. You have referred to it.

One of the questions—turning to page 3 of Senator Byrd's statement—the Secretary of the Interior would select the route of the parkway, and would acquire the necessary lands.

Is there any record that indicates what part of the necessary parkway is now federally controlled?

Mr. PERKINS. The Department of Interior has a complete record down there before them of all the land owned by the national forest. And they are in a position to make the survey. They have the available data before them—from the economic viewpoint and from the area to be served. There is no conflict between the Senators from

West Virginia and myself. It is just from the point that it leaves the West Virginia line that I am concerned about. And that is where I state that the Jefferson National Forest owns most of the right-of-way, from the West Virginia line, that is commencing at the Virginia line, on to Cumberland Gap.

Senator BYRD. Mr. Chairman, in West Virginia, the proposed parkway would traverse about 130 miles of the Monongahela National Forest. So you might say that approximately one-fourth of the parkway would be in the Monongahela National Forest in West Virginia. Now, of course, if it should traverse parts of the Jefferson National Forest, that would be additional Federal land.

But speaking for West Virginia, there would be 130 miles of the Monongahela, and quite possibly a portion of the George Washington National Forest.

Senator LONG. In reading the terms that were placed on my desk, I had a feeling that this proposal is a little less definite than others that have come before the committee. I don't know whether my impression is right or not. In other words, has a rather complete study been made of this by any agency?

Senator BYRD. Mr. Chairman, the National Park Service I think is prepared to provide the committee with quite adequate information concerning the proposed routing, and to give the committee a pretty good idea of the proposed cost. The National Park Service has been devoting considerable time and effort to the study of this proposal. I feel that information is available to be helpful to the committee, and which would certainly present the picture quite definitively if the subcommittee so desires to have it.

Senator LONG. Thank you.

Mr. PERKINS. By the way, in conclusion—the members of the Breaks Interstate Park Commission are here, and naturally they would like to be heard this afternoon. The reason I mention this is that some of them are from my district.

Thank you very much.

Senator LONG. We will handle it that way, Mr. Perkins.

Will you proceed, Senator Randolph?

STATEMENT OF HON. JENNINGS RANDOLPH, A U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Senator RANDOLPH. May I speak off the record for a second?

Senator LONG. Yes.

(Discussion off the record.)

Senator RANDOLPH. Mr. Chairman, this Congress supported with enthusiasm legislation which established in the U.S. Department of Commerce an Office of International Travel for the purpose of promoting a greater flow of visitors to this country.

We were aware when we passed the measure that our Government is confronted with the existence of a balance-of-payments deficit. And it was forcefully pointed out to us that a substantial proportion of this is due to the so-called travel dollar deficit; that is, the imbalance between what American tourists spend abroad and what foreign visitors spend in the United States. It is nearly one-third of our total balance-of-payments deficit. In 1960, the year before the legis-

lation was enacted, the deficit between American travel dollars spent abroad and travel expenditures here by foreign visitors amounted to \$1.15 billion.

In the period from 1953 to the present, spending by American tourists abroad has more than doubled; our disposable income has not increased by that amount; our economy has not expanded 100 percent; and travel costs have not decreased. The answer is obvious: Foreign tourist and transportation industries, under the leadership of their respective governments, have engaged in a massive program of travel promotion and market development.

The present administration and the Congress were determined to take more than merely restrictive action on the travel dollar deficit. Rather than make it more difficult for Americans to travel abroad—which is one approach to the problem—we adopted a more positive approach. We passed, and President Kennedy promptly signed into law, the measure which created the Office of International Travel. Our objective was and is to make it easier and more appealing for persons from other nations to visit our country.

It is paradoxical, to say the least, that the United States, which desires so to be understood and appreciated by other peoples of the world, has done so little officially to foster travel and tourism in this country by foreign visitors.

Yet, no other nation in the world can offer, unhampered by internal customs and travel restrictions, virtually an entire continent to the tourist. And no other country of the Western World can offer our scope and variety of scenic beauty and the multiplicity of our cultural patterns.

But, Mr. Chairman, we must likewise make more recreational facilities and tourist attractions available to our own people to make it more enticing for them to spend more of their travel dollars here in the United States.

I emphasize that our State of West Virginia and our neighboring States of Maryland and Kentucky in the beautiful Allegheny Mountains offer a quality of rugged and unspoiled natural beauty which is unexcelled by any land in the world.

We must and we will make those appeals and presentments which will attract to our mountains and valleys both the ever-growing number of American tourists and recreation seekers and the visitors from foreign lands who come to the United States.

In its recently published report, "Outdoor Recreation for America," the Outdoor Recreation Resources Review Commission noted especially West Virginia's geographical location in respect to the Nation's population density and urbanization.

In this respect, the Allegheny Parkway, proposed in S. 1798, now before your committee, would be situated within a few hours' to 1 day's drive for half of the Nation's population. It would be ringed by such metropolitan centers as Washington, Baltimore, Philadelphia, Pittsburgh, Cleveland, Columbus, Cincinnati, Louisville, Richmond, and Norfolk, and would be within easy driving distance from New York, Atlanta, Chicago, and Detroit.

Mr. Chairman, I commend my colleague, Senator Robert C. Byrd, for his initiative in reference to the legislative proposal, and for his successful effort in organizing the support, as well as the testimony

which is given today by those individuals and organizations, not only from our State of West Virginia, but from other areas of the country as well.

My distinguished colleagues and other witnesses from the scenic States of Maryland and Kentucky will, I am sure, extol the virtues of those Commonwealths as parts of the national parks area proposed in the pending legislation. And witnesses for Government agencies concerned and interested have testified or will testify as to the merits of developing the parkway through the region from Hagerstown, Md., to the Cumberland Gap National Historical Park near the vicinity of the beautiful section of the country where the borders of Kentucky, Tennessee, and Virginia meet.

I join my esteemed colleague from West Virginia, Senator Robert C. Byrd, and other witnesses from our State, in urging favorable consideration of S. 1798, and from the standpoint of its overall validity and its potential impact on West Virginia—the land overlooked.

Perhaps I am considered to be a prejudiced witness for this measure because of my cosponsorship, because I represent West Virginia, and because of my affection for my native State.

So, Mr. Chairman, I ask that the committee not rely on my words alone but permit me to cite passages from a report of a study made by the National Park Service last year under the title, "A Preliminary Plan for Recreation Resource Development in West Virginia." I quote from the report:

West Virginia's recreation resources are so attractive that, if properly preserved and developed, they will serve not only the population of West Virginia but also many millions of persons from adjacent States * * *.

West Virginia's recreation resources are numerous and varied. The mountains offer a largely untapped potential for meeting the recreation needs of the people of the eastern seaboard. * * * Indeed, West Virginia possesses a combination of natural resources unique in all of the United States east of the Mississippi River. * * * The wealth of scenery in West Virginia remains largely unknown to visitors because of the difficulty of access.

Then, at another point in the report it is noted that the National Parks Service recommends construction of such a parkway as is proposed by S. 1798, and observes that such a development—

would provide a recreation corridor through the State whereby visitors could travel leisurely, stopping frequently to inspect and enjoy exceptional recreation resources.

Yes, Mr. Chairman, the National Parks Service report was correct. West Virginia does offer exceptional recreation resources and with these resources our State affords the tourist scenic beauty, sites of very real historical significance, and also areas embracing manmade scientific wonders. These, together with the highway system which would feed into the proposed Allegheny Parkway will be described by other competent witnesses and I will not transgress upon the committee's time by indulging in repetitious detail.

But I do wish to point out that one of two spur roads contemplated as part of the parkway project would be to historic Harpers Ferry National Monument, a National Parks Service facility which has elicited the interest of an ever-growing number of visitors.

That is an area with which you, Senator Long, are very familiar, because of your visits there. You have also visited other sections of

West Virginia, fanning out from the area around Elkins, which would be directly within the scope of that project.

Senator LONG. If I might interrupt, I will say that I am deeply indebted to the senior Senator for my knowledge of West Virginia. I think it has been overlooked by a great many Americans. It was a great pleasure to be there. Will you proceed?

Senator RANDOLPH. It was my privilege, when a Member of the House of Representatives, to have been author of the 1944 act by which Harpers Ferry National Monument was established. Under the administration of the National Park Service, it has become a most inviting mecca for tourists. In 1956, the first year during which it was fully developed, 115,000 persons signed the guest book; by the end of 1959 the number of visitors to that national monument embracing the scene of the historic raid led by John Brown grew to 400,000; and the annual average is expanding to close to the half million mark. This is an indication of the increasing interest of our citizens in the use of just one of the substantial number of picturesque and historic facilities which would be available within the close proximity to the proposed Allegheny Parkway.

Mr. Chairman, our Government has recognized the importance and validity of such parkways. Among others, it has constructed, maintains, and administers the 105-mile Skyline Drive along the summit of Virginia's Blue Ridge Mountains from Front Royal to Waynesboro where it joins the 380-mile Blue Ridge Parkway extending southward through Virginia and North Carolina to the Great Smoky Mountain area. It is estimated that 5½ million persons use the Blue Ridge Parkway annually. This represents not only the provision of a scenic travel artery for millions of our citizens but, also, a multi-million-dollar tourist trade for the States of Virginia and North Carolina, with additional spillover into Tennessee, which latter State likewise would have benefits accruing from an Allegheny Parkway.

Certainly the States of Maryland, West Virginia, and Kentucky afford equally appropriate scenic grandeur, recreation resources, and other requirements for a parkway such as this measure contemplates. The validity of an Allegheny Parkway is as apparent as was the case made for the Skyline Drive and the Blue Ridge Parkway. And increasing populations, expanding tourism, and the need for additional recreational facilities augment the reasoning which, in my judgment, supports this legislation.

Beyond these considerations, the areas of Maryland, West Virginia, and Kentucky, through which the Allegheny Parkway would course, need, as much as any region of the United States, the redevelopment and economic stimulation which would accrue.

Mr. Chairman, I urge and recommend with vigor an early and favorable report by the committee on S. 1798. It is legislation in the national interest which likewise will help meet a regional problem of very real concern.

Senator LONG. Thank you, Senator.

Senator Randolph, after listening to you I have only one regret, in relation to this proposal, with which I am in complete sympathy. I think ultimately, the sooner the better, it is a must. That regret is that my State is 5,000 miles away. Not many of us will be able to see

it. But out in Hawaii, the dream of every citizen is to make a trip to the mainland. And I am confident that when this great parkway drive is open, it will be one of the great attractions.

Thank you for your statement.

At this point I wish to insert in the record a statement prepared by the Honorable J. Glenn Beall, Senator from Maryland, prepared for the Public Works Subcommittee.

(The statement of Senator Beall follows:)

STATEMENT OF HON. J. GLENN BEALL, A U.S. SENATOR FROM THE STATE OF MARYLAND

During recent years a new word has crept into our conversations—"megopolis"—and with it we have acquired visions of the mammoth communities of the future which reportedly will sprawl out for hundreds of miles in every direction. According to the city planners and highway experts who predict such urban monstrosities, the first megopolis will probably extend along a Main Street which will run from Broadway to the White House. Another will stretch itself along the coast of California. And others will be spawned in other areas of our Nation.

Against this rather frightening background, it becomes a very special privilege—in fact, a duty—to recommend the approval of legislation which would open up to our citizens a scenic area which remains close to the state in which it was created, unadorned by neon signs and billboards and unfettered by a patchwork quilt of asphalt and concrete. The legislation to which I refer is, of course, S. 1798, to establish the Allegheny Parkway, a bill which my distinguished colleague from West Virginia, Senator Byrd, introduced and which I had the pleasure of cosponsoring.

My views on the advantages of such parkways in this area of the country have been stated on numerous occasions during my efforts to obtain a scenic highway and park area along the route of the historic C. & O. Canal. Having worked for so many years in behalf of this particular project, I am naturally enthusiastic about this similar undertaking now under consideration which would tie in with the C. & O. project I have so long envisioned.

As every member of the Congress knows, shopping centers and residential developments are gradually tightening their stranglehold on the area of our Nation's Capital. Open areas are becoming nonexistent. Park space is at a premium. Therefore, it seems to me that any efforts to do constructive long-range planning for the area should surely include proper provisions for recreation, relaxation, and an opportunity to escape from the glare of marble buildings, the jangle of city traffic, and the fumes of overloaded buses and trucks.

Mr. Chairman, I have stressed the advantages of the Allegheny Parkway as an area of retreat because I was fortunate enough to be born in the beautiful hills of western Maryland and I know the advantages of such scenic areas.

There are other factors involved in this bill, of course, and of these the main one is obviously the economic aid it will provide to so many financially distressed areas. However, it is my understanding that Senator Byrd intends to discuss this particular facet with you, and consequently I shall not repeat points from the excellent presentation I know he will make.

I respectfully request the favorable action of this subcommittee on the proposed legislation in question.

Senator LONG. The next witness is the Honorable Hulett C. Smith, commissioner, West Virginia Department of Commerce.

**STATEMENT OF HULETT C. SMITH, COMMISSIONER, WEST VIRGINIA
DEPARTMENT OF COMMERCE**

Mr. SMITH. Mr. Chairman, on behalf of the West Virginia Department of Commerce I wish to submit for inclusion in the record several brief reports covering States of the Allegheny Parkway, the economic effects of the parkway, and the effect upon the mid-Appalachian region, as well as the tourist economics of the parkway, and then the parkway as compared with its relationship to the recommendations of the Outdoor Recreation Resources Review Commission.

Senator LONG. All these documents will be included in the record. (The documents referred to follow:)

SELECTED ECONOMIC IMPLICATIONS OF THE PROPOSED ALLEGHENY PARKWAY¹

It is generally accepted that cultural isolation breeds a host of economic and social problems—provincial thinking, day-to-day planning, minimal financial investments, undersupported public institutions, substandard education, subsistence-level family life, heavy population migration, and the like. When a number of these factors combine, a spiral of self-defeat is set in motion which become contagious and spreads to other localities. The whole economy of the affected State, and eventually of the Nation, is inescapably influenced, either by swollen relief rolls or by the pervasive and destructive attitude of defeatism which poverty spawns.

The proposed Allegheny Parkway would open up 17 of the West Virginia's most isolated counties in the very heart of the Nation's most depressed area. Paradoxically, this pocket of depression is not isolated from the mainstream of American life by great distances; the problem is primarily an accident of topography. Herein lies both the region's greatest asset as well as its outstanding liability for the beauty of the rugged Alleghenies is a salable economic product. The key to reversing the economic recession in West Virginia, and simultaneously adding greatly to the Nation's accessible natural beauty, is, therefore, one and the same. The isolation of the southern Appalachian area must be broken. And, the Allegheny Parkway would do just that.

Statistics cannot tell the whole story, but they do reveal the broad dimensions of the problem which the proposed parkway would do much to alleviate. The following characteristics of the portion of West Virginia through which the parkway would pass are summarized from the accompanying statistical table:

1. Of the 17 counties affected by the proposed parkway, only 3 did not lose population during the past decade (1950-60).

2. Sixty-six percent of West Virginia's total population loss in the same period is represented by losses from this 17-county area.

3. The kind of migrants leaving the 17-county area is reflected in the fact that the general population loss was 14.4 percent of the 1960 population, but the loss in the work force was 20 percent of the 1960 work force. This has caused an increase in the average age of those who remain in the area, and a corresponding decrease in their earning power.

4. All 17 counties reported a gain in a family income for the decade (not adjusted for inflation); however, only 3 exceeded the West Virginia average which in 1960 was well below the national average.

5. In only 2 of the 17 counties (Berkeley and Logan) did full-time employment exceed the State average of 50.8 percent of the total work force. In 1960, a little more than half of the work force in the 17-county area was surviving on less than full-time employment.

6. Little change was affected in the average adult educational level in the 17-county area from 1950 to 1960; only 3 counties gained more than five-tenths of 1 school year in this period.

7. Of the 17 counties, 16 have been classified as "depressed areas" by the Federal Government.

¹ Prepared by West Virginia Department of Commerce, Hulett C. Smith, commissioner.

ALLEGHENY PARKWAY

SELECTED CHARACTERISTICS OF WEST VIRGINIA COUNTIES
AFFECTED BY THE PROPOSED ALLEGHENY PARKWAY

County	Population		Median Family Income		Per Cent Labor Force Employed Over 50 Weeks 1960	Labor Force (All Workers) 1950	Labor Force 1960	Educational Level Min. Sch. Yrs. - 1950		Educational Level 1960	Depressed Area Yes No	Selected ODDP Recommendations (Related to Parkway Development)
	1950	1960	1950	1960				1950	1960			
Berkeley	10,359	33,791* +3,432	2,621	4,725* +2,104	55.1*	11,485	11,480	8.6	8.7	+ .1	Yes	All or most refer to: 1. Development of tourist attractions - some local, some inter-county 2. Forest products based on native crafts - possibilities dependent upon increased tourism 3. Proximity to metropolitan markets and the need for improved roads to adequately serve them (note: The parkway would encourage industrial development too, but this is not the chief potential of the area involved)
Morgan	8,276	8,376* +100	2,033	3,608	45.2	2,500	2,495	8.2	8.6	+ .4	5 (b) rural	
Hampshire	12,577	11,705	1,497	2,925	41.0	3,956	3,371	8.1	8.5	+ .4	5 (b) rural	
Mineral	Loss	-872	+1,428	2,925	50.0	6,640	6,479	8.5	9.0	+ .5	5 (a) urban	
Grant	8,756	8,304	1,272	2,437	44.9	2,578	2,344	8.2	8.5	+ .3	5 (b) rural	
Pendleton	Loss	-452	+1,165	2,490	42.8	2,839	2,114	8.2	8.5	+ .3	5 (b) rural	
Randolph	Loss	-1,220	+1,224	3,547	44.8	8,727	7,170	8.5	8.8	+ .3	5 (b) rural	
Pocahontas	Loss	-4,209	+1,455	3,547	47.7	3,673	2,722	8.2	8.7	+ .5	5 (b) rural	
Greenbrier	Loss	-2,344	+1,360	3,160	43.2	12,171	9,874	8.5	8.9	+ .4	5 (a) urban	
Monroe	Loss	34,446	2,262	3,426	45.9	4,102	3,263	8.4	8.7	+ .3	5 (a) urban	
Monroe	Loss	-1,584	1,496	2,597	45.9	4,102	3,263	8.4	8.7	+ .3	5 (a) urban	

ALLEGHENY PARKWAY—NEW HOPE FOR MID-APPALACHIANS REGION¹

The mid-Appalachian region, lying in portions of four States, is looking to the Allegheny Parkway as a "funnel of hope" which can lift its social, educational and economic structures from the depths of habitual depression. Easy access is one of the chief needs of the region as determined by a four-State task force which was organized to plan future development. The four States involved in this development are Virginia, Tennessee, Kentucky, and West Virginia.

The dramatic possibilities are clearly apparent for the creation of a broad tourist area development program in this mid-Appalachian region. The region is a wealth of history, scenery and recreational opportunity. Yet, the area has been virtually "cut off" from the rest of the Nation by inadequate roads and high mountains.

If the mid-Appalachian region is to ever enjoy a stabilized economy; a higher standard of living; a sounder tax base and greater social progress, it must put to full use its versatile potential and its employment-dependent industries must be diversified. Before this can happen, it must become more accessible to the rest of the Nation. A first-class network of roads is mandatory.

However, since tourism looms as the most readily available source of jobs, revenue, and prosperity for the region, all haste in the construction of the Allegheny Parkway must be made. This highway alone can change the entire complexion of the region, by opening up the area to the whole of the bulging eastern metropolitan population centers.

The true significance of the tourist dollar to the mid-Appalachian area can be found in the "Report to the President and to the Congress" by the Outdoor Recreation Resources Review Committee. The report states: "Although the chief reason for providing outdoor recreation is the broad social and individual benefits it produces, it also brings about desirable economic effects. Its provision enhances community values by creating a better place to live and increasing land values. In some underdeveloped areas, it can be a mainstay of the local economy. And it is a basis for big business as the millions of people seeking the outdoors generate an estimated \$20 billion a year market for goods and services."

The mid-Appalachian region which encompasses portions of four States is underdeveloped, but is heavy on recreation potential that people seek most. "About 90 percent of all Americans participated in some form of outdoor recreation in 1960. In total they participated in one activity or another on 4.4 billion separate occasions. It is anticipated by 1976 the total will be 6.9 billion, and by the year 2000 it will be 12.4 billion, a threefold increase by the turn of the century."

In the years ahead, recreational demands of our people will require more land. Before we find ourselves faced with a crisis in recreation, it seems logical that we make accessible such areas as the Appalachian region by highways that permit our masses to visit, enjoy, and study.

The Allegheny Parkway would be a good start in the direction of giving hope to a people and a region that has suffered through continual depression, due mostly to the lack of diversified industry and a poor highway access system.

The four-State task force is now organizing to plan and implement a joint effort among the States involved to help develop the tourist industry and the broad resources base of the area. The area is dedicated to self-help. Not only is it working with Federal and State agencies, but also has the uniqueness of initiating a four-State task force to work toward a common goal. It seems prudent and wise to grant heavy consideration to the overall rewards of the Allegheny Parkway on the future outlook of the East's most neglected region, the mid-Appalachian region.

TOURIST ECONOMICS OF THE ALLEGHENY PARKWAY¹

West Virginia now enjoys a tourist visitation of 7 million people each year. These people spend more than \$250 million per year, making it the third or fourth largest segment of our economy. Based upon reports of the Blue Ridge Parkway, it is estimated that the 360 miles of parkway that would traverse the east-

¹ Prepared by West Virginia Department of Commerce, Hulett C. Smith, commissioner.

ern mountains of West Virginia would pour an additional 7 million tourists into West Virginia and they would spend some \$70 million more per year. The increased tourist traffic and resultant enterprise development can mean 3,000 new permanent jobs and 10,000 additional summer jobs to the area.

The Allegheny Parkway can bring about economic, educational, and social revolution in the eastern counties of West Virginia. The country is beautiful, the fishing, hunting, camping, and vacationing opportunities are unsurpassed, yet the area is essentially forests and farms. The average net income for these farms is less than \$900 per year. For this reason, many children from these counties do not avail themselves of college educations. Many must quit high school early to work in the woods or on the farm. An economic boost is necessary to the area if equal social, economic, and educational opportunity is to be theirs.

Still, the terrain is rugged and the mountains are high. Within our lifetime, it is unlikely that any sizable industrial complex will find it economically feasible to develop in the area. The total hope and economic salvation of these scenic mountain lands lies in tourism.

In many respects and from many points of view, it is right that industry should not despoil the wilderness beauty of the Allegheny highlands across which the parkway will pass. The recreational opportunity we now possess will increase in value to all mankind as the eastern coast becomes more developed and congested with mushrooming populations. These people will continue to demand and should by all means have some semblance of the "great outdoors" available to them and to their children in proximity to their homes. The parkway will offer proximity and ease of travel through the playground of the East in the scenic highlands of West Virginia.

It is logically expected, and in fact virtually documented by the records of the Blue Ridge Parkway, that free enterprise will converge upon the entrances to the Allegheny Parkway to construct motels, hotels, restaurants, gift and craft shops, and additional service facilities aimed at the traveler.

These establishments will provide permanent type employment for the local citizens, besides bringing into the area administrators to operate and manage these facilities. From this growth and the annual tourist expenditure of \$70 million, the tax base, schooling opportunity, employment, social structure, and standard of living will be enhanced each passing year.

This parkway would also enhance the mountain folk lore and crafts skills, since the highway will provide a ready market for native crafts and skills in the way of souvenirs and crafts sold to tourists. Everybody who travels likes to take home something truly representative of the area he visits. Due to marketing problems and costs, many native crafts have merely "held on" instead of expanding. A ready market for these crafts could again stimulate an upsurge in the native crafts and traditions.

Home industries would be boosted greatly. While not offering full employment to all such people, the increased travel trade would provide additional funds for short budgets and the standard of living would be upgraded throughout the mountain area.

Perhaps of less economic consideration, but of great social value is the breaking down of sectionalism and other social barriers which have existed for years about and among mountain people. Better understanding among all people traveling to or living among the mountains of eastern West Virginia would arise.

From a minimum acreage of land, the parkway offers West Virginia a maximum return in the way of tourist dollars, and likewise offers new horizons to eastern metropolitan area citizens who have been denied easy access to the mountains of West Virginia these many years.

THE ALLEGHENY PARKWAY AND ITS RELATIONSHIP TO THE RECOMMENDATIONS OF THE OUTDOOR RECREATION RESOURCES REVIEW COMMISSION¹

In 1958, Congress established the Outdoor Recreation Resources Review Commission to make an intensive nationwide study of outdoor recreation and its potential—its history, its place in current American life, and its future.

A 3-year study, one involving all levels of government and private contribution, was completed in January of this year and published under the title "Outdoor Recreation for America."

¹Prepared by West Virginia Department of Commerce, Hulett C. Smith, commissioner.

It was, in effect, a master plan of development of outdoor recreation facilities for this Nation between now and the year 2000. Chairman of the Commission is Laurance S. Rockefeller and, for that reason, the report is more commonly referred to as the Rockefeller report.

Many of its findings and recommendations for future development revolve directly around roads and highways to make the scenic, recreation, and historic attractions of the country more readily accessible to the greatest number of people.

Three findings of the study are particularly pertinent to setting the stage for the need for a parkway like the proposed Allegheny Parkway. They are:

1. The simple activities are the most popular. Driving and walking for pleasure, swimming and picnicking lead the list of outdoor activities in which Americans participate and driving for pleasure is the most popular of all. This is generally true regardless of income, education, age, or occupation.

2. Outdoor opportunities are most urgently needed near metropolitan areas. Three quarters of the people will live in these areas by the turn of the century. They will have the greatest need for outdoor recreation and their need will be the most difficult to satisfy as urban centers have the fewest facilities (per capita) and the sharpest competition for land use.

3. Across the county, considerable land is now available for outdoor recreation but it does not effectively meet the need. Over a quarter billion acres are public designated outdoor recreation areas. However, either the location of the land, or restrictive management policies, or both, greatly reduce the effectiveness of the land for recreation use by the bulk of the population.

Much of the West and virtually all of Alaska are of little use to most Americans looking for a place in the sun for their families on a weekend, when the demand is overwhelming. At regional and State levels, most of the land is where people are not. Few places are near enough to metropolitan centers for a Sunday outing. The problem is not one of total acres but of effective acres.

The voluminous report, 245 pages in length, contains many other recommendations, facts and figures which could be used in support of the Allegheny Parkway project, but for the purpose of brevity, this summary will examine only the three mentioned above.

Driving for pleasure and recreation is the most popular outdoor activity of all, according to the report. Together with walking for recreation, pleasure driving accounts for 42 percent of the total annual outdoor activity of all Americans. By the year 2000, this demand is expected to almost triple, from 872 million persons annually in 1960 to 2,215 million by the year 2000.

Therefore, the proposed Allegheny Parkway would be a "natural" to help fulfill this need, providing a 360-mile long recreation highway for many millions of pleasure seekers. It would, above all, make West Virginia a regional, outdoor recreation center for the eastern half of the country.

In the matter of the need for outdoor recreation opportunities being most urgently required near metropolitan areas, it should be pointed out that West Virginia is within an easy 1-day's driving distance of half of the Nation's population and that much of the State is still virtually unspoiled by the onrush of civilization.

The Rockefeller Commission report points out that "the most striking aspect of the supply of outdoor recreation resources in America is one of paradox." It states that, while there are abundant acres for outdoor recreation opportunities, they are "not now available for general public recreation use. Most of this land is in the mountains of the West and Alaska while a large percentage of the people are in the East."

Thus, West Virginia—with much of its land area still undeveloped, with native forests abounding and with much of its rugged terrain forming a permanent barrier to development other than for that of outdoor recreational purpose—has the greatest potential of any State as an outdoor recreation spot to serve the great population centers of the East.

The Allegheny Parkway would make these recreation areas of the State readily accessible to serve these masses of the American public.

In other words, the Allegheny Parkway would most definitely fulfill the need for more effectiveness of the land for recreation use by the bulk of the population as described in No. 3 above. It would, above all, open up these untapped outdoor recreation "reservoirs" of the State for use by the heavily populated regions east of the Mississippi River.

Among its recommendations, the report also cites the need for the Federal Government and States to "recognize the potential recreation values in highway construction programs and assure that they are developed."

RESOLUTIONS AND STATEMENTS FROM COUNTY DEVELOPMENT ORGANIZATIONS,
CHAMBERS OF COMMERCE AND THE WEST VIRGINIA LEGISLATURE IN SUPPORT OF
THE ALLEGHENY PARKWAY PROJECT¹

On February 6, 1962, the West Virginia House of Delegates unanimously approved House Concurrent Resolution No. 42 urging Congress to approve construction of the Allegheny Parkway. The West Virginia Senate subsequently gave unanimous approval to the same resolution. It was as follows:

"HOUSE CONCURRENT RESOLUTION NO. 42

"Requesting the Congress of the United States to approve the construction of the Allegheny Parkway

"Whereas Senate bill 1798 introduced by Senator Robert C. Byrd and House bill H.R. 6986 introduced by Representative Harley O. Staggers propose the construction of a parkway along the Allegheny Mountains extending from Hagerstown, Md., to Cumberland Gap, Ky., and being the first link in a system of parkways extending from Maine to the Gulf of Mexico; and

"Whereas this parkway would transverse the State of West Virginia for approximately 360 miles of its total length of 550 miles and would include two spur roads within this State; and

"Whereas the route of such parkway, as proposed, would afford access to the principal scenic attractions of the counties of Jefferson, Berkeley, Morgan, Hampshire, Mineral, Grant, Hardy, Randolph, Pocahontas, Greenbrier, Monroe, Summers, Mercer, McDowell, Mingo, Raleigh and Fayette; and

"Whereas the Allegheny Parkway would afford convenient access for the majority of the population of the United States to one of the country's most scenic areas that has been heretofore unavailable due to the lack of adequate highways and would provide an enormous economic surge to the State of West Virginia: Therefore, be it

Resolved by the Legislature of West Virginia: That the Congress of the United States is hereby requested to authorize the construction of the Allegheny Parkway as currently proposed in Senate bill 1798 and House bill H.R. 6986; and be it further

Resolved, That the clerk of the house of delegates transmit a copy of this resolution to the U.S. Senators and Members of the House of Representatives from West Virginia."

Four county development organizations have taken official action in endorsing the Allegheny Parkway project. Their resolutions are as follows:

MORGAN COUNTY

Joint resolution of the members and directors of the Morgan County Economic Development Corp., Morgan County, W. Va., passed on March 20, 1962, urging the Congress of the United States to approve construction of the scenic Allegheny Parkway, as proposed in Senate bill 1798 and House bill H.R. 6686

The members and directors of said corporation being the same persons having been properly notified and duly convened, and upon proper motion, duly made and seconded, unanimously pass the following resolution:

"Whereas Morgan County, a scenic area of 231 square miles with a population of more than 8,000, located in eastern West Virginia, would be directly affected by construction of the Allegheny Parkway; and

"Whereas the economic status of Morgan County is today in need of strengthening; and

"Whereas Morgan County's recreational resources are extraordinarily varied in number and kind (the county's terrain affords excellent facilities for the camper, swimmer, hiker, hunter, fisherman, photographer, amateur archaeologist or historian, weekend geologist or naturalist, boating enthusiast, archer, equestrian, golfer, tennis player); and

"Whereas the county seat, Berkeley Springs, is a health resort spa, featuring warm mineral springs, and within the county are also located Cacapon State Park and Sleepy Creek State Forest, two areas comprising 26,000 acres of mountain, field and stream maintained for public use; and

¹ Compiled by West Virginia Department of Commerce, Hulett C. Smith, commissioner.

"Whereas the county today is the location of three hotels and eight motels, with interest present for additional construction if demand warrants; and

"Whereas these varied recreational facilities would become easily accessible to the majority of the population of the United States upon construction of the Allegheny Parkway (Morgan County is within 100 miles of Washington, D.C., Baltimore, Md., and Pittsburgh, Pa., and within 300 miles of Philadelphia and New York); and

"Whereas the Allegheny Parkway would prove of enormous economic benefit to Morgan County, and adjacent areas, and of considerable benefit to the millions visiting it: Now, therefore, be it

"Resolved by the Morgan County Economic Development Corp., That the West Virginia congressional delegation and all State and Federal officials concerned, be urged to support authorization of the construction of the Allegheny Parkway, as currently proposed in Senate bill 1798 and House bill H.R. 6986.

"RALPH HOVERMALE, President."

GREENBRIER COUNTY

GREENBRIER COUNTY, W. VA., *March 22, 1962.*

"GREENBRIER COUNTY DEVELOPMENT COMMISSION RESOLUTION NO. 1, REQUESTING THE CONGRESS OF THE UNITED STATES TO APPROVE THE CONSTRUCTION OF THE ALLEGHENY PARKWAY

"Whereas Senate bill 1798 introduced by Senator Robert C. Byrd and House bill H.R. 6986 introduced by Representative Harley O. Staggers propose the construction of a parkway along the Allegheny Mountains extending from Hagerstown, Md., to Cumberland Gap, Ky., and being the first link in a system of parkways extending from Maine to the Gulf of Mexico; and

"Whereas this parkway would transverse the State of West Virginia for approximately 360 miles of its total length of 550 miles and would include two spur roads within this State; and

"Whereas the route of such parkway, as proposed, would afford access to the principal scenic attractions of the counties of Jefferson, Berkeley, Morgan, Hampshire, Mineral, Grant, Hardy, Randolph, Pocahontas, Greenbrier, Monroe, Summers, Mercer, McDowell, Mingo, Raleigh, and Fayette; and

"Whereas the Allegheny Parkway would afford convenient access for the majority of the population of the United States to one of the country's most scenic areas that has been heretofore unavailable due to the lack of adequate highways and would provide an enormous economic surge to the County of Greenbrier and to the State of West Virginia; therefore, be it

"Resolved by the Greenbrier County Development Commission, That the Congress of the United States is hereby requested to authorize the construction of the Allegheny Parkway as currently proposed in Senate bill 1798 and House bill H.R. 6986; and be it further

"Resolved, That the chairman of the Greenbrier County Development Commission transmit a copy of this resolution to the U.S. Senators and Members of the House of Representatives from West Virginia, Interior Secretary Stewart L. Udall and to U.S. Senator Alan Bible, chairman of the Interior Subcommittee which handles parkway legislation."

As chairman of the Greenbrier County Development Commission, I hereby certify that the above resolution has been approved by a two-thirds majority of the commission membership, by written ballot. In testimony of this act I have affixed my signature this 22d day of March 1962.

JAMES E. VENABLE, *Chairman.*

TUCKER COUNTY

At the regular meeting of the Tucker County Development Association, a resolution was adopted requesting the Congress of the United States to approve the construction of the Allegheny Parkway.

"Whereas the proposed Allegheny Parkway, while not transversing Tucker County, would bring many more tourists near to our scenic attractions and recreation areas; and

"Whereas it would greatly effect the economic benefits of the county of Tucker; and

"Whereas the neighboring counties would benefit greatly from such a parkway :
Therefore be it

"Resolved by the Tucker County Development Association, That the Congress of the United States is hereby requested to authorize the construction of the Allegheny Parkway, as currently proposed in Senate bill 1798 and House bill H.R. 6986."

RALPH H. DUNKLE, *Secretary.*

WYOMING COUNTY

At a meeting of the Wyoming County Zoning and Planning Commission, held at the county office building in Pineville, W. Va., at 10 a.m., March 3, 1962, the following resolution was unanimously adopted:

"Whereas Senate bill No. 1798 introduced by Senator Robert C. Byrd and House bill No. 6986 introduced by Representative Harley O. Staggers propose the construction of the Allegheny Parkway, 75 percent of which would be in the State of West Virginia, said parkway extending from the State of Maryland through the State of Kentucky, and being intended to be a part of a system of parkways extending from Maine to the Gulf of Mexico; and

"Whereas the planned route of such parkway would afford access to the major scenic attractions of the entire eastern portion of the State of West Virginia and would also afford an opportunity for the majority of the population of the United States to visit said scenic attractions; and

"Whereas not only would said parkway afford an economic boost to the State of West Virginia, but would also provide a means of access to a portion of the State that does not now have sufficient highways: Therefore be it

"Resolved by the Zoning and Planning Commission of Wyoming County, W. Va., That the Congress of the United States is hereby requested to authorize the construction of the Allegheny Parkway; and be it further

"Resolved, That the Secretary of said Commission transmit a copy of this resolution to the U.S. Senators and Members of the House of Representatives from West Virginia."

I hereby certify the above resolution to be a true and correct copy as obtained from the minutes of the meeting of the date above stated.

J. R. BEAVERS, *Secretary.*

FAYETTE COUNTY

Re Allegheny Parkway.
HON. ALAN BIBLE,
U.S. Senator,
Washington, D.C.

DEAR SENATOR BIBLE: On behalf of the Fayette County (W. Va.) Development Corp., the recognized nonprofit development organization for our county, I wish to encourage you to set public hearings on the proposed Allegheny Parkway at an early date and to support this project after proper hearings have been held.

Although the detailed factual information needed for approval of such a project will be forthcoming in the formal hearing and by other investigation, I did want by this letter to place this organization on record as being wholeheartedly in support of the Allegheny Parkway proposal.

If our group can provide you or your committee any information, please do not hesitate to call on us.

Very truly yours,

EARL M. VICKERS, *President.*

The following statements endorsing the proposed Allegheny Parkway project have been given on behalf of other development organizations, chambers of commerce, and the like:

HAMPSHIRE COUNTY

Ralph W. Haines, chairman, Romney Citizens Committee, Romney, W. Va.: "I can't emphasize the importance of the parkway enough. It is all important as a desirable access to our many scenic and recreational attractions. Please urge Congress to authorize construction. We are behind it."

ALLEGHENY PARKWAY

GRANT COUNTY

Roswell H. Alt, president, Petersburg Industrial Development Corp., Petersburg, W. Va.: "All of our people are behind the Allegheny Parkway. We think it would be a good thing for the entire State. We will work for it in any possible way."

POCAHONTAS COUNTY

Neil Kellison, president, Marlinton Chamber of Commerce, Marlinton, W. Va.: "I'm very much in favor of the proposed Allegheny Parkway. Many citizens of Marlinton and area join me in the conviction that it would be a good thing for the State."

SUMMERS COUNTY

E. B. Ayres, president, Chamber of Commerce of Hinton, Inc., Hinton, W. Va.: "We feel it will certainly be an important connecting link to our water and other recreational facilities. It will make them easily available to many tourists. It would open up our area and generally stimulate growth."

M'DOWELL COUNTY

Charles E. Martin, immediate past president, Welch Chamber of Commerce, Welch, W. Va.: "This type of roadway has done great things for other States and could do the same for West Virginia. It would be a much needed addition to our road system and would encourage the growth of tourism and industry."

JEFFERSON COUNTY

Shirley M. Hunt, president, Jefferson County Chamber of Commerce, Charles Town, W. Va.: "We're certainly in favor of the parkway and would send a resolution stating so."

RANDOLPH COUNTY

Mr. John Harris, president, Elkins Chamber of Commerce, Elkins, W. Va.: "We have nothing but favorable comments on the Allegheny Parkway proposal. We feel that it will give our economy a shot in the arm by providing convenient commercial and tourist access to our area. Our chamber of commerce and industrial development corporation endorses this proposal to the hilt."

RALEIGH COUNTY

Robert Hamilton, managing director, Beckley Chamber of Commerce, Beckley, W. Va.: "We feel that the Allegheny Parkway would be a convenient access for thousands of tourists. As you know, we are enthusiastic boosters of tourism, and therefore, we feel that the parkway would be a welcome "shot in the arm" for southern West Virginia. We will be happy to work for the proposal in every way."

MINGO COUNTY

Sid Copeley, managing director, Tug Valley Chamber of Commerce, Williamson, W. Va.: "We certainly feel that the proposed parkway would be of great benefit to this section of West Virginia. We are in need of a modern convenient access for tourists and are very much in favor of the proposal."

Mr. SMITH. In connection with those, I want to briefly cover the reports, because they cover some of the economic implications I think are important based upon the testimony of Senators Randolph and Byrd, and the Governor.

I would like to again emphasize the fact that in West Virginia a remarkable progress has been made in the attack upon unemployment.

Unemployment was reduced in West Virginia last year by one-third—dropped from 96,000 down to 70,000. Unfortunately, the program that we have, which is working fine, and which is not included in these figures—whereby we employ some 12,700 men under the aid to dependent children of unemployed fathers program—does not reach the area particularly that the Allegheny Parkway would serve. And

I think that that is important when we talk about this, because we in West Virginia are doing, I think, the utmost through the raising of taxes, public works programs, intensive drive for new industry, both locally created and imported. And the parkway will mean a tremendous benefit to these areas of the State that are isolated from our rivers and where our industrial centers are, that we cannot reach in any other way.

In pointing out this, in the report just filed here, it is noted that the proposed parkway will probably pass through 17 counties of West Virginia, of which only 3 did not lose population in the period between 1950 and 1960.

Another figure of interest is that 66 percent of the State's total population loss in the same period is represented by losses from these 17 counties.

Now, they all reported a gain in family income for the decade, not adjusted for inflation—but only three of the counties through which this parkway will pass exceeded the West Virginia average, which in 1960 was well below the national average of family income.

And then more important as to the economic effects this would have, it should be realized that in only 2 of the 17 counties did full-time employment exceed the State's average of 50.8 percent of the total work force. Thus, in 1960, a little more than half of the work force in this 17-county area were surviving on less than full-time employment.

I think this is important to recognize when you realize that in West Virginia we had a total population loss of some—in these counties—of 96,494 people. The work force, a loss of 35,933 people.

That parkway, through the construction and through the tourist potential that would come with it, will make a great improvement for our economics in this area that lies along the route of this parkway.

There is also an exhibit, or a report that we are giving, that covers the economic effects of such a parkway on the four-State mid-Appalachian region. This parkway would be a good start in the direction of giving hope to a people in a region that has suffered through continual depression, due mostly to the lack of diversified industry and a poor highway access system.

It will be a great boon to the tourist business, and tourism is a labor-intensive industry, employing great numbers of persons in accommodation facilities, souvenir making and sales, service station and other service-type businesses and industries.

In the accompanying report on the tourist economics, we believe that such a recreation highway would pour an additional 7 million tourists into the State annually, and thus they would spend—say they average \$10 each—\$70 million more than is now being spent in West Virginia.

We are also submitting a report that relates the need of the Allegheny Parkway to the fulfillment of the needs and the recreational goals determined by the Outdoor Recreation Resources Review Commission, during its 3-year study just completed and submitted to President Kennedy this year.

We are also submitting to show that we have the unified support of all West Virginia development groups, and the West Virginia Legislature, resolutions and statements from such groups wholeheartedly backing the project.

West Virginia, with its land area ideal for outdoor recreation, most of it still undeveloped, is a great opportunity for tourism. We now enjoy a tourist visitation of several million people per year. Based upon the reports of the Blue Ridge Parkway, and the fact that 360 miles of the Allegheny Parkway would traverse the eastern mountains of West Virginia, this increased tourist traffic and resultant enterprise development can mean at a minimum 3,000 new permanent jobs, and 11,000 additional summer jobs in the area.

This area is a beautiful country. Yet it is comprised economically of primarily forests and farms. The average net income of these farms is less than \$900 per year. For this reason, many children from these counties do not avail themselves of college education. Many must quit high school early to work in the woods or on the farm. This area needs an economic boost if we are going to have equal social, economic, and educational opportunities for these young people.

We have a tremendous potential. The fact that free enterprise will move into the area, such as has moved in around the Blue Ridge Parkway—we will have a development of mountain folklore and craft skills—I might add here under Governor Barron a program is being developed in West Virginia for the training of persons to learn these skills, and develop their native talents, so as to produce native crafts in the way of souvenirs that could be sold, and which will create a home market industry of our own. These things are all going on, but primarily the Allegheny Parkway will give a terrific boost to this.

For a minimum acreage of land, the parkway offers West Virginia a maximum return in the way of tourist dollars, and opens up a great potential for the State of West Virginia because it will remove the permanent barrier to development that we have had along this area for these many years. It will make West Virginia a great outdoor recreation spot to serve the great population masses of the East—only if the Allegheny Parkway is built.

Thank you.

Senator LONG. Thank you, Mr. Smith.

The next witness, Hon. Warden Lane, director of the department of natural resources.

STATEMENT OF WARDEN LANE, DIRECTOR, DEPARTMENT OF NATURAL RESOURCES

Mr. LANE. Mr. Chairman, I have filed a brief entitled "The Effects of the Allegheny Parkway on Parks and Recreational Development in West Virginia."

(The document referred to follows:)

THE EFFECTS OF THE ALLEGHENY PARKWAY ON PARK DEVELOPMENT IN WEST VIRGINIA¹

The proposed Allegheny Parkway, with its northern terminus the C. & O. Canal not far from Harpers Ferry, would traverse West Virginia in such a way as to put on display, with very little additional travel, more than 50 percent of the existing State parks and the proposed new ones.

We could anticipate with this type of access that it would accommodate people who are interested in our mountain scenery and almost triple the present

¹ Prepared by West Virginia Department of Natural Resources, Dr. Warden Lane, director.

visitation to the parks in the eastern part of the State. It would give emphasis to our entire park system and would make West Virginia a name synonymous with park development.

Additional facilities to some extent would be required at the State level, and the economic benefits which would accrue to the communities near these State areas would be reflected in the overall economy of the State. It is estimated by those who deal in lodge and motel types of development that for every two tourists who spend the night in our State, one employee is required.

Under additional State developments, this department could visualize the need and desirability of having at Seneca Rocks a development which would portray the history and legend of the various Indian tribes that were associated with this area before the coming of the white man and a development that would tell the geological story of the Alleghenies, as we have no park at either the National or State level in the East which deals to any great extent with rock formations and other geological features.

At the Naval Astronomy Center at Sugar Grove, we have an attraction which will bring hundreds of thousands of people into our State to see the engineering works of man, but while here they would enjoy tremendously the natural beauty of the area, and as we would come farther south on the parkway the outstanding beauty of the New River and Bluestone Canyons would be displayed to the world.

West Virginia long has been looked upon as a State with outstanding scenic beauty, but because of lack of access the scenic natural resources of the State have not been used to their fullest potential. With the coming of such a development as the Allegheny Parkway, the 360-mile ribbon of scenic beauty would create a State image that we in West Virginia have long desired.

The wild flowers of spring in our mountains would be enjoyed by thousands who seek recreation in the outdoors. The summer vacationists would be expected to come from all sections throughout the East to enjoy our pleasant days and cool nights. The autumn colors are without equal, and more and more people are beginning to enjoy the winter snows.

Mr. LANE. At this time I would like to submit a general statement relative to the parkway.

Thoughts of West Virginia are almost invariably associated with its hills and mountains, and streams, and, certainly, this is as it should be. I think our heritage, the courage and friendliness of our people, are typical of the rugged splendor of West Virginia's hills and mountains. In truth, however, few people outside our State, and many within, have never fully realized the wealth of her unparalleled beauty. Primarily because this beauty has not been accessible.

Therefore, there is not a shred of doubt in my mind as to the value of the proposed Allegheny Parkway. Why? Because I believe it would provide an access to "appreciation."

Passing through its proposed path, we can visualize restful views, startling beauty, unusual geological formations, famous areas, virgin wonderlands and historic points. Indeed, all of this within slightly more than 500 miles of 60 percent of the Nation's population. Consider, also, if you will the possible economic advantages to communities adjacent to the parkway and the State as a whole. These advantages would probably accrue more in the fields of service than other areas. Restaurants, service stations, sporting goods stores, souvenir shops, and others of a like nature would be aided immensely. Tourist development would be given new life and future expansion could well be beyond the realm of our present imagination.

Anyone possessed of pride in West Virginia would, I believe, find difficulty in masking the excitement and feeling of intangible inspiration when confronted with the natural and almost overwhelming beauty embraced by the proposed parkway.

I feel certain that the impact on those who see this area for the first time will be wonderfully shocking and lasting to the extent that they will wish to visit us not just once but many times.

Here, indeed, is an opportunity for us to give to our own and others of that which we have the most and of that which is, perhaps, our best. Namely, our God-given beauty.

The proposed parkway will open the door of West Virginia's 21 State parks, her 9 State forests, her 12 public hunting areas, 20 water impoundments, and other recreational areas presently being developed.

With the ever-increasing population in the East, with the shorter workweek, with America's population having more idle time, they will need to have some place to spend this time. God gave West Virginia its beauty and its splendor, and with proper access, we can share these gifts with all of our neighbors in the East. Thank you.

Senator LONG. Thank you, Mr. Lane.

The next witness, the Honorable Burl Sawyers, commissioner, West Virginia State Road Commission.

STATEMENT OF BURL SAWYERS, COMMISSIONER, WEST VIRGINIA STATE ROAD COMMISSION

Mr. SAWYERS. Mr. Chairman, my remarks are concerning the road construction and development program in West Virginia, in relationship to the Allegheny Parkway project.

The very virtues which constitute the grandeur of the area traversed by the parkway also contribute to the sparseness of the existing road net. The terrain is indeed formidable from the standpoint of road construction. Consequently, there is presently relatively little through traffic, especially along the north-south axis of this area. Practically all of the existing through traffic impinging on this area is in the east-west direction along the few existing major passes through the mountains. Population of the area being light, local traffic in the area is also light.

The mission of the State Road Commission of West Virginia is to administer its available road revenues as effectively as possible in accordance with traffic needs.

West Virginia's dilemma may be succinctly described in the following terms:

West Virginia ranks fifth among the States in the total number of miles of road under State control.

West Virginia ranks 32d among the States in the amount of revenue available for building and maintaining those roads. The State that ranks right above us in the number of miles of roads under State control, has $4\frac{1}{2}$ times as much available revenue for roads.

Our total population is only 2 million people, less than that of many single counties in other States.

Because of the mountainous terrain and soil conditions, road building costs in West Virginia are much higher than in other mountainous States.

West Virginia's mountainous terrain also affects West Virginia's ability to utilize Federal-aid highway funds. The Bureau of Public Roads will not participate in road improvements unless they are designed to national standards. The prevalence of mountainous grades

and sharp curves in West Virginia roads thus makes it extremely costly to meet Bureau of Public Roads standards and to obtain Federal participation. The high cost of meeting these standards is very frequently so great that West Virginia finds it difficult to pay its half of the high cost.

Therefore, it can be seen that West Virginia has a hard struggle to meet its road needs in the areas where traffic is heavy. It is equally obvious that the State cannot afford to spend its scarce State road funds in the area traversed by the Allegheny Parkway, where traffic is light at present. Furthermore, even if it were desired to utilize State funds matched by Federal aid funds, existing traffic needs probably would not justify the use of Federal-aid funds. This arises from the fact that benefit cost ratios are commonly applied as a measure of the justification for use of Federal-aid funds. Where traffic is light, the benefits are normally not sufficient in relation to cost to produce a favorable ratio.

While it would not be possible for the State road commission to undertake a major project of this kind due to our limited finances, it is possible that certain priority sections could be given consideration for improvement with Federal forest highway funds. For example, this year's construction program includes a 4-mile project from Alvon south, to be built with forest highway funds. The amount of these funds is limited by annual appropriations. However, we will be glad to give consideration to improvements on sections of the proposed parkway with forest highway funds as they become available.

In summary, lack of available roads prevents the development of the tremendous potential of this area for tourism and recreation. Present State and Federal highway funds are not generally available for major road improvements in this area, because of the higher priority of traffic needs elsewhere in the State. From the standpoint of highways, this is an underdeveloped area of important national significance on the basis of conservation, recreation, and scenic grandeur. As such, serious consideration should be given to the development of these assets by the National Government.

Mr. Chairman, attached to my statement is a map, a West Virginia highway official map, wherein has been colored in green the West Virginia Interstate System, and in blue the location of this parkway, as well as the map showing in the usual red the other main trunk line highways, that show the access to this proposed road.

I think it very accurately indicates the great need for this project.

Thank you, Mr. Chairman.

Senator LONG. Thank you, Mr. Sawyers. The booklet will be made available to the committee.

The next speaker—we will leave the regular order here and call a Mr. Eugene H. Brown, executive secretary, Associated General Contractors of West Virginia, Inc.

STATEMENT OF EUGENE H. BROWN, EXECUTIVE SECRETARY, ASSOCIATED GENERAL CONTRACTORS OF WEST VIRGINIA, INC.

Mr. BROWN. Thank you, Senator.

I am executive secretary of the Associated General Contractors of West Virginia, with offices in Charleston.

Our association is the West Virginia chapter of the Associated General Contractors of America, which maintains its national headquarters here in Washington. Our West Virginia chapter consists of 102 general contractors engaged in highway, heavy, and building construction, and 139 associate members who are among the principal equipment distributors, material suppliers, bonding companies, and specialty contractors serving the industry in our State.

I appear before your committee today to urge favorable action on S. 1798, to authorize construction of the Allegheny Parkway because the construction industry in West Virginia is confident that the project represents a tremendous step forward in strengthening and expanding West Virginia's economy, as well as that of the other States along its route.

This statement supplements an official action taken by our association. The Executive Committee of the Associated General Contractors of West Virginia, at a meeting on April 27, at Bluefield, adopted a resolution endorsing the Allegheny Parkway and urging the Congress to take favorable action for its early construction. A copy of that resolution is attached to this statement.

Senator LONG. The resolution will be included in the record. (The document referred to follows:)

ALLEGHENY PARKWAY

RESOLUTION ADOPTED BY THE EXECUTIVE COMMITTEE OF THE ASSOCIATED GENERAL CONTRACTORS OF WEST VIRGINIA, INC., AT BLUEFIELD, APRIL 27, 1962

The Associated General Contractors of West Virginia, Inc., endorses the proposed Allegheny Parkway and urges the Congress to take favorable action for its early construction.

Under plans of the National Park Service, the proposed parkway would extend 550 miles through the Allegheny Mountains from the Maryland border to the Cumberland Gap and would cost \$250 to \$360 million. In addition to crossing West Virginia, the parkway would touch areas in the States of Virginia, Tennessee, and Kentucky.

We are confident that the proposed parkway would be of great benefit to the area it crosses as well as to the Nation as a whole since it would make some of the most beautiful mountain scenery in America easily accessible to tourists and would do much to develop trade and industry in those areas.

We wish to emphasize that West Virginia will have a special interest in the proposed parkway since it may run through Jefferson, Berkeley, Hampshire, Mineral, Grant, Hardy, Randolph, Pocahontas, Greenbrier, Monroe, Summers, Mercer, McDowell, Mingo, and Fayette Counties.

Since the proposed Allegheny Parkway is of such vital importance to West Virginia we urge all interested parties, both groups and individuals, to write or wire their support to the U.S. Senate Public Lands Subcommittee, headed by Senator Allan Bible, Democrat, of Nevada, and to attend a hearing the subcommittee will hold on the project on May 9 at Washington.

Mr. BROWN. West Virginia is famous for its many scenic wonders—its virgin wilderness, its beautiful valleys, and its breathtaking mountains. Our State also has a rich heritage in history extending from the colonial days through the Indian wars and the American Revolution to the birth of West Virginia during the agony of the Civil War.

But many of those scenic wonders and historic landmarks are hard to reach because of West Virginia's hilly terrain. This applies especially to the 550-mile route of the proposed Allegheny Parkway, 360 miles of it in West Virginia, extending from the Maryland border south and west through our State.

Logically, the proposed parkway is the answer to the problem of providing better access to that vast area, much of it still undeveloped. The scenic wonders are there. The historic landmarks are there. Millions of tourists want to see them. The Allegheny Parkway will bring them together. Thus the parkway is simply good business in the job opportunities it will create in opening this vast nature wonderland to the people of our country.

Perhaps the greatest immediate benefit the project will provide for West Virginia and the neighboring States is the number of jobs in construction that it is possible to provide once it is underway. Contingent upon the necessary appropriations being made available, it is probable that once the letting of contracts is begun on a sustained basis that as many as 20 to 30 contractors could be working simultaneously upon this great project with total employment of 3,000 or more skilled workmen per year for 8 to 10 years, perhaps more. Literally hundreds of construction machines and trucks will be required. When you add the benefits accruing to the equipment and supply and service industries, the economic advantages that this project will bring in the immediate future should weigh heavily in its favor.

May I say also that the highway construction industry of West Virginia, and I believe this also is true of the industry in our neighboring States, has the capacity, the efficiency, and the skill, integrity, and responsibility that will be required to see it through to completion.

In recent years, we have conducted periodic surveys, at the request of the State Road Commission of West Virginia, to determine the capacity of the contractors of our State to perform the construction programs on the State's interstate and A-B-C primary and secondary systems. At no time within the past 5 years has our surveys shown that our contracting industry in West Virginia has been working at more than 50 percent of its rated capacity. Furthermore, due to the competitive conditions within the industry and also due to the steadily increasing capacity of the industry to produce roads, the records of the State road commission and the Bureau of Public Roads will confirm that contractors in West Virginia are now, and for several years have been, producing highways at prices as much as 20 to 22 percent below the State's estimates of the cost. Therefore, in my opinion, the start of construction of the Allegheny Parkway will not only provide a needed volume of work for our industry in an area where the labor supply is abundant, but will also give to the Government a magnificent parkway project at the lowest possible cost.

Another reason for our industry's support of the Allegheny Parkway is that one construction project encourages other construction in the same area, thus developing a chain reaction which will strengthen and expand the economy of the entire area.

It is easy to foresee once the parkway is built that numerous feeder roads will soon branch from it. It follows that such feeder roads will continue the development of the areas they touch. Upon these feeder roads, there will be service stations, gift shops, restaurants, motels, campsites, picnic grounds and recreation areas all contributing toward the strengthening of the economy along the parkway's route.

Summing up, the construction industry of West Virginia sees these outstanding advantages in the Allegheny Parkway from a business and economic standpoint:

First, it is a needed improvement to provide easy access for tourists to many scenic wonders and historic landmarks scattered throughout the area and such newer attractions as the National Radio Astronomy Observatory at Green Bank and the U.S. Navy's radio-telescope at Sugar Grove; and

Second, construction of the parkway will provide a needed volume of construction, with the probability, when funds are made available, that as many as 3,000 jobs could be provided annually for as long as 10 years in a labor surplus area, and at the same time create new employment opportunities for those in the equipment, material supply and service industries; and

Third, the authorization and appropriation of funds for construction of the parkway will start a chain reaction of other new construction that will be of lasting benefit in strengthening and expanding the economy of the entire area along its route.

In behalf of Associated General Contractors, and for our industry I thank you for the privilege of appearing before your committee today.

Senator LONG. Thank you, Mr. Brown.

The next witness, Edward B. Fox, commissioner of parks, Commonwealth of Kentucky.

STATEMENT OF EDWARD B. FOX, COMMISSIONER OF PARKS, COMMONWEALTH OF KENTUCKY

Mr. Fox. Mr. Chairman, thank you very much for the opportunity to appear before the committee in behalf of bill 1798.

Governor Combs and Lieutenant Governor Wyatt both asked me to express their regret that they could not be here to say to you what they would like to in support of this bill. They both told me that they strongly urge favorable consideration, and they would like to urge, in the routing of the Allegheny Parkway, if it is approved, to include the Breaks Interstate Park, and to go through the Cumberland Gap.

We think of course that the parkway is justified purely on the basis of the recreational features that it could afford, and the byproducts, economic, and the other benefits which could be brought about by the parkway would be of tremendously beneficial help. We know from what has been said about West Virginia, and all the other States—and certainly if the parkway traverses those countries going through Kentucky, from the Breaks to Cumberland Gap, it will cover that part of Kentucky which is at this stage the most depressed part economically.

For the past several years Kentucky has lost representation in Congress because of the out-migration of voters from that section of the State.

We think that with the parkway, and the developments which are taking place in Kentucky today, through the development of the State park system, the road system, which is being developed throughout eastern Kentucky, that this area has tremendous potential for the future.

We think that the area, because of the fact that most of the people we are losing are the young people—they are the people who mean so much to Kentucky—they are leaving, they leave the old people with us. These people go to Ohio, Indiana, Illinois to get jobs. If we can hold those people in Kentucky, through the economic progress which could be made if this road can be brought through there, we would go a long way toward solving the depressed area problem which is of such significance today.

We would like to strongly urge that full consideration be given to the development of the Parkway, based upon the final recommendations made by the Department of Interior.

Thank you very much.

Senator LONG. Thank you.

Have you any comment or any question, Senator Moss?

Senator Moss. No. I am very happy that I was able to get here for a little of this hearing. Today happens to be an extremely busy day. There are a number of hearings going on.

There was a hearing being conducted by the full Interior Committee down in 3110, which I was required to attend, because I had to preside part of the time down there.

I am very interested in the problem here presented. I intend to be present this afternoon. I am glad that you were here to keep this one going, while the one down there was going, Senator Long.

Senator LONG. Thank you, Senator Moss. I can say that you missed a very interesting series of speakers.

I have always known that Texans, Californians, and more recently I have been aware that Hawaiians, have joined them somewhat, take great pride in their State. Of course, none of us brag about it as much as the Texans and the Californians. However, while I have known that West Virginia, in this part of the United States, is associated with certain traits, the State motto always appealed to me. I believe, and I hope I am not misquoting it, that "Mountaineers Are Always Free." I have found out something in addition to that this morning—that they are exceedingly proud of their part of the world, as are Kentuckians, and my adopted State of Tennessee, east Tennessee.

We wish to thank you for being here. We will look forward to hearing the statements this afternoon of those of you who didn't appear this morning.

At this point, I will direct that several statements which have been received be inserted in the record.

(The documents referred to follow:)

STATEMENT OF CECIL B. HIGHLAND, JR.

As chairman of the Water Resources Committee of the Upper Monongahela Valley Association, and as person interested in the development of natural resources for the good of all our citizens, I desire to record my wholehearted support for the proposal to construct the Allegheny Parkway in the eastern mountains of West Virginia.

Local residents have hunted, toured, and fished in this area, and the outstanding beauties should be made available to many more people. The area is vast, and can absorb many more touring families than now are allowed access over the primitive road network.

It is peculiarly desirable that construction of the parkway be a Federal undertaking, because many of the people who will benefit most from access to the beautiful mountains and valleys are from population centers in many other

States. West Virginia will benefit by being host to visitors, of course, but I believe the visitors will benefit even more when the parkway permits them free travel north and south in the Allegheny Mountain region.

STATEMENT OF NORMAN LAUGHLIN, MANAGER, UPPER MONONGAHELA VALLEY ASSOCIATION, FAIRMONT, W. VA.

The Upper Monongahela Valley Association, a regional development organization embracing 10 north-central West Virginia counties, is deeply interested in the proposed Allegheny Parkway. It is the association's opinion that the parkway would open a new front for outdoor recreation opportunities, particularly in an area where scenery, water, frost, and natural areas are abundant. These areas are generally unknown to visitors because of difficulty of access. The parkway, with connecting routes, would provide the means whereby people could leisurely enjoy the area's fine recreation resources.

The Upper Monongahela Valley Association has been highly active in the field of travel and recreation. It is the association's opinion, therefore, that the proposed parkway would greatly enhance the economy of the area and provide an outlet for millions of people from the eastern seaboard in search of outdoor recreation facilities.

STATEMENT OF DON POTTER, CHAIRMAN, ADVISORY BOARD, WEST VIRGINIA DEPARTMENT OF COMMERCE, FAIRMONT, W. VA.

West Virginia's wealth of scenery and related natural resources offers substantial opportunity for outdoor recreation development. These resources are generally undeveloped and are found in the mountain areas. They are unsurpassed in beauty and grandeur.

The proposed Allegheny Parkway as projected would (1) provide an access road to the scenic wonders of an area relatively unknown; (2) add to the recreation opportunities for millions of persons in the Eastern United States seeking the outdoors; (3) aid the economic development of the region affected and the State as a whole; and (4) provide job opportunities for persons in depressed areas. The parkway would also bring about the development of supporting tourist facilities throughout the area by private enterprise.

It is my judgment that the proposed Allegheny Parkway would open the door to a new era in the State's search for economic opportunities. Equally important is the sharing of our scenic wonders with an ever-increasing population.

STATEMENT OF WALTER C. GUMBEL, MEMBER, STATE SOIL CONSERVATION COMMITTEE, FAIRMONT, W. VA.

Sixty million people live within 300 miles of West Virginia's outstanding natural and yet undeveloped outdoor recreation resources. These generally include unusual scenic and esthetic values, water, forests, natural areas, and game and fish. It is essential that these resources be developed as a means to improve the economy of the State, particularly in counties where incomes are depressed.

The proposed Allegheny Parkway is a requisite to this end for it will provide access to the areas where outdoor recreation resources are found in abundance. Equally important is the fact that the parkway traverses a section of the State where land-use problems have much in common. As such, the parkway will provide the opportunity to begin laying plans for a longtime natural resources development program in which outdoor resource recreation will play a major role. In so doing, it will give credence to the multiple-resource use concept.

The proposed Allegheny Parkway will also provide the stimulus for the initiation of a comprehensive regional resources development program in keeping with the capability of the land. What we see here unfolding could be the beginning of a broad plan designed to utilize the area's vast natural resources in an orderly manner. For these reasons, the State soil conservation committee believes the parkway should be built and pledges its full support.

FRANKFORT, KY., May 9, 1962.

Senator ALAN BIBLE,
Subcommittee on Public Lands, Committee on Interior Affairs,
Senate Office Building,
Washington, D.C.:

I regret that prior engagements which I could not cancel make it impossible for me to be present and testify at the hearing Thursday, May 10, on the bills proposing an appropriation for a survey of a proposed natural parkway to connect some of the great national parks. I have asked Edward V. Fox, commissioner of parks of the Commonwealth of Kentucky, to serve as my personal representative at the hearing.

I would like to be on record, however, as stating that the Kentucky Department of Highways is vitally interested in the proposed parkway extensions and will cooperate to the very fullest extent with the Federal Government in connection with their planning and construction.

It is Kentucky's very firm recommendation that Congress authorize the Department of Interior and the Department of Commerce to make studies of alternate routes for parkway extensions. It is understandable that Kentucky's preference is that the Allegheny Parkway be brought into Kentucky through the Breaks Interstate Park on the Kentucky-Virginia border, and that it follow the Cumberland Mountain Range from the Breaks Interstate Park to the Cumberland Gap National Historical Park.

Kentucky heartily supports the recommendation that this parkway be extended from Cumberland Gap National Park to Mammoth Cave National Park and thence to connect with the Natchez Trace Parkway. Such a route would afford a traveler an opportunity to see some of the most outstanding natural scenery in America and to visit places of both great scenic and historic interest.

In my opinion, the best interest of the Nation will be served if authority is granted for the broadest study of alternate locations to the end that the final decision will take into consideration all of the factors that are important to this project.

HENRY WARD,
Commissioner, Kentucky Department of Highways.

Senator LONG. We will recess until 2 p.m. and reconvene in room 3110.

(Whereupon, at 11:55 a.m., the committee recessed, to reconvene in room 3110, at 2 p. m. of the same day.)

AFTERNOON SESSION

Senator BIBLE. This subcommittee will come to order.

Our first witness this afternoon will be Mr. Allen, city manager of Fayetteville.

Mr. Allen.

**STATEMENT OF J. H. ALLEN, CITY MANAGER, FAYETTEVILLE,
 W. VA.**

Mr. ALLEN. Thank you, Mr. Chairman. I have filed copies of my statement.

I am J. H. Allen, secretary and treasurer of the Fayetteville Development Council, Fayetteville, W. Va., and city manager of the town of Fayetteville.

I might say this, that there is bound to be some repetition of what the other folks have said, because all this is along the same line.

Fayetteville, a town of about 2,500 population, is the county seat of Fayette County, W. Va., situated in the southern part of the State. The economy of Fayette County over the years depended upon the coal industry, and Fayette County is one of the older coal-producing

counties of the State. For this reason a large portion of the coal in the county has been exhausted, with resulting unemployment.

The population in Fayette County dropped from 82,443 in 1950 to 61,396 in 1960, for a loss of 21,047 people, practically a 25-percent loss in population. There is some influence in the western part of the county from the chemical industry situated along the Kanawha River.

On account of the rugged nature of the terrain, it would be unrealistic to anticipate or hope for large industrial development.

The greatest potential for the future welfare of the county will be dependent upon the development of the tourist trade. We have the climate, the friendliness of our citizens, and outstanding natural features to attract the tourist. Without question, the greatest of these is the New River Gorge running from east to west which splits the county about in half. Already we have two beautiful State parks along the Gorge, Hawks Nest and Babcock, the latter with camping and cabin facilities.

The committee, we are sure, is cognizant of the fact that a survey is now being made by Checchi & Co., of Washington, D.C., consulting economists, to study the recreational potential of the New River Gorge from Bluestone Reservoir in Summers County to the western end of Fayette County, a distance of some 50 miles, with funds supplied by the Area Redevelopment Administration. If the survey is favorable, and present indications are that it will be, the magnitude of the project should be a tremendous boost to the economy of the section.

To make our scenery, our mountains, and our streams available for the enjoyment and education of the people living in the cities along the eastern seaboard, access routes must be built. We must plan for the decades ahead and not solely for the immediate future.

Even now the eastern seaboard is almost a continuous city from Norfolk to Boston and with increased leisure time these people must and should have recreational facilities. To some extent access routes will be available with the completion of the great interstate highway system in 1972. However, it must be borne in mind that these interstate roads will be high-speed roads, with limited access, and not designed for leisurely, sightseeing highways.

The proposed Allegheny Parkway will supply this latter need. Starting near Hagerstown, Md., traversing the Allegheny Mountain Range of West Virginia, Virginia, and into Kentucky will make available to the people many historical points famous in our history. It will give access to areas with the finest summer climate in the east. It will provide a highway into some of the most renowned scenery in our country. There is proposed as a part of the Allegheny Parkway a spur which will lead into and rim the famous New River Gorge.

While the construction of this road will mean much to our county and its people, to the States through which it will run, it will mean more for the pleasure and enjoyment of the large population in the East as well as to the entire Nation.

If you will pardon some personal observations gleaned from my experience over the past 40 years, I would like to digress from the general subject of the parkway for a few moments.

Having been connected with the coal mining industry along the New River Gorge during most of the last 40 years, as mine foreman, superintendent and general manager of mines, I have seen beautiful

mining camps become ghost towns as the available coal seams were depleted.

With a spur of the Allegheny Parkway into the New River Gorge, with cross connections from U.S. 60 on the south to U.S. 21 on the north improved and resurfaced, there would not be a more attractive and beautiful recreational area available to the tourist in the eastern part of the country.

Most of these cross-connecting roads can be linked together along the flat, bench-like terrain near the bottom of the gorge, without disturbing the Chesapeake & Ohio Railway right-of-way.

I am convinced that if the Allegheny Parkway is constructed, with this and other spurs leading into the many historical and beautiful areas in West Virginia, it will result in restoration of a major portion of the economy lost due to depletion of the major coal seams.

No doubt you gentlemen are aware of the fact that our sister State of Virginia has a tourist trade that is the second largest business in the State.

We believe there are equal numbers of historical sites in West Virginia that can be developed, along with unsurpassed scenery in our mountains and streams, available for the enjoyment of thousands of tourists yearly into the New River Gorge and other attractive historical points.

I trust I have not taken too much of your valuable time. Unless you have some questions that would add to your information in making a decision on the parkway, I wish to thank the committee and Senator Robert C. Byrd for the opportunity to testify in this very important hearing.

Thank you very much.

Senator BIBLE. Thank you very much, Mr. Allen. I think that is a very fine statement.

Senator Long may have some questions.

Senator LONG. I have no questions, except to make this comment.

In the second part of your statement you say that there would not be a more attractive and beautiful recreation area available to the tourists in the eastern part of the country, and yet, on the second page or the third page of your prepared statement, you point out the fact that these interstate roads will be high-speed roads, and so on and so forth.

Why do you want us to go through so rapidly?

Mr. ALLEN. I mean the new highways, the Interstate System, that will not be a part of the parkway. Those roads are built to get from one place to the other.

Senator LONG. I was just paying tribute to the beauty of the scenery. I think the people who want to go there will want to take it rather leisurely.

Mr. ALLEN. Yes.

I want to say, I spent 35 years in one mine along the middle of this gorge, and I traveled a good bit of this territory, and if those cross-connections could be connected, one about every 35 miles, it would make a beautiful tourist attraction.

Senator BIBLE. Thank you very much.

The next witness is Mr. Pat Jennings. He is not here personally, but he has a statement that will be presented by Mr. Raymond Colley.

STATEMENT OF HON. PAT JENNINGS, A REPRESENTATIVE IN CONGRESS FROM THE NINTH DISTRICT OF THE STATE OF WEST VIRGINIA, AS PRESENTED BY RAYMOND COLLEY

Mr. COLLEY. I want to say that Congressman Jennings is very much interested in this bill and in seeing something similar to the bill in the House.

We will have some Virginians here later.

I would like to mention the names of two gentlemen who will be here and who will not testify: The Honorable Orby L. Cantrell, a member of the Virginia House of Delegates from Pound will testify; and Mr. Lundy A. Wright, president of the Breaks Interstate Park Association. They are accompanied by Mr. A. H. Still, of Norton, Va., representing the Wise County Chamber of Commerce, and Mr. C. F. Jester, the city manager of Norton, Va.

Mr. Jennings is very much interested in this bill. He would like to see one amendment made to it, and that is that Virginia be included in the bill. As it now stands, it does not specify Virginia, but down on the border between Kentucky and Virginia the general route as proposed will probably switch back and forth between the two States.

Senator BIBLE. The proposed routing would go through a part of the western part of Virginia?

Mr. COLLEY. Yes, sir. Most of the Breaks Interstate Park which is on the map will be in Virginia.

About 4 years ago Mr. Jennings proposed the idea of a Cumberland Scenic Parkway which would just be from the Breaks Interstate Park down to the terminal point that is now proposed of this parkway. So we are interested in the southwestern part of the Allegheny Parkway as it is now proposed.

We are of course interested in the entire parkway as it is now proposed.

Senator BIBLE. Have you a suggested amendment that you want to offer to the committee?

Mr. COLLEY. Nothing at this point, other than that Virginia be included.

I think that problem will be brought out by Virginia people.

Senator BIBLE. Very well, Mr. Colley. Thank you very much.

Senator Kefauver, we will be delighted to hear from you at this time.

STATEMENT OF HON. ESTES KEFAUVER, A U.S. SENATOR FROM THE STATE OF TENNESSEE

Senator KEFAUVER. Thank you, Mr. Chairman, and Senator Long.

I want to join Senator Byrd of West Virginia and others who are interested in S. 1798, authorizing the construction of the Allegheny Parkway. And I appreciate this opportunity and I will be very brief.

The proposed parkway would have its southern terminus in the vicinity of the Cumberland Gap National Historical Park, which is located in the tristate area of Tennessee, Kentucky, and Virginia, of which my colleague, whom we claim in Tennessee, Senator Long, is so familiar.

The Cumberland National Historical Park was dedicated 2 years ago, and it is one of—I had the privilege of being there on that occasion—it is one of the most historic places in all of the country. And this is recognized in the statement presented by Senator Byrd of West Virginia and discussed.

It would bring much new business to this historic area, with a corresponding increase in the business of tourism, for several Tennessee counties.

I believe the economic benefits as well as the recreation advantages would also be helpful to the people and business firms of Knoxville and that area.

It has been pointed out that one of the advantages of the construction of the parkway would be to alleviate unemployment in the States through which it passes, West Virginia, Kentucky, and Maryland.

I believe it would also help alleviate the problem of unemployment in the northeast area of Tennessee, where the problem is just as acute and just as distressing to the families involved as it is in any of the States of my colleagues here today.

I am also happy to place my support behind the Allegheny Parkway as a very important factor to build up access to the beautiful natural scenery in the mountains of the States involved.

In short, because of the contribution of the proposed Allegheny Parkway and the fight against unemployment and because of its benefits in opening up vast areas of national beauty to millions of American tourists, I congratulate my colleagues, Senator Byrd and others, on their leadership in this most worthwhile project.

I thank you very much.

Senator BIBLE. Thank you very much, Senator Kefauver, for your fine statement.

Our next witness is Mr. Ernest H. Smith, president, of the Harlan County Chamber of Commerce, Harlan, Ky.

STATEMENT OF ERNEST H. SMITH, PRESIDENT, HARLAN COUNTY CHAMBER OF COMMERCE, HARLAN, KY.

Mr. SMITH. Mr. Chairman, I appreciate the opportunity of coming before you here and being a partial representative of Kentucky.

First of all, I would like to say that I have a written statement here that I would like to have filed.

(The prepared statement of Mr. Smith follows:)

Mr. Chairman and members of the Public Lands Subcommittee, my name is Ernest H. Smith. I am president of the Harlan County (Kentucky) Chamber of Commerce, and am appearing here in that capacity and as secretary-treasurer of the Allegheny Parkway Association (Kentucky-Tennessee-Virginia) in support of Senate bill No. 1798, which provides for the establishment and administration of the Allegheny Parkway in the States of West Virginia, Kentucky, Virginia, and Maryland, to run from Hagerstown, Md., through West Virginia and to the Cumberland Gap National Historical Park.

As well-informed citizens, I am sure you gentlemen are aware of the fact that Harlan County's economy is based on the coal industry, and that it is a sick industry. It is the major industry in our county, as it is in the other Kentucky counties bordering Virginia, and in at least two Virginia counties, and in most West Virginia counties.

Because of mechanization and the use of other fuels, the coal industry is a declining industry in my county, and there has been a consequent loss of employment, a terrific out-migration of peoples, and an enormous increase in

the relief load in our area; we have been unsuccessful thus far in attracting sufficient industry to offset the decline in employment in the coal industry.

The development of the tourist and travel business offers exciting possibilities, for it is already the second largest business in the State of Kentucky. A recent study of "The Southern Appalachian Region—A Survey," edited by Dr. Thomas R. Ford, recently published by the University of Kentucky Press, financed by a grant from the Ford Foundation, points out the hope that lies in the development of this travel business for our people, who have little else to offer.

The Allegheny-Cumberland Mountain range offers some of the most beautiful scenery to be found anywhere in these United States. As was suggested by a recent member of an ARA task force at Wise, Va., "Fly over this area and you can't pick out the States' boundaries." For years we have dreamed of a beautiful scenic Cumberland Parkway to connect the Breaks Interstate Park with Cumberland Gap National Historical Park. A preliminary study was made by the Bureau of Public Roads in June 1958, which indicated that a skyline drive between these points would have an estimated length of 123 miles and all but about 17 miles would be either in U.S. Forest or Park territory and that rights-of-way were not believed to be a major problem.

The chambers of commerce of the area have published a brochure entitled "The Beautiful Cumberlands," featuring views from the Pinnacle, Cumberland Gap National Historical Park, on the covers, also others featuring State Line Overlook, in the Breaks Interstate Park, also with covers of these pictured, and other scenic spots in between in all three States south of West Virginia, through which the Allegheny Parkway would run. We would like to share copies of these with members of the subcommittee and file one for the record.

So when we first learned of the pending legislation to establish the Allegheny Parkway, we jumped at the chance to support it; it could well tie together all of the State and interstate and be the means of unifying a region presently bypassed by interstate highways.

We all realize that we must all work together and support this Allegheny Parkway. We will be content to get it authorized and then for the Secretary of the Interior to select the right-of-way for the parkway between the northern and southern termini well knowing that this will make available to the Nation some of the most beautiful recreational areas in the United States. We urge you to approve the authorization bills for the Allegheny Parkway, so we can all work together to improve the lot of the peoples in this 4-State area of southern Appalachia, and to help them help themselves.

The Upper Cumberland Valley Resources Development Association has endorsed the Allegheny Parkway plan. Our Kentucky Legislature has endorsed the building of the Allegheny Parkway.

RESOLUTION

Be it resolved, That the Harlan County Chamber of Commerce has this 8th day of November 1961, endorsed the building of the Allegheny Parkway to open up the most beautiful section of the United States, which so far has been isolated from the rest of the world. The building of this road would relieve much of the chronic unemployment that has existed in this area for many years.

Submitted by:

J. R. ROBINETTE,
*Chairman, Roads Committee,
Harlan County Chamber of Commerce.*

Mr. SMITH. And also, I would like to read a telegram to me from Hon. Bert Combs, Governor of Kentucky:

FRANKFORT, KY., May 9, 1962.

ERNIE SMITH,
Care Senator JOHN S. COOPER,
Senate Office Building, Washington, D.C.:

I wish to submit my endorsement of the building of the Allegheny Parkway from Hagerstown, Md., to Cumberland Gap National Park. This would do much to alleviate the chronic unemployment in the States of Kentucky, Virginia, and West Virginia. Also it would open up the beautiful Appalachian country to the industrial East.

BERT COMBS, *Governor of Kentucky.*

I would like to file that.

Senator BIBLE. It is incorporated in full.

Mr. SMITH. We have formed an Allegheny Parkway Association in three States on the southern end of this proposed parkway. We have four counties in Virginia, being Lee, Wise, Dickenson, and Buchanan.

In Kentucky we have Bell, Harlan, Letcher, and Pike Counties.

In Tennessee we have Claiborne County, which is at the southern terminus of this proposed parkway.

This association was formed solely to promote the building of this parkway to alleviate our economic condition. As you know, the coal industry is a sick industry, and we have to replace the coal industry with something else. We think, and have been advised by many people, that the tourist industry and travel is the quickest way for us to rehabilitate ourselves. And, of course, in asking for an endorsement of the Allegheny Parkway, we are only asking the Government to do a job that we cannot do ourselves.

We have the enthusiasm and the initiative and the drive to rehabilitate ourselves, to take advantage of a situation like this if and when it is built.

And I would like to point, in my own county of Harlan, to a couple of things that we are doing in order to try to help ourselves.

Realizing that isolation is the biggest problem that we have in the Appalachian Mountains—we are isolated from the rest of the country due to transportation—we almost with our fingertips dug out the top of a mountain and built a modern small airport, and we are headed toward a commercial airport at 6,000 feet.

We, along with the State of Kentucky, are building a dam in the south end of Harlan County which would be along the proposed route of this parkway, in order to have water facilities for recreation and so forth. Harlan County is supplying the land, the State is building the dam.

I cite these things trying to show you that we are trying to help ourselves in the ways that we can help ourselves.

Now, in Kentucky alone the proposed route of this Allegheny Parkway would touch directly the lives of more than 250,000 people.

I am sure that the Virginia figure would be close to the same thing. And we are not interested only in the benefits that this would do for Kentucky, for Virginia, for Tennessee, and for West Virginia, but we are interested in the rest of the country, too, because, as you heard here earlier today, it is the most beautiful country in the world, and we propose to open this up so that the rest of the country can come in and enjoy his beauty. And as it is always said, when you travel in the mountains you feel just a little bit nearer to your Creator.

Thank you, gentlemen.

Senator BIBLE. That is a very fine statement.

I am wondering if you might indicate for the record the population of Harlan County. What is it, approximately?

Mr. SMITH. Harlan County today is a little over 51,000. It has dropped down from 72,000 in the past 10 years. We have had almost a third of our population go away.

Senator BIBLE. It dropped from 71,000 to 50,000 in 10 years?

Mr. SMITH. Yes, since 1950.

Senator BIBLE. What is the main industry in Harlan County now?

Mr. SMITH. The coal industry is still the main industry. We have lost approximately 80 percent of the jobs that we had 12 years ago. We still are depending on coal entirely. However, we are trying to put in reforestation projects and woodworking projects in order to help alleviate some of this situation.

Senator BIBLE. Today you have approximately 50,000 people in Harlan County. How many of that number would be unemployed, in round figures?

Mr. SMITH. In the coal industry alone, there are around 9,000 jobs that we have lost in the past few years. And the indirect figure, I just do not have the number of jobs lost in other businesses due to the drop in the coal industry.

Senator BIBLE. Probably that is something in the ratio of 3 to 4, I suppose?

Mr. SMITH. Yes, about 75 percent.

Senator BIBLE. Thank you very much, sir.

Senator Long?

Senator LONG. The comment is on your statement as to what this would mean economically to Harlan County and that area generally. Would it not be of almost equal significance, not only to the Cumberland Gap Park area in Tennessee, but would it not also be a feeder into east Tennessee generally?

Mr. SMITH. You mean this proposed Allegheny Parkway?

Senator LONG. Yes.

Mr. SMITH. It certainly would, and a connection to the entire Southwest, for that matter.

Much of the West, I might say, was settled by people going through the Cumberland Gap. We would like to reverse that trend and bring them in through Cumberland Gap to the most beautiful country in the East.

Senator BIBLE. Thank you very much.

Mr. SMITH. Thank you, gentlemen. I appreciate your indulgence. And let me catch my plane.

Senator BIBLE. Our next witness will be Mr. Lon B. Rogers.

Mr. Rogers, we are happy to have you here with us today.

STATEMENT OF LON B. ROGERS, PIKEVILLE, KY., CHAIRMAN, BREAKS INTERSTATE PARK COMMISSION

Mr. ROGERS. Thank you, Senator. It is a pleasure to be here today.

Senator Bible and members of the Subcommittee on Public Lands, my name is Lon B. Rogers, of Pikeville, Ky. I am chairman of the Breaks Interstate Park Commission, created by compact between Kentucky and Virginia, under consent granted by the Congress (1935, 67 Stat. 584, signed 1954, 68 Stat. 571) and am appearing in support of the Allegheny Parkway by authority of the commission.

Our commission is composed of three members from each State appointed by the respective Governors. It is a bistate park commission. Kentucky and Virginia match each other dollar for dollar.

The Breaks Interstate Park lies on the Kentucky-Virginia border at the northern end of the Cumberland Mountains, where the Russell Fork River has cut a spectacular 5-mile gorge through the beautiful

Cumberlands. It has been proposed that the Allegheny Parkway come through or near the Breaks Interstate Park.

I believe our own Congressman, Carl Perkins, has included that in his bill. We are not insisting on the route; we are insisting on the bill, we want the authorization, and trust to the National Park Service people to make the best possible location.

Our park 10 years ago was a park in name only. It was a voluntary association. We had an average of six cars per day 10 years ago through the park. Last year we had 115,000 visitors from 47 States and 8 foreign countries. So we do know that there is something to this tourist business and the tourist potential.

The Allegheny-Cumberland Mountain Range offers some of the most beautiful scenery to be found in the Nation. The proposed Allegheny Parkway would become the backbone by which ready access could be had to many beautiful parks in Maryland, West Virginia, Virginia, Kentucky, and Tennessee. The Cumberland Gap National Historical Park lies in the last three States. This was the gateway to the West through the mountain wilderness traveled by Dr. Thomas Walker, Daniel Boone, and many of the pioneers who settled Kentucky and went on to develop new frontiers in the Northwest Territory, and in many Western States.

Kentucky, which already has one of the finest State park systems in the country, is now spending some \$19 million to make its parks the finest in the country. You heard from our commissioner of parks this morning, Mr. Fox.

Kentucky is building new turnpikes, toll roads, from central Kentucky and Interstate 64 to Pikeville, and the Western Kentucky Turnpike to further tie these parks together, supplementing the Interstate System, which largely bypasses the scenic Allegheny-Cumberland Range.

Forty-three miles of this is now under construction, and it will be paved and opened this fall. And the rest of the authorized parkway will be let to contract this year. The bonds for the financing of that have been sold. This Eastern Kentucky Turnpike could easily tie on to the Allegheny Parkway by means of about a 30-mile stretch of additional road which Kentucky would build.

The tourist and travel business is Kentucky's second largest industry, and our Governor, Bert T. Combs, is determined that it shall one day become the largest.

The Department of Commerce has recognized that there are basically three ways in which new money can be brought into any given area; namely, agricultural development—90 percent of our area is mountain land, vertical; only 10 percent is in flatland or tillable land, so we cannot do much in agriculture.

Industrial development is the second, and we have not been able to get much of that.

Tourist development is the third, and that is probably the quickest, the Department of Commerce says, and the least difficult method of the three.

The four States of West Virginia, Virginia, Kentucky, and Tennessee are dependent to a large extent on the coal industry, which, as you gentlemen well know, is a depressed industry; yet it is still the mainstay of our economy in West Virginia, eastern Kentucky, and southwestern Virginia.

Due to the loss of markets to competing fuels and mechanization, there has been a tragic loss of jobs by coal miners, and resulting loss of employment, for there was no other industry to absorb these workmen. The relief load in these States is terrific. Large numbers of our employables have gone north seeking employment.

The Breaks Interstate Park Commission has just received from its park planners, Scruggs & Hammond, a revised master plan, projecting our development for the next 6 years, which I would like to file with the subcommittee, showing regional influences. This shows the proposed interstate highways, the Eastern Kentucky Turnpike, and how it will come close to this proposed parkway. It shows a projected, tentative location for the parkway and the Blue Ridge Parkway.

The proposed location as shown on our map is that taken from the recreational resource study of West Virginia to which has been appended this study that Mr. Smith referred to and Mr. Colley in his statement, that Mr. Jennings was interested in the beautiful Cumberlandlands.

We would like to make this a part of our testimony, if you please.

Senator BIBLE. The map may be made a part of the testimony and adopted by the committee by reference.

(The map referred to will be found in the files of the committee.)

Mr. ROGERS. Thank you, sir.

Many of us in this four-State area believe that the economic future of this coal-depressed area depends upon the exploitation of its great natural beauty, through development of its tourist and travel industry.

The proposed Allegheny Parkway would become the unifying influence for this effort and around which it could be built. We want to work with our neighbors to the north of the Big Sandy in this promotion.

Kentuckians-Virginians-Tennesseans have formed an Allegheny Parkway Association, to which my colleague, Mr. Smith, has referred, and of which I am chairman. We are here begging the Congress to authorize and build this highway to enable the people of the area to help themselves by the development of tourism.

In this connection, I would like to refer you to the "Southern Appalachian Regional Survey," which has recently been made from a grant from the Ford Foundation. It has just been recently published by the University of Kentucky Press, a study that cost \$250,000. It is the first time in 35 years that a definitive study has been made. I only got a copy this last week, and as it is not in my statement, I want to quote briefly from it:

Chief among the depressed areas of the United States is the southern Appalachian region composed of 190 counties in 7 Southeastern States: Alabama, Georgia, Kentucky, North Carolina, Tennessee, Virginia, and West Virginia.

I refer to this because, as it points out in the study, there is a basic similarity between the problem of our own depressed areas and those in other parts of the world, and so this volume has meaning for this committee.

Many chambers of commerce and other groups in the area have endorsed this project. Typical of these are those of Kentucky Chamber of Commerce, and the Pike County Chamber of Commerce.

I am a region vice president of the Kentucky Chamber of Commerce and appear in its behalf by its authority.

The Kentucky chamber has made the development of the tourist industry one of its major efforts over a 16-year period, and has supported all park efforts by Kentucky, and bond issues for better highways. Its wholehearted support helped promote the establishment of the Breaks Interstate Park.

On behalf of these organizations, I ask permission to file these resolutions and to thank you for the privilege of being here before you.

Senator BIBLE. They may be filed.

(The resolutions referred to follow:)

RESOLUTION ENDORSING THE PROPOSED ALLEGHENY PARKWAY

Whereas bills have been introduced in the Congress to build a parkway along the top of the Allegheny Mountains from Hagerstown, Md., to Cumberland Gap National Historical Park, Ky., via the Breaks Interstate Park; and

Whereas the Kentucky Chamber of Commerce, Louisville, Ky., believes that such a parkway would be of untold value to the Breaks Interstate Park, to the Cumberland Gap National Historical Park and to the intervening areas in southwest Virginia, eastern Kentucky, as well as West Virginia, and would be the means of developing the tourist and travel industry in these areas, thus adding to the economic development of the entire Allegheny section: Now, therefore, be it

Resolved, That the Kentucky Chamber of Commerce supports and endorses the construction of the proposed Allegheny Parkway via Breaks Interstate Park and urges our Representatives in the Congress to support such legislation; further, be it

Resolved, That copies of this resolution be sent to all sponsors of the bill introduced in the Congress by Senator Robert C. Byrd of West Virginia, and to Senator Jennings Randolph, West Virginia; Senators Harry F. Byrd and A. Willis Robertson of Virginia; Senators John Sherman Cooper and Thruston B. Morton of Kentucky; Senators John Marshall Butler and J. Glenn Beall of Maryland; Senators Estes Kefauver and Albert Gore of Tennessee; Hon. Stuart L. Udall, Secretary of the Interior; and Hon. Orville L. Freeman, Secretary of Agriculture; and to Congressman Carl D. Perkins and Congressman Eugene Siler of Kentucky; and Congressman Pat Jennings of Virginia.

Adopted this 13th day of September, 1961, at Louisville, Ky.

KENTUCKY CHAMBER OF COMMERCE, INC.
SMITH D. BROADBENT, JR., *President*.

Attest:

J. C. ZIMMERMAN,
Executive Vice President.

RESOLUTION ENDORSING THE PROPOSED ALLEGHENY PARKWAY

Whereas bills have been introduced in the Congress to build a parkway along the top of the Allegheny Mountains from Hagerstown, Md., to Cumberland Gap National Historical Park, Ky., via the Breaks Interstate Park; and

Whereas the Pike County Chamber of Commerce, Pikeville, Ky., believes that such a parkway would be of untold value to Pikeville, Pike County, and the area surrounding the Breaks Interstate Park, which lies in both Virginia and Kentucky, and would be the means of building up the tourist and travel industry and thus add to the economic development of both States, as well as of the entire Allegheny section: Now, therefore, be it

Resolved, That the Pike County Chamber of Commerce supports and endorses the construction of the proposed Allegheny Parkway via Breaks Interstate Park and urges our Representatives in the Congress to support such legislation; further, be it

Resolved, That copies of this resolution be sent to all sponsors of the bill introduced in the Congress by Senator Robert C. Byrd, of West Virginia, and to Senators Jennings Randolph, West Virginia, Senator Harry F. Byrd, and Senator A. Willis Robertson, of Virginia, Senator John Sherman Cooper and Senator Thruston B. Morton of Kentucky, Senator John Marshall Butler and Senator J. Glenn Beall of Maryland, Senator Estes Kefauver and Senator Albert Gore of

Tennessee, Hon. Stuart L. Udall, Secretary of the Interior, and Hon. Orville L. Freeman, Secretary of Agriculture, and to our Representative, Hon. Carl D. Perkins of Kentucky.

Adopted the 4th day of August 1961.

PIKE COUNTY CHAMBER OF COMMERCE, INC.
H. H. KINCAID, *President*.

STATE OF KENTUCKY,
County of Pike:

This is to certify that the foregoing resolution endorsing the proposed Allegheny Parkway is a true and exact copy of the original, bearing date August 4, 1961.
Given under my hand this 4th day of May, 1962.

PETER J. JANIS, *Manager*.
PIKE COUNTY CHAMBER OF COMMERCE.

Mr. ROGERS. If you have any questions, I would be happy to answer any of them if I can.

Senator BIBLE. You have made a very effective presentation, Mr. Rogers, and I have no questions.

Senator LONG. No questions.

Mr. ROGERS. You referred to unemployment. I might say that a third of the people in Pike County are presently on commodities.

Senator BIBLE. I am glad to get that figure. How many people do you have in the county?

Mr. ROGERS. We have 68,000 now; we lost 14,000 people in the last 10 years.

Senator BIBLE. You lost 14,000 people, and of the 68,000 people you have now you say that one-third of them—

Mr. ROGERS. My wife is on the Governor's Social Service Committee, so-called, which meets on the unemployment matter every month, and at the last report 23,000 people in Pike County were drawing commodities, as they say down there.

Senator BIBLE. Does that mean that they are completely unemployed?

Mr. ROGERS. Not completely, no.

Senator BIBLE. But they are not making enough to get along?

Mr. ROGERS. Precisely.

Senator LONG. Those that work there, what are they doing; are they in the coal industry?

Mr. ROGERS. Small truck mining, Senator, is still the backbone of our economy. There are quite a number of small truck mines in Pike County, mostly nonunion, they pay an average daily wage supposedly of \$15 a day. The union scale is \$25 a day. And most of these will work where they possibly could not get employment in a larger mine even if they had the job opportunity available, because oftentimes they are misfits, they are cripples, they are otherwise possibly unacceptable for employment in some of the larger mines.

Senator BIBLE. What kind of mines do you call them?

Mr. ROGERS. We call them truck mines. It is a means by which they get the coal from the small mine to the shipping point. So they are called truck mines.

Thank you, sir.

Senator BIBLE. Thank you very much.

Mr. ROGERS. I have some pictures of some of the scenery in our parts. This is wholly in Virginia. I would like to file these little brochures with you, if I may.

Senator BIBLE. I would certainly be very happy to have the brochures filed. We will take a look at them.

(The pictures referred to will be found in the files of the committee.)

Senator BIBLE. Next is Mr. Orby L. Cantrell, of Pound, Va.

**STATEMENT OF ORBY L. CANTRELL, POUND, VA., MEMBER,
GENERAL ASSEMBLY, COMMONWEALTH OF VIRGINIA**

Mr. CANTRELL. First, I would like to preface my little prepared statement by saying that I am not here and we are not here because we enjoy doing this sort of thing. We are here because it is the insistent demand of the people that we use every ounce of our influence in an effort to secure approval of this project.

Mr. Chairman, at the last session of the Virginia Legislature, I introduced House Joint Resolution No. 46 concerning the Allegheny Parkway.

Senator BIBLE. You are a member of the Legislature of the Commonwealth of Virginia?

Mr. CANTRELL. Yes, sir.

This resolution was passed by both house and senate without a dissenting vote. And I would like to file it for the record.

Senator BIBLE. What does the resolution say?

You might read it into the record. It appears to be very short.

Mr. CANTRELL. Thank you, Mr. Chairman.

This resolution was referred to the Committee on Federal Relations:

Whereas the Allegheny Mountains, extending through Virginia, West Virginia, Tennessee and Kentucky, contain some of the most beautiful scenery anywhere in the world, and these beauties of nature should be made easily accessible to the motoring public; proposals have been made and these would become so available if the Allegheny Parkway were constructed through this scenic area; and

Whereas the Allegheny Parkway would pass through or near the beautiful Breaks of the Cumberland, which is an attraction of national interest and is sometimes referred to as the Grand Canyon of the South; and

Whereas the Breaks Interstate Park is near the site of the proposed parkway, which parkway would also run near the Cumberland Gap National Historical Park in Cumberland Gap, thereby treating the public to further beautiful vistas and majestic splendors; and

Whereas the Allegheny Parkway would be the highest scenic highway east of the Mississippi River; it would attract multitudes of tourists who have never been able to visit that area before, and the construction of the parkway would improve employment throughout the area in which it would run, thereby helping the economy of an area which has been classed as a distressed area; and

Whereas the Allegheny Parkway would also run near the following flood control dams: the Fish Trap Dam in Kentucky, and the Flannagan Dam and the North Fork of the Pound River Dam in Virginia, thereby making additional recreational facilities available to many visitors in these States; and

Whereas a proposal is pending in the Congress of the United States for the construction of the Allegheny Parkway and it is proper that Virginia express its support of this undertaking: Now, therefore, be it

Resolved by the house of delegates, the senate concurring, That this body hereby expresses the hope that the Allegheny Parkway will be constructed as soon as may be in order to assist the areas in which it is located and to make the wonders of nature available to the American motoring public.

Resolved further, That the clerk of the house of delegates is instructed to send a copy of this resolution to each Member of the Virginia delegation in the Congress of the United States and such Members are respectfully urged to support such undertaking.

Mr. Chairman, I may add that I have the assurance of the Virginia delegation that they will support this bill.

I am not here acting in an official capacity of my State government, but the subject I wish to discuss with you concerns not only Virginia and the United States, but more especially the southeastern part of our country.

Gentlemen, I wish to impress upon you the importance of the construction of the Allegheny Parkway to our section.

In this area humanity requests, yes, demands, a program of development. Nothing will give greater impetus to the development of this area than the actual beginning of construction of this project. Within this area is a tremendous pool of responsible, easily trained people who are eager to work.

I believe I can say without successful contradiction that the area this scenic highway would serve has lost from 15 to 25 percent of their population in the past 10 years, and I believe that I am correct in saying that many of the communities which the gentlemen of this committee represent have inherited the problems created by the migration of these people.

Our President has declared a substantial part of this section a distressed area. I think a more appropriate title would be an underdeveloped area.

We have dreamed of a scenic highway angling from northeast to southwest through West Virginia, Virginia, and Kentucky's spectacular mountain scenery. It would serve as a recreation and vacation haven in the flatlands of Kentucky, Tennessee, Ohio, Indiana, Illinois, and Michigan and offer them an opportunity to view scenic wonders not otherwise available.

For the past few years we have seen our soft coal industry reduced from a major employer to a very minor one. We are not asking you to give something that would make us competitive with other areas of this country, but at least to become able to be self-supporting in terms of making it possible for our citizens to derive a reasonable fair standard of living from gainful employment within the economy of our area.

We are experimenting some of the largest public facility development programs in our time. To mention a few, the airport building program, public housing, Interstate Highway System and many others, and I submit to you that almost the entire influence and effect of these programs is directed toward the bypassing of the underdeveloped regions.

It is obvious that these areas cannot expect to compete adequately in these programs. Then I would suggest that we must meet the vital pressing needs of the 5 percent of the population who reside in such regions as ours by providing effective measures and programs whereby these areas can receive at least a modest place in the economic expansion picture of our Nation.

Gentlemen, I say without reservation that the area of which I speak is populated by a proud, intelligent, patriotic people who have the capacity and willingness to learn new trades.

We have thousands on relief rolls and have been on public welfare so long that they are losing their ambition and self-respect and are suffering unbelievable hardships through no fault of their own. This condition should never exist in this great land of ours, a land of plenty, the richest country in the world.

Gentlemen, the need for this scenic highway would not only be helpful to the area in which it would be located, but it is a necessity nationally. It would pass through or near the Breaks of the Cumberland, a bistate park being developed jointly by Virginia and Kentucky. This park is commonly referred to as the Grand Canyon of the South; a gorge has been cut through the Cumberland Mountains and is 1,600 feet deep and 5 miles long. Scientists tell us that it took the river 25 million years to carve its way through this rugged mountain. It would terminate near the historic Cumberland Gap on the Virginia-Kentucky-Tennessee border. It was here that Daniel Boone penetrated this wilderness country. The altitude of the entire route would average about 3,000 feet, in some places it would be as high as 3,800 feet.

Now, in closing, may I mention what I think is the most pathetic thing that disturbs us, and I am sure concerns you, which is the fact that all our young people are leaving almost as soon as they finish high school, even grade school, and the small percentage who are lucky enough to attend college seek employment elsewhere.

Our youth is our most precious asset, and we ask you to join us in a program of positive development in which our people will make an all-out effort to change our economy to one that will provide a good living for our people and a contribution to the productive wealth of this Nation.

Gentlemen, I have tried to give you a reasonable look at this situation and our request is very modest. I sincerely believe, gentlemen, that the Nation will profit by a favorable decision.

Thank you.

Senator BIBLE. Thank you, Mr. Cantrell.

Where is Pound, Va.?

Mr. CANTRELL. Pound, Va., is in the far southwestern part of the State, and is about 3 miles from the Kentucky border.

Senator BIBLE. I was trying to locate it on the map. It is not close to Harrisonburg.

Mr. CANTRELL. About 300 miles west.

Senator BIBLE. It is southwest of that?

Mr. CANTRELL. Yes.

Senator BIBLE. Is Pound the county seat?

Mr. CANTRELL. It is Wise County. And it was named for one of our former Governors, Governor Wise.

Senator BIBLE. And what is the population of the county, sir?

Mr. CANTRELL. Wise County and the city of Norton have 48,000.

Senator BIBLE. And have you experienced the same decline in population as some of these other areas have testified?

Mr. CANTRELL. Since the last census of 1950, we lost 10,000 people.

Senator BIBLE. And of the 48,000 that are there presently, you have approximately how much unemployment there?

Mr. CANTRELL. I have the figure from the welfare department, and he gave it to me yesterday, and I did not want to mention it; I was trying to be very modest about this. We do not like to boast of it; we do not like to publicize it. But we have about one out of every four or five unemployed and receiving surplus commodities.

Senator BIBLE. I recognize that this is not anything that anybody in America is proud of. Part of the case that is being made for the parkway is the employment that it will provide during construction

time, but also the resulting employment that comes as a result of either parkways or national parks or tourism. So this is part of the presentation that is being made on behalf of an Allegheny Parkway at this time; is that not right?

Mr. CANTRELL. Yes.

Senator BIBLE. There was not any thought in my asking the question or in any way trying to embarrass anybody, but just to find out what the actual facts are.

Mr. CANTRELL. I understand. And I appreciate the question.

I might add that during the recent session of the Virginia State Assembly we reapportioned the senate and the house seats. The Ninth Congressional District, which Congressman Jennings represents, lost 4 members, and it was the only congressional district out of the 10 congressional districts in the State which lost representation.

Senator BIBLE. That is an additional indication of the problems you are having.

I very much appreciate your testimony, Mr. Cantrell.

Senator BIBLE. Senator Long.

Senator LONG. Mr. Chairman, I was impressed by this statement in relation to the problem under consideration. I also think it is a splendid statement of social philosophy of the movement in government that is generally associated with Edmund Burke 175 years ago; it is not due, it did not come in with the New Deal, the concept that it is the business of government to be concerned with problems, great problems that confront the people, and to extend aid and help wherever it is needed.

I am glad that we are doing that in this Nation of ours, and I hope that your project will be adopted.

Mr. CANTRELL. Thank you, very much.

Mr. CHAIRMAN. If I may make one other statement. I will not say it is a request, but I would like to say that I concur in what Mr. Colley, Mr. Jennings' assistant, has said, that we would like to see this Senate bill No. 1798 be amended in order to include Virginia. We think it is necessary. I talked to the chief patron of the bill, Senator Byrd, and he has told me he has no objection, and he asked that I make that request to the committee.

Senator BIBLE. Thank you very much, Mr. Cantrell. And that will be considered at the time we consider the bill.

Now, I am going to ask Senator Long if he would not again resume presiding as chairman. I am again called to the Appropriations Committee. I will proceed as soon as I can.

Senator LONG (presiding). The next witness will be Mr. Lundy A. Wright, Clintwood, Va., president, Breaks Interstate Park Commission.

STATEMENT OF LUNDY A. WRIGHT, CLINTWOOD, VA., PRESIDENT, BREAKS INTERSTATE PARK COMMISSION

Mr. WRIGHT. Mr. Chairman and other gentlemen of the committee, I am Lundy A. Wright, president of the Breaks Interstate Park Association, which is made up of members from Kentucky, Virginia, and West Virginia. I am most appreciative of the opportunity to appear before your committee for the purpose of making a statement in behalf of the Allegheny Parkway. I am glad to join with our friends

in Kentucky and West Virginia in an effort to obtain a highway which will mean more to improve the living of the people in our part of the Appalachians than any other project.

Much as we regret to say it, we are in the heart of an economically depressed area; Dickenson County, for example, has more than one out of every four people on public welfare.

I would also like to state that during the last 10 years Dickenson County has lost approximately 4,000 people out of 24,000 population.

We live in an area where the coal and timber resources no longer afford sufficient employment to sustain our population. Because of scarcity of adequate sites for manufacturing and because of poor roads, industry passes us by. Increasing welfare rolls are inevitable.

However, we have one tremendous resource left, our spectacularly beautiful mountain scenery. That portion of the proposed Allegheny Parkway extending along the crest of Cumberland Mountain, some of which I have explored on foot, to the Breaks Interstate Park, has some of the most unusual primitive scenery in the world. In this scenery resides our greatest hope for the future; our hope for the evergrowing tourist industry.

The proposed Allegheny Parkway, by tying together the existing parks, would in effect be an economic lifeline to this relatively isolated portion of the Appalachian highlands. It would be a "shot in the arm" to a sturdy self-reliant people who have been caught short in the complicated march of civilization.

With the construction of the parkway, resort facilities would be sure to spring up. The vast acreage of the Jefferson National Forest through which the parkway would pass—8,000 acres in Dickenson County—would provide an ideal area for camping facilities, of which there is such a great shortage in our Nation at this time. The economic benefits over the years, both to the Nation and the State, would come about by making this depressed area increasingly self-supporting.

I am sure that the members of this distinguished committee are much more aware of the economic importance of tourism than I am.

I would, however, like to respectfully point out that tourists spent over \$700 million in Virginia last year, and that Kentucky received a similar amount. In Virginia, however, of this \$700 million, only a fractional part of it was spent in Virginia's five counties in the far southwestern part of the State, mainly because of inadequate highways.

Throughout our history, because of the rough mountainous terrain in which we live, our people have suffered in their social and economic development. The one thing which we need most, the one thing which we can do nothing about locally to improve our lot, is roads.

Whenever an industrialist comes looking for a site, the first thing they say is, "You do not have adequate roads."

Only the State or National Governments can provide these roads. We now see a glimmer of hope in the Allegheny Parkway. While it may mean recreation and pleasure for the tourist, it will have a distinctly bread-and-butter value for the people who are now suffering mental depression and low morale as a consequence of unemployment. The people I am referring to are those of the mountains of the Appalachians which, as you gentlemen are well aware, is a vast region not bounded by State lines. It sprawls over into several States, particu-

larly here in West Virginia, Kentucky, Virginia, Tennessee, and North Carolina.

What better way is there of improving living in this vast area than by utilizing the scenery as a tourist attraction and making it available by means of a scenic highway?

Although tourism is the second most important industry in Kentucky as well as Virginia—I believe I am contradicted on that today; I believe Mr. Rogers said it was the third most important industry in Kentucky, I thought it was the second. It is second in Virginia. However, in the mountain areas, in fact, it is not there. In fact, millions are spent at Jamestown and the historic shrines to the east.

Gentlemen, I have been brief out of consideration of time for others who may present their views much clearer. I am sure that you have observed that I have been principally concerned with the human improvements which I believe would result as a result of the proposed scenic highway in question. It is my earnest hope that you will see fit to give us your fullest support for the Allegheny Parkway upon the justification that it will be a means of redistributing this Nation's wealth in a democratic manner for many good mountain people who are so greatly in need.

I have a resolution here which was adopted by the Breaks Interstate Park Association, and I would like——

Senator LONG. Would you like to read it into the record?

Mr. WRIGHT. Yes, sir; I would be glad to. [Reading:]

Whereas bills have been introduced in the Congress of the United States to provide for the establishment and administration of the Allegheny Parkway in the States of West Virginia, Virginia, Kentucky, and Maryland along the tops of the Allegheny Mountains from Hagerstown, Md., to Cumberland Gap National Park, Ky., via the Breaks Interstate Park; and

Whereas the Breaks Interstate Park Association, composed of citizens from both Virginia and Kentucky who are boosters for the said Breaks Park, believes that such a parkway would be of immeasurable value to the Breaks Interstate Park, to the Cumberland Gap National Historical Park and to the intervening areas in southwest Virginia, eastern Kentucky, and West Virginia, and would be the means of promoting the development of the tourist and travel industry in these areas and would thus add to the economic development of the entire Allegheny section: Now, therefore, be it

Resolved, That the Breaks Interstate Park Association supports and endorses the passage and construction of the Allegheny Parkway via Breaks Interstate Park and urges our Representatives in the Congress to support such legislation; further be it

Resolved, That copies of this resolution be sent to all sponsors of the bill introduced in the Congress by Senator Robert C. Byrd of West Virginia, and to Senator Jennings Randolph of West Virginia, Harry F. Byrd and A. Willis Robertson of Virginia, John Sherman Cooper and Thruston B. Morton of Kentucky, John Marshall Butler, and J. Glenn Beall of Maryland, Estes Kefauver and Albert Gore of Tennessee, Hon. Stewart L. Udall, Secretary of the Interior, Hon. Orville Freeman, Secretary of Agriculture, and to Representatives W. Pat Jennings of Virginia, and Carl D. Perkins and Eugene Siler of Kentucky.

Adopted this 17th day of September 1961 at Breaks Interstate Park, Breaks, Va.

Mr. WRIGHT. I want to thank you for your time and your consideration.

Senator LONG. Thank you, Mr. Wright. That is a very splendid statement in connection with a very worthy cause.

Thank you.

The next witness will be Pat R. Hamilton, representing Fayette County Development Corp., Oak Hill Chamber of Commerce, New River Gorge Development Corp.

Mr. Hamilton.

STATEMENT OF PAT R. HAMILTON, REPRESENTING FAYETTE COUNTY DEVELOPMENT CORP., OAK HILL CHAMBER OF COMMERCE, NEW RIVER GORGE DEVELOPMENT CORP.

Mr. HAMILTON. Thank you, Mr. Chairman. I am president of the Oak Hill Chamber of Commerce and vice president of the Fayette County Development Corp., which is the certified development agency of our county, and president of the New River Gorge Corp. These are all nonpaying jobs, Senator, so I think you can say it is a labor of love.

Considerable pertinent material will be submitted to your subcommittee in support of the proposed Allegheny Parkway, and I will attempt not to duplicate this material even though the groups I represent wholeheartedly concur in the various supporting proposals presented to you.

It seems to us that it is an obvious fact that the eastern seaboard from New York to Florida is soon to become a solid complex of business, industry and homes. The time is not far off when this mass of people will of necessity seek other areas for enjoyment of the recreational time which is increasing in amount every year.

The proximity of the proposed Allegheny Parkway to the eastern population centers as they are developing makes this proposal sound. By careful planning and the initiation of this project at this time, there can be made available a great area for scenic and recreational purposes. By initiation of this project at this time, every economic and financial advantage can be gained as the project reaches completion without great haste and under control of the best possible plan. Such recreational areas must be opened in the future. By waiting until later to provide such opportunities for our increasing population, we will find again the overly expensive crash program the only alternative.

The groups I represent have instructed me to mention briefly the great unspoiled beauty of the Allegheny Mountains as they run through Maryland, West Virginia, Virginia, Kentucky and Pennsylvania. This proposed low-speed, scenic highway would provide a tremendous springboard for other worthwhile recreational and tourist developments throughout the area.

In addition, the advantage of this type of highway as our population expands cannot be diminished. At times it seems utterly impossible to provide sufficient high-speed roads to transport our speed-conscious population from one point to another. The proved attraction of a low-speed, scenic, and safe highway cannot be overlooked as one means of transporting our people from one point to another safely and pleasantly.

We in my county, Senator, are particularly interested in the spur roads which are envisioned as a part of this general problem. The spur road that I am referring to is of extreme importance to the counties of Summers, Raleigh, Mercer, and Fayette in West Virginia. This spur road would leave the main parkway near Lerona, in Mercer

County, and run approximately 50 miles to the beautiful and rustic Babcock State Park in Fayette County. Such a road would be a natural catalyst for the development of the beautiful New River Gorge area as an adjacent and supporting facility to the Allegheny Parkway itself.

The New River Gorge area is now under study, Senator, and the ARA has made a grant to pay for that study. That study has been in progress now for about 6 weeks. And we hope that in due time, if the studies prove suitable, that the entire gorge area will be declared a national recreation area. This New River Gorge area is excellent recreational area, the finest bass stream in the United States and magnificent scenery, and on it are Hawks Nest State Park and Babcock State Park in Fayette County, Grandview State Park in Raleigh County and Bluestone State Park in Summers County. These parks are in excellent condition and are under expansion and improvement.

Now, most people in West Virginia and the adjoining States have heard of Hawks Nest and the other places I have mentioned, but the entire gorge is spectacular. And I have here some pictures I got yesterday evening from a friend of mine, taken of the New Gorge 3 miles from my home, a place you never heard of, which will give you an idea of the scenery that I am talking about.

In conclusion, I should mention the tremendous economic advantage which would come to West Virginia through the development of the Allegheny Parkway as proposed, including the spur into Fayette County. Although our people are moving firmly toward economic recovery with the full cooperation of both State and Federal Government, the Allegheny Parkway would be one of, if not the greatest contribution to a permanent and strong economic base for our State.

In my county our population at the beginning of this last decade was 82,000.

Senator LONG. What was the figure in?

Mr. HAMILTON. In 1950, 82,000. And we have since lost 21,000 people, leaving us now with a population of 61,000. And as soon as our State is reapportioned, we will lose representation.

Any of the groups I represent, Senator, would be happy to furnish any further information you desire, and I personally or any member of this group would be happy to serve this subcommittee in any way we can.

We feel that this project and the development of the New River Gorge is vital. If it is not done, we have nowhere to turn.

Thank you.

Senator LONG. Thank you, Mr. Hamilton. I hope they will increase your salary in all three positions.

Mr. William Ellinghaus, representing the West Virginia State Chamber of Commerce.

STATEMENT OF WILLIAM ELLINGHAUS, REPRESENTING THE WEST VIRGINIA STATE CHAMBER OF COMMERCE

Mr. ELLINGHAUS. Mr. Chairman, my name is William M. Ellinghaus and I am here representing the West Virginia Chamber of Commerce and Harden R. Harmer, the chamber president, who regrets that he cannot be here in person.

I also speak for the Mountain State Visitors Bureau, Inc.

The West Virginia Chamber of Commerce has over 1,700 members in the State and represents 60 local chambers as well as 18 basic business and industrial groups from every part of West Virginia.

The Mountain State Visitors Bureau, Inc., of which I am an immediate past president, represents over 200 businesses and individuals in the State who are vitally interested in promoting the tourist industry in West Virginia.

Before proceeding with my statement, which will be brief, I would like to thank the chairman and the committee for the opportunity to express my views in favor of Senate bill 1798.

Senator LONG. It is a privilege and a pleasure to have you, sir.

Mr. ELLINGHAUS. Thank you, sir.

Mr. Chairman, the West Virginia Chamber of Commerce supports the proposed Allegheny Parkway through West Virginia. Two immediate chamber objectives would result from construction of the scenic highway:

One, the highway would give access to remote areas of the State which could support various light industries. And it would connect major business and industrial areas within the State with each other and with outside industrial areas.

Two, the highway would greatly stimulate the tourist potential of the State. West Virginia abounds with natural beauty and potential vacation playgrounds can be developed all along the proposed highway. A recent detailed study and forecast for the period 1961-70, made by the company for which I work, shows tourism to be one of West Virginia's greatest potential economic opportunities.

The report emphasized that if this one resource alone is properly cultivated, "potential gain in employment from tourism exceeds that of any other industry in the State."

This report further pointed out that if the number of visitors to this area and the amount of their expenditures were to increase by only 50 percent over the next 10 years, at least 15,000 full-time jobs would be created and possibly 50,000 summer jobs. If the estimate of tourist expenditures in West Virginia in 1960 is accurate, the increases which I have just referred to would also mean an increase in revenue over the next 10 years of more than \$360 million. Increases of this nature, in both employment and expenditures, would increase materially the tax base thereby increasing tax revenues to the State and Federal Governments.

It is also true that West Virginia by its geographical location is within a few hours' drive of the major population centers of the East and is within 500 miles of half of the population of the United States.

Judged among the best in the entire Nation, West Virginia's 23 State parks and 2 national parks further attest to the potential of the Mountain State as a national playground. This highway with which you gentlemen are concerned here today could literally pave the way to these unsurpassable parks for millions of people in our eastern industrial cities.

The West Virginia Chamber of Commerce therefore vigorously supports the construction of the Allegheny Parkway for two sound economic reasons:

One, the highway will open up remote sections of the State to light industry and business, and it will connect important economic areas with each other—further stimulating business and industrial growth.

Two, the highway offers great opportunity for development of both public and private recreational facilities.

When satisfied, these two objectives will greatly benefit the people of West Virginia and of the entire Nation.

I urge the committee to recommend that its construction be authorized.

Thank you very much.

Senator BIBLE (presiding). I have no questions. I am sorry I came in late.

The next witness is Hon. R. E. Barnett, representing the Bluefield Chamber of Commerce.

Mr. Barnett.

STATEMENT OF R. E. BARNETT, BLUEFIELD, W. VA., CHAMBER OF COMMERCE

Mr. BARNETT. Mr. Chairman, first I want to give you gentlemen my condolences. Being a State senator, I know that you have on a national level a thousand times more problems than we have at the State level, and you gentlemen should be commended for your work.

Senator BIBLE. Thank you, sir.

Mr. BARNETT. I am going to take somewhat of a different, not attitude, but a different point of view in talking to you gentlemen this evening about the Allegheny Parkway.

First, I want to say this: On a State level, West Virginia is down on its knees, but it is fighting to come back. Our economy is at the very lowest. But we are working hard to bring it back. To prove that point, in the last session of the legislature we appropriated some \$6 million for the improvement of our school teaching, by giving them a raise in pay. We appropriated, as our Governor told you this morning, some \$8 million for our State roads. We have taken up a program and appropriated some \$60,000 for a dropout program for the children between 16 and 18 years of age and trying to rehabilitate them.

West Virginians are proud people, and I know that I can sincerely say that coming here today down on our knees and begging for economic recovery is not what we really want.

Now, talking to you for the chamber of commerce, in Bluefield, W. Va., I am going to talk to you something about the Tenth District of our State, which I represent, which are the counties of Monroe, Summers, and Mercer.

Senator BIBLE. What would be the combined population of those three counties?

Mr. BARNETT. Possibly about 156,000.

Senator BIBLE. And you had the same dropoff in population that has been rather current throughout these hearings?

Mr. BARNETT. Yes, sir.

In Mercer County we had 78,000 people in 1950, and we have 67,000 left. But coal is not the only reason why our economy is declining. The railroad merger took away two-thirds of the employment in Mercer County, the Virginian and the Norfolk & Western merger.

Also, over in Summers County, the town of Hinton, when it was dieselized a few years back, that left that county with their economy at a low ebb.

And in Monroe County, why that county is a rural, farming county, but the people who have been all over the State and in other States who have been unemployed come back to that county, so it also has a high average of unemployment.

Now, to get to the point of what I am trying to bring out, we are trying to help out ourselves. The No. 1 problem that we have right at the present time is, we are now in Mercer County working on the Bluestone Gorge, which is one of the most beautiful scences that there is in West Virginia. We are building—the people have gotten together and have raised \$500,000 to start what they call the Fincastle Country Club. Now, that will include snow skiing, an 18-hole golf course, and we are going to have cabins for tourists, and all the attractions that it takes to bring them in.

On the top of East River Mountain in Mercer County running from Virginia on route 21 into West Virginia we have put in an information center to check our tourist trade and tell them what is in West Virginia and what is good. In 33 days we had 49 of the 50 States represented through our State.

We have Pinnacle Rock, which is a nationally known resort. And we are adding some 600 acres and a lake to that.

Senator BIBLE. When you say "we," is that the State of West Virginia?

Mr. BARNETT. The State of West Virginia, that is right.

Senator BIBLE. Is this a State park project?

Mr. BARNETT. A State park project, that is right.

And in Summers County we have the Bluestone Dam, which is 6,000 acres, and we are turning that into a State park. And we are cleaning up our streams, the conservation department is cleaning up its streams, and we are having a game reserve over all that 6,000 acres. So we are trying to help ourselves.

Now, this Allegheny Parkway would be an added attraction. It certainly would for our tourist trade. I happen to be one of the commissioners on the centennial. And we figured that we will draw between 6 and 8 million people to our State next year.

Senator BIBLE. Is next year your centennial year?

Mr. BARNETT. Yes, that is our 100th year.

Senator BIBLE. You preceded the State of Nevada by just 1 year; ours was 1864.

Mr. BARNETT. Is that right?

We are trying to help ourselves, and I want to bring this out. We are on our knees, we are working hard, the people are vitally interested, and we are trying to raise over \$1 million for our centennial, and we are asking for donations of 50 cents per person, and we are right now ahead of our quota.

So the people of West Virginia are not poverty stricken, they are coming back, but we need help, and we need it from the Federal Government.

I appreciate this opportunity.

Senator BIBLE. I appreciate your statement, Senator. I think it is a very effective statement.

Senator Long?

Senator LONG. No questions.

Senator BIBLE. Thank you very much.

Our next witnesses are the National Park Service people.

Will you come forward, Mr. Harrison and the others accompanying you?

STATEMENT OF FRANK E. HARRISON, OFFICE OF LEGISLATION, NATIONAL PARK SERVICE; ELBERT COX, REGIONAL DIRECTOR, RICHMOND, VA.; ROBERT SQUIRE, PLANNING DIRECTOR, RICHMOND, VA., AND WALLACE A. JOHNSON, WASHINGTON OFFICE

Mr. HARRISON. Mr. Cox is the regional director in region 1, Richmond, which includes this proposed parkway.

Mr. Squire is the planning officer with Mr. Cox.

Mr. Johnson is in the Washington Office in the Parkways Branch. They are here to furnish us the detailed information if you ask questions.

Senator BIBLE. Very well, proceed in your own manner.

We have before us, and it has been made a part of the record, the official opinion of the Department under date of May 9, 1962, which has already been incorporated as part of the record. The last page seems to be the heart of the departmental position, and it says:

We believe the proposed parkway has considerable merit. Inasmuch as our studies with respect to the feasibility of the project have not been completed, however, we believe that the action on the bill should be deferred. Authorization of a project of this magnitude prior to the feasibility report would be premature.

And you say:

In lieu of the bill, therefore, we suggest that the bill be enacted along the following lines, which is the approach followed only last year in connection with a study of the proposed extension of Blue Ridge Parkway.

And then you suggest language which in effect appropriates \$97,000 to your department to make a study of the feasibility of a national parkway extending from Hagerstown, Md., to the Cumberland Gap National Historical Park. And I would be primarily interested in having you direct yourself to that phase of your report.

I think I asked at one of the previous meetings that Mr. Harrison attended, and I think possibly the director was here at that time, Mr. Worth, that I would like to have you develop for this committee a full history of the parkways in the United States today. And what is the national parkway problem.

Mr. Callaghan has just submitted to me a list of the national parkways, which includes their mileage, their location, the status of their construction, and their estimated costs, and then a citation of the legislation for the Blue Ridge and Natchez Trace Parkways, and the basis for the cost of study proposed under S. 1015 and S. 2474.

This complete exhibit will be filed with the committee.

Senator BIBLE. I think it is important that we develop how parkways are created, and whether they come up by virtue of study under our own statutory authority, or whether they are authorized through congressional legislation.

Mr. HARRISON. No, I do not have one with me. Mr. Callaghan, if you have an extra copy of it I would appreciate it.

I am aware of this letter though.

Senator BIBLE. I think it is important enough because I know this particular bill, in whatever form it proceeds before our subcommittee, we are going to be asked some very potent questions as to how do you create parkways and how many are there in the United States and how much do they cost.

These are all certainly proper questions.

The first exhibit that you attach—Mr. Callaghan is bringing it to you and maybe you can develop it—Mr. Harrison or Mr. Cox, whichever one is knowledgeable in this field, would you answer that?

Mr. Cox. I think we probably will have to complete this by sending you additional data, but I can speak about the parkways with which I am most familiar and that, of course, is the large number of the national parkways.

Now, one with which I am very familiar is the Colonial Parkway in Virginia which runs from Jamestown to Yorktown, through Williamsburg.

That parkway was authorized at the time the Colonial National Historical Park was authorized by Congress as a part of that project.

Senator BIBLE. Yes, sir.

Mr. Cox. And it was completed, of course, just in time for the celebration in 1957. That parkway is—

Senator BIBLE. Well, I think maybe I can, just by reading this first exhibit, try to point out the questions that come to my mind.

The exhibit which you have furnished to us shows, No. 1, that you have a Baltimore-Washington Parkway. It is 19 miles long. It has been completed in its entirety.

Its funds are authorized through 1962, which are \$15 million.

The estimated cost to complete it is \$5 million.

Next, you have the Blue Ridge which is a parkway, and an authorized parkway, of 469 miles in Virginia and North Carolina, 397 miles of which have been completed.

The funds authorized through 1962 have been \$75 million. And it will take another \$20 million to complete this particular parkway.

You have the Colonial Parkway, to which you were just directing your attention. That is a 23-mile parkway.

It has all been completed; \$9 million has been authorized through the 1962 fiscal year. And there is still \$967,000 to complete it.

The next parkway, the fourth one in the United States, is the Foot Hills Parkway in Tennessee, a 72-mile parkway, 4 miles of which have been completed. Funds authorized have been \$10 million. The estimated cost to complete it is \$17 million.

We have the George Washington Memorial Parkway, which is 48 miles long, lying in Virginia and Maryland, 21 miles of which have been completed.

Funds authorized through this fiscal year are \$29 million-plus. The estimated cost to complete it is \$33 million.

And then we have the Natchez Trace Parkway which lies in Tennessee, Alabama, Mississippi, and it is 450 miles long, 200 miles of which have been completed.

We have authorized funds in the amount of \$57 million, about \$58 million, to date, and \$49 million is estimated to complete it.

We have the Palisades Parkway here in the District of Columbia, 3 miles in length. The funds authorized to date are \$343,000. The estimated cost to complete it is \$5,950,000.

We have the Rock Creek and Potomac Parkway which is 4 miles in length, 3 miles of which have been completed and \$652,000 has been authorized to date, and approximately \$4 million is still required to complete it.

We have the Suitland Parkway here in the District of Columbia and Maryland, 9 miles in length, 5 miles of which have been completed at a cost of \$1,200,000. There still is \$2,900,000 estimated to complete it.

This means there are nine parkways within the national parkway system that we have authorized just a little short of \$200 million for, and the estimated cost to complete these parkways is \$139 million.

Now, as I understand it, each of these parkways was authorized pursuant to special legislation.

Is this correct?

Mr. HARRISON. That is correct, sir.

Senator BIBLE. Now I am not clear on this point, and I would like to have the record cleared up on it.

You suggest, rather than authorizing the public bill, that an appropriation be made so that the Department of Interior can make a study of the feasibility of this national parkway.

Is my understanding of the law correct, that you could make this study without enabling legislation?

Mr. HARRISON. Mr. Chairman, we could. There is authority on the Parkway and Recreation Study Act of 1936 to make the study funds.

The principal problem would be one of funding. Legislation, such as the Department is recommending in its report, would also have the effect of establishing a priority for the study.

Actually, what we need are funds, though it could be done under the general authority of the 1936 act.

Senator BIBLE. Well, is the Baltimore-Washington Parkway—did you do that pursuant to specific authorization for a study from Congress?

Mr. HARRISON. Mr. Chairman, my recollection of the Baltimore-Washington Parkway is that that was actually built by the Bureau of Public Roads.

It was built during the war. It was part of the defense access road system for the Nation's Capital, and its administration was turned over to the National Capital parks.

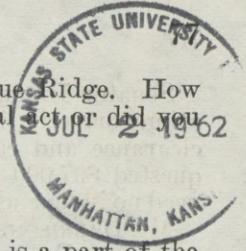
I believe the same thing is true of the Suitland Parkway, sir.

Senator BIBLE. I see. It may be that your second exhibit says that citations of legislation for the Blue Ridge and Natchez Trace Parkways include study accounts, and then you cite—or the accounts cited, do they specifically have reference only to the Blue Ridge and Natchez Trace or are these all of the study accounts—

Mr. HARRISON. Those refer to the particular accounts, sir, to the Blue Ridge and the—

Senator BIBLE. I see. They have no reference to these other parkways.

ALLEGHENY PARKWAY



Well now, a specific study was authorized on Blue Ridge. How about Colonial? Did you do this under your general act or did you come up and get study authority—

Mr. HARRISON. Which one was that, sir?

Senator BIBLE. Colonial.

Mr. HARRISON. Colonial?

Mr. Cox. That was done under the Park Act. It is a part of the national historical park.

Senator BIBLE. So that you did not seek out special legislation for that?

Mr. Cox. We did not.

Senator BIBLE. How about the foothills in Tennessee?

If you do not know the answers you can supply them for the record.

Mr. HARRISON. The answer is the same on that. There was not a preceding study act.

Senator BIBLE. How about the George Washington Memorial Parkway?

Mr. HARRISON. The George Washington Memorial Parkway was done under—is being built under the Crampton Act. It provides for that. There was a specific study authorized in advanced for that.

It is a combination—well, it is the authority to construct it.

Senator BIBLE. How about the Natchez Trace?

Mr. HARRISON. The Natchez Trace, on that one, there was no specific—yes, there was a study act on the Natchez Trace.

Senator BIBLE. There was a specific study act authorized there?

Mr. HARRISON. That's right.

Senator BIBLE. How about the Palisades? This is in the District of Columbia.

Mr. HARRISON. I am not certain of that.

Senator BIBLE. That can be supplied for the record.

Mr. HARRISON. I will be glad to.

Senator BIBLE. Then there is the Rock Creek and Potomac—

Mr. HARRISON. I would like to supply that for the record.

Senator BIBLE. Check that to see whether you have a specific study act.

And then there is Suitland.

Mr. HARRISON. I am sure there was no study act for that.

Senator BIBLE. This was done pursuant to the general authority which you have under the National Park Act?

Mr. HARRISON. No.

Senator BIBLE. The Crampton Act?

Mr. HARRISON. This, as I said, was like the Baltimore-Washington Parkway. It is part of the defense—

Senator BIBLE. It is part of the defense program, and then it was taken over by the Park Service. Oh, I see. Well then you say that the reason that you suggest a specific study following the approach that was used in the Blue Ridge Parkways primarily to give to the study a priority which you would not have if you were to proceed under the general act.

Is this a correct statement?

Mr. HARRISON. That is correct. That, plus the funding.

The appropriations for the studies ordinarily would not include anything of the magnitude of this.

Senator BIBLE. I know, but, if I understand this legislative situation correctly, if you were to include in your request or had budget clearance and came before the Appropriations Committee and requested \$97,000 for a study of the Allegheny Parkway, you would need no independent authorizing legislation?

Mr. HARRISON. You are right, sir. We would not.

Senator BIBLE. So you could do it in either one of two ways?

Mr. HARRISON. That is right, sir.

Mr. CALLAGHAN. It is your draft included in the Department report—does that permit also the participation of funds that would not otherwise be permissible?

Mr. HARRISON. That is correct, Mr. Callahan. The Forest Service and also the Bureau of Public Roads would participate in the study under the bill that the Department recommends.

This has been, I believe, from their standpoint—and I cannot speak for them—but I think that it would or that they would like such assurances inasmuch as a great deal of land would be traversed by this parkway is for Forest Service land.

Senator BIBLE. Well, is the Department and you, gentlemen, before us today—are you in a position to testify as to the feasibility of the Allegheny Parkway?

Mr. HARRISON. We are prepared to testify that we think that the area of certainty is in a parkway or of a parkway caliber. It will be possible to locate a parkway there.

We have the use of topographic maps and have located what we think, within reason of variation, could be the site.

However, we do not have the engineering studies which would be necessary before the rights-of-way could be selected.

Not knowing where the right-of-way would be, we would also be unable to give you what we feel would be an accurate estimate of the cost of the construction.

Senator BIBLE. That would go to feasibility, would it not?

Mr. HARRISON. That goes to the feasibility; yes, sir. It certainly does.

Senator BIBLE. Because you are saying the reason you want \$97,000 is to make a study of the feasibility of a national parkway—

Mr. HARRISON. That is right.

Senator BIBLE (continuing). Extending from Hagerstown, Md., to Cumberland Gap Historical Park.

Well, then, are you in a position to testify on that feasibility today?

Mr. HARRISON. Only within limits, sir. We cannot say this way the parkway would be located.

We can say that we think that one could be put in this country. We have done that much. We have men there who have inspected the area and know that it is scenic and that it has a great deal there that the park visitor would like to enjoy.

Senator BIBLE. What type of work has been done over the proposed Allegheny Parkway to date?

I mean, how many men have you devoted to it, how many man-hours have you devoted to it, and how much money have you expended on it and what type of work have you done?

Mr. Cox. I think I can answer that, Senator.

Our office in the region, which is Richmond, Va., is carrying on the studies for each of the States.

The report we did for West Virginia is this one which has been distributed, I believe, to you.

Senator BIBLE. That is correct.

Mr. Cox. And it is entitled "Recreational Resource Development."

That considers all the resources in the State that are connected with recreation, State parks, historical areas, recreational areas, and parkways.

We have not gone beyond that on this specific project. We have not made any site studies, location studies, engineering studies or that type of study.

Senator BIBLE. And do you have figures to substantiate your estimate of \$97,000 which is still a fairly sizable amount of money?

This is \$100,000 to make the study before you know whether it is going to be feasible.

How do you sustain this?

Have you got a breakdown of man-hours or how long it will take?

Mr. HARRISON. Senator, we have estimated that the personnel services would come to \$66,000. That includes the landscape architect, who is the chief of the party, a grade 14. Then a landscape architect to assist in it, two engineers and a recreation planner and one stenographer.

This is on the basis of a year, to do the study.

Then, per diem, car rental and supplies, \$20,000; aerial photographs, prints, \$6,000; and preparation of the report, \$3,000, coming to a total of \$96,270.

Senator BIBLE. Could you supply that for the record, the breakdown, as to how you arrive at the \$97,000 figure—

Mr. HARRISON. Yes, sir.

Senator BIBLE (continuing). Because, you say not exceeding \$96,000, but you get very close to it.

Mr. HARRISON. Well, it comes to \$96,270.

Senator BIBLE. Yes; I understand. Now, assuming that the Congress appropriated the \$97,000 when would you complete the study?

Mr. HARRISON. Assuming they appropriated—

Senator BIBLE. Assuming that Congress were to appropriate \$97,000, how long would it take you to complete the study so you would be in a position to either recommend for or against?

Mr. HARRISON. We could do it within a year after the funds are appropriated.

Senator BIBLE. After funding, you would do it within a year.

The proposed landage of the Department provides that this be done in cooperation with the Secretary of Agriculture.

Does \$100,000 cover the cost that the Secretary of Agriculture would expend in his cooperation with you?

Mr. HARRISON. Yes; it does.

Senator BIBLE. It does include that? I mean, this would be a participating agreement of some kind?

Mr. HARRISON. This would include the cost for the Park Service and the Bureau of Roads.

I cannot speak for the Department of Agriculture but in the case of the recently enacted study bill for the extension of the Blue Ridge Parkway, which has a similar provision in it, the Forest Service indicated that they would participate, and that they would not—that

their cost would not be a part of the \$35,000 that was authorized in that instance.

I would assume that they would do the same thing here, sir, but I cannot speak for them.

We have not, in your figure, provided for the Forest Service.

Senator BIBLE. Oh, I thought you said that you had.

Mr. HARRISON. No.

Senator BIBLE. Maybe I misunderstood you.

Mr. HARRISON. If I did, I did not intend to.

Senator BIBLE. Oh. Do you have any type of an overall estimate of the cost—this was 500 miles approximately?

Mr. HARRISON. 500 miles.

Senator BIBLE. In what magnitude are we talking in terms of how many millions of dollars for the parkway?

I realize that you cannot have any real firm figure on this.

Mr. HARRISON. Well, Senator, of course, we are not in a position to give you an official estimate of this inasmuch as what figures we have prepared were simply on the basis of an incomplete study.

They have not been cleared by the Bureau of the Budget, and we cannot give you any official figures on that, sir.

Senator BIBLE. Well, I do not care about the "official" part. I am just trying to get an approximate idea.

The Natchez Trace is 450 miles and it cost about \$110 million.

Is this the magnitude of the Natchez Trace?

Mr. HARRISON. Our tentative estimates, based on what we have done so far in studying the area, would indicate approximately \$193 million.

Senator BIBLE. \$193 million? I just wanted an approximate idea of what type of a project we are getting into.

I have only one other question. This might lead to others, but where do you get your authority for establishing parkways?

You say this is inherent within the National Park Act, the general act?

Mr. HARRISON. No; it comes from Congress such as you have before you now.

Senator BIBLE. It has to be specifically authorized?

Mr. HARRISON. That is right. It derives strictly from you by special acts.

Senator BIBLE. Well, does the Park Service lay down criteria as to what meets a parkway standard and what does not meet a parkway standard?

Mr. HARRISON. Yes; we do have criteria.

I do not know that we have it with us at this time.

Could I ask Mr. Johnson?

Mr. JOHNSON. Roughly, this estimate is based on a 32-foot—

Mr. HARRISON. No; this is the standard for establishing—

Senator BIBLE. If you do not have it now, I would like to have it supplied for the record, because I just came back from the Canyon lands in Utah, and they are talking about a Golden Circle Parkway to connect Grand Canyon and Lake Meade, which has some appeal to me, and Bryce and Zion, and a great number of other national parks and make a national parkway.

Now, how do you arrive at these determinations?

Do you just depend upon the Congress to direct you in this direction?

Mr. HARRISON. That is correct, sir; but, in making our recommendations, we have certain criteria that the planning people use in measuring the scenic qualities that are present and whether they are historical features to go into the parkway. I think perhaps Mr. Cox could elaborate on that, sir.

Senator BIBLE. Yes, Mr. Cox?

Mr. Cox. Well, I am not sure that I am answering your question, but I will try again if I am not.

One of the facts about a parkway is the width of the right-of-way. It is an elongated park and that runs roughly from 800 to 1,000 feet in width.

The motor road, of course, lies within that right-of-way.

That is one of the specifications which—

Senator BIBLE. Yes; I understand that, but that seem to me to be a detailed specification, but what I am trying to say is this: Where would you determine that you were going to locate the parkways throughout the United States?

To date you have located only in the District of Columbia, Maryland, North Carolina, Virginia, Tennessee, Alabama, Mississippi, and apparently that is it.

These are the only States in which you have put parkways. Now, is there any particular reason why this is the only place where you have put parkways?

Mr. Cox. Well, I think in this case the elements that suggest the parkway is, first, the elevation, the altitude of this country. It is generally high.

In fact, West Virginia has the highest average altitude of any State east of the Mississippi, I am told. And the second point was the proximity of the people, 60 million people within 300 miles of the parkway, one or the other of this parkway, which indicates your use and your need for recreational resources, plus the fact that it is generally undeveloped country.

You do not think of parkways through heavily populated industrial country. This is pretty free and open forest and small farmlands.

So all of those factors and many others add up to suggest this resource, this possibility for recreational use and development.

Senator BIBLE. The thing I am trying to do is figure where you people come in and the Bureau of Public Roads goes out, because this is a hundred percent Federal dollar, is it not?

Mr. Cox. That is right.

Senator BIBLE. And to date apparently the United States has either paid or obligated itself for something like \$250 million for parkways—\$350 million for parkways or something in that neighborhood.

I am just wondering what guidance your service gives in determining where parkways are located.

In other words, would you put one in San Francisco to Los Angeles?

Is this parkway country?

Mr. Cox. I do not know that country.

Mr. CALLAHAN. What about a consideration of a parkway along the Pacific coast, south of San Francisco?

Mr. HARRISON. In the Sierra way, there is a bill in on that now.

Senator BIBLE. I am wondering where you draw the line. This is all I am trying to say, or, do you draw the line or wait for us to draw the line?

Mr. HARRISON. I am sure that the Service has the criteria. There are criteria, questions of judgment, I am sure, as to what would be considered scenic; whether the landscape lends itself to the development of a parkway; whether it is already so developed as to attract or whether you could put in a scenic parkway, as Mr. Cox said, in an urbanized area.

We generally avoid those.

I am sure that the Baltimore-Washington Parkway is an exception. As I say, it originated not as a national parkway but as a defense project.

Mr. JOHNSON. Well, may I say something about the Mississippi Parkway?

In 1950 Congress appropriated \$250,000 to make a feasibility study for a national parkway along the Mississippi River.

We do not always come up with favorable reports. We recognized in the report of 1951 that the river and the road had national significance but that it had too much commercial development along it. So a national parkway could not be realized, at least along the river, where the river is part of the picture.

And so we turned in a report saying that it was the responsibility of the States, through regular Federal aid funds, to construct or reconstruct a new location of roads, but trucks would be permitted on them and that the Federal Government should participate an addition to regular Federal aid for highway construction to provide some of the parkway aspects on existing highways.

So that the Park Service and the Bureau of Public Roads only participates in assisting the States now in making studies to add these parkway aspects.

Many of the parkways that we study, I think, have been suggested by others in the National Park Service.

Mr. HARRISON. That is true. This Mississippi River Parkway that he refers to is now known as the Great River Road, I believe, and the States are building it.

The Federal Government does allow additional funds for such things as turnouts and overlooks and that sort of thing, that is not provided in the special—I mean, the usual highway.

Mr. JOHNSON. Well, there is a bill now requesting \$2 million for 2 years now, Federal aid to the Great River Road to 10 States to put on some of these parkway aspects.

Mostly, it has to deal with additional rights-of-way.

Senator BIBLE. Trucks are not permitted on parkways.

Is that correct?

Mr. JOHNSON. That is correct, on a national parkway.

Senator BIBLE. Speed limits follow the State.

Is that correct?

Mr. Cox. Not always. Usually slower speeds on our parkways for the most part.

Senator BIBLE. So the parkway is, in no sense, a substitute for the interstate highway?

Mr. Cox. No, sir.

Senator BIBLE. Or for the four-lane or the six-lane highway? It is primarily to be used for scenic traveling, so that you can get out and see scenic areas.

Is that correct?

Mr. HARRISON. That is correct.

Senator BIBLE. Is this generally correct?

Mr. Cox. We use the term "drive a mile and stop a mile."

Senator BIBLE. You do not want them on the prkway unless they are going to go leisurely and stop and take picnics and take turnouts?

Mr. Cox. That is what we would like, sir. That is what we would like.

Senator BIBLE. I see. Well, I wish you would provide this for the record, because this whole problem of parkways has vast implications, I think it is very obvious, and I think it is something that we have a number of bills before the committee at the present time on, and we want to go into it very thoroughly so that we have a good thorough broad picture of it.

I have been advised that on the Blue Ridge and I suppose, to make the project a bit more attractive, that the States donated the land—this is a correct statement on the Blue Ridge—

Mr. HARRISON. That is correct on the Blue Ridge and also the Natchez Trace Parkway and Foot Hills Parkway, sir.

The Federal Government has acquired the land, I believe, on the others that are listed on the list here.

Senator BIBLE. Is there some indication that this would be done in the case of the Allegheny Parkway or has this been explored?

Mr. HARRISON. The bill that you have before you provides for Federal acquisition, sir.

We, to my knowledge—Mr. Cox can, perhaps, correct me on it if I am wrong—there have been no indications that the States would acquire the right-of-way.

Senator BIBLE. Well, do you have a figure in your—what did you say this was, \$193 million in overall costs?

Is there a land acquisition—

Mr. HARRISON. That includes the land acquisition figure.

Senator BIBLE. What is the land acquisition figure, approximately?

Mr. HARRISON. There again it would be a rough estimate: \$18 million.

Senator BIBLE. It would be about \$18 million for land acquisition.

Senator Long?

Senator LONG. I believe you, gentlemen, who were here throughout the day's hearing. We heard the testimony in very sincere and glowing terms of the beauty of this area.

We also saw some pictures of it. I presume you are familiar with those pictures that were passed around. The question that I wanted to ask is this, and I know if you answer it at all, it will be on the basis of general impressions. And yet we have general impressions, and it is these general impressions that finally lead to action.

I want to ask this: What is the potential of this proposed development in relation to other park highways that we have, in relation to its center, and half of the population of the Nation, as one speaker after another pointed out?

What is its potential? Very exceptional? Just average? Or below average?

When you talked about it, does it appeal to you?

I wish you would share that thinking. It is not thinking that you know, yet but what are your impressions?

Mr. Cox. Well, I have not seen too much of this country in person, although I am familiar with that general area, and what I am saying is based on my own observations and comments by members of my staff, who have been into West Virginia and also by the folks out there.

I think the report, of course, contains statements which are more or less summarized in this fourth paragraph of Mr. Carver's letter, and he says:

This mountainous region offers opportunities for scenic parkway location of national caliber, encompassing great variety including ridge tops, mountain streams, valleys, gorges, open plateaus and prairie country.

In its approximate 500 miles distance it would provide outstanding recreational motoring facilities for leisurely travel connecting with and furnishing access to existing and proposed State and Federal parks and forests of exceptional quality.

I think that is a very excellent statement, summarizing my own reaction, and my own thoughts in answer to your specific question, sir.

Senator LONG. The proposal then is challenged, as we look forward to the time when we will have not 180 million population but 200 and 300 and who knows how many others?

Mr. Cox. That is right.

Senator LONG. One other question: Coming, as I do, from a State that does not have a single billboard throughout the State, what would be the regulations governing billboards along a magnificent route like this?

Mr. Cox. We would not permit signs of any kind except those necessary on the parkway. And certainly not billboards on the parkways.

We have a very restricted policy on signs, keeping them to the minimum which will take care of the visitors, answer their questions about directions, and things to see.

Mr. JOHNSON. Now, did not Virginia pass a law forbidding the billboards within a thousand feet of our boundaries?

Mr. Cox. That is true.

Mr. JOHNSON. So we could look for a similar cooperation from the States.

Senator LONG. I would hope that when this development takes place, and I certainly think it should take place in time, and the sooner the better, that the people who have the privilege of riding over it would also have the privilege of seeing its beauty unmarred.

Mr. Chairman, I saw what is now the Gatlinburg country in east Tennessee, generally, first in 1907.

I was tremendously impressed by it, and as I became familiar with the promotional work throughout the Nation and the development of tourism, I felt that this magnificent area we have been talking about, is perhaps the most unadvertised part of the United States or the world so far as Americans are concerned.

I think we should make the most of it.

Senator BIBLE. Thank you, Senator Long.

Do you gentlemen have any further statements to add for the record?

Mr. HARRISON. No, sir.

Senator BIBLE. I wish you would supply the materials that have been requested.

The record will be kept open for 10 days.

(Subsequently the following communication was submitted containing information requested at the hearing:)

DEPARTMENT OF THE INTERIOR,
NATIONAL PARK SERVICE,
Washington, D.C., May 22, 1962.

HON. ALAN BIBLE,
Chairman, Public Lands Subcommittee,
Interior and Insular Affairs Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR BIBLE: At the hearings of May 10 on S. 1798, a bill to provide for the establishment and administration of the Allegheny Parkway in the States of West Virginia and Kentucky and Maryland, and for other purposes, you asked for a statement of the standards applied by this Service in recommending national parkways. We are pleased to comply with your request.

This Service has defined a national parkway as follows:

"A national parkway is a federally owned, elongated park featuring a road designed for pleasure travel, and embracing scenic, recreational or historical features of national significance. Access from adjoining properties is limited and commercial traffic is not permitted. A national parkway has sufficient merit and character to make it a national attraction and not merely a means of travel from one region to another. A national parkway can be established only by an act of Congress."

The various considerations that go into the planning of a national parkway are set forth in considerable detail in the enclosed publication entitled "Planning Our National Park Roads and Our National Parkways." Your attention is directed particularly to pages 428 and 429 where the selection of routes is discussed. We believe that this topic responds fully to your request. The enclosure contains much additional information that will be of interest to the committee in connection with its consideration of the various bills relating to the study and establishment of national parkways, as well as the practices that have been followed in the establishment of existing parkways.

On the same date, you referred to our letter of April 17 to you and asked that we cite the laws under which the parkways, other than Blue Ridge and Natchez Trace, were authorized. This information follows:

Baltimore-Washington Parkway—Act of August 3, 1950 (64 Stat. 400).

Colonial Parkway—Act of July 3, 1930 (46 Stat. 855, 16 U.S.C. 81a).

Foothills Parkway—Act of February 22, 1944 (58 Stat. 19, 16 U.S.C. 403 h-11).

George Washington Memorial Parkway—Capper-Cramton Act (act of May 29, 1930 (46 Stat. 482)) and act of June 6, 1924 (43 Stat. 463).

Palisades—Capper-Cramton Act (act of May 29, 1930 (46 Stat. 482)) and act of June 6, 1924 (43 Stat. 463).

Rock Creek Parkway—Act of March 4, 1913 (37 Stat. 866, 885).

Suitland Parkway—Act of August 17, 1949 (63 Stat. 612).

Sincerely yours,

CONRAD L. WIRTH,
Director.

(Whereupon, at 4:05 p.m., the committee adjourned.)

The first part of the book is devoted to a general history of the

country from the earliest times to the present day.

The second part is devoted to a description of the

country and its inhabitants.

The third part is devoted to a description of the

country and its inhabitants.

The fourth part is devoted to a description of the

country and its inhabitants.

The fifth part is devoted to a description of the

country and its inhabitants.

The sixth part is devoted to a description of the

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The seventh part is devoted to a description of the

country and its inhabitants.

The eighth part is devoted to a description of the

country and its inhabitants.

The ninth part is devoted to a description of the

country and its inhabitants.

The tenth part is devoted to a description of the

country and its inhabitants.

APPENDIX

PLANNING OUR NATIONAL PARK ROADS AND OUR NATIONAL PARKWAYS

(Dudley C. Bayliss)¹

The basic premise controlling all planning, as well as development and management of the national parks, monuments, and parkways, is embodied in the act of 1916, which established the National Park Service of the U.S. Department of the Interior. It is quoted in part as follows:

"The Service thus established shall promote and regulate the use of Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

This continues to be the guiding principle of the National Park Service as recently restated by Director Conrad L. Wirth in his Foreword to Mission 66:

"Appropriate park use by present and future generations requires preservation and protection of the resources of the parks. But the underlying purpose of national parks, a purpose deriving clearly from the act of 1916 as well as from the several acts establishing the national parks and monuments, is to yield certain benefits to the Nation and its people. These benefits result primarily from the visitor's experiences in the areas of the system. It is the function of the National Park Service and the objective of the Mission 66 program constantly to improve the quality of that experience."

Mission 66 is a far-reaching 10-year conservation program for the national park system, conceived by Mr. Wirth, approved and recommended to the Congress by the President in 1956. It is intended to provide facilities in the parks for the more than 80 million visitors expected to be using the system by 1966—50th anniversary year of the establishment of the National Park Service. It will also provide stronger and more effective safeguards for the scenic, scientific, and historic resources of the system. Both the enlarged appropriation for the present (1957) fiscal year and the budget for 1958, provide for carrying the program forward at the recommended rate.

NATIONAL PARK ROADS

Landscape architects and engineers of the National Park Service soon learn that it is difficult to follow explicitly the requirements in the basic legislation to "conserve the scenery," and "provide for the enjoyment of same in such manner and by such means as will leave them unimpaired."

Anyone who has seen a road built know that the "dozers" and "cats" are not generally regarded as instruments of conservation. So what is the fine line of distinction, and how far can you go in opening up roads to enjoy the scenic and historic wonders of our country at the expense of destruction of some part of the very thing you are striving to protect?

This conflict of interests has concerned not only the landscape architects and engineers of the Service but also the engineers of the Bureau of Public Roads of the U.S. Department of Commerce, who have, by interbureau agreement for the past 30 years, collaborated on location surveys, preparation of con-

¹ Mr. Bayliss is Chief of Parkways in the Branch of Landscape Architecture, Division of Design and Construction, National Park Service of the U.S. Department of the Interior, Washington, D.C. Since 1934 his work has been concentrated on the landscape architectural, architectural, and other phases of the national parkways under development by the National Park Service. Previously he spent several months in the same Division assisting with the organization and direction of the Historic American Buildings Survey. He is a member of the American Society of Landscape Architects.

struction plans and contracts and supervision of construction of the major road and bridge projects throughout the 181 national parks, monuments, and parkways now included in the national park system.

DISTINGUISHING CHARACTERISTICS

Over the years there have developed between the two Federal Bureaus the recognition and acceptance of national park roads as being specialized means of access and circulation that differ, radically in most cases, from the high-speed highways and turnpikes of this era as follows :

1. They are planned to reach the principal features of the park rather than to serve as the most direct route from point to point.

2. They are located and designed to best fit the topography of the particular park rather than to conform to standards of alinement, gradient, and curvature which are established for statewide or national application. If possible the road is "laid on the ground" rather than cut through it.

3. Since they are the means by which visitors see and enjoy the park, they are essentially low-speed roads, and thereby are more readily adapted to being fitted into the landscape with consequent reduction of construction scars.

4. Having as their objective the various points of scenic, historic or scientific importance in the park they are, whenever possible, planned and located to present the story or picture of the park in the best chronological or interpretive order.

5. In the location of new roads or the relocation of old ones, the landscape architect searches out and incorporates all worthy points of scenic, historic or other interest even at the expense of some additional length or nondirectional alinement. Parking areas or turnouts at these and other points of interest are part of the normal construction.

6. All time-tested methods of protecting the roadside slopes and healing cuts and fills, guarding against erosion, are employed, such as flattening and rounding slopes, fertilizing, mulching and seeding, using native plant materials to restore natural appearance, protecting large trees from blasting operations, careful marking of tops of cuts and toes of fills to insure against unnecessary clearing, and locating of borrow pits and quarries out of sight of roads.

7. To obtain maximum and continuing benefits of scenic locations of roads selective cutting and thinning operations help open up views or vistas. Whenever possible canopy-type views are obtained by removing the understory and lower branches only, thereby retaining the larger trees and their shade.

Maintenance of the vista is provided by annual mowing or cutting according to a maintenance plan (fig. 1) which defines the various areas and their treatment for mowing, vista maintenance, and does not rely on verbal orders or previous experience.

8. All park development, including visitor centers, administrative and maintenance areas, concession and residential areas, and the connecting road system, is controlled by the master plan for the park. This is a detailed graphic, as well as narrative plan, which defines the theme or basic importance of the park, the areas to be developed and likewise those to be kept free from development, as well as the method of interpreting the important story or features.

TYPE OF CONTROL

No road construction is undertaken until the system has been studied, carefully planned and delineated in the plan. The road system plan, one of many parts of the master plan, is an example of existing and proposed work in Crater Lake National Park. The benefits of this controlling master plan have been well worth the time and effort expended by the landscape architects, engineers, and other professional and administrative representatives of the service in their preparation. Conceived by Chief of Design and Construction Thomas C. Vint, and adopted by former National Park Service Director Horace M. Albright in 1932, this type of control insures against whims of opinion or varying methods of development brought about by changing administrative or professional personnel and, at the same time, permits orderly progression of work and revision.

9. The landscape architects' and engineers' ingenuity in blending the roads into the topography through careful location, design and technique of scar reduction is constantly taxed due to the variety of terrain encountered that ranges from the tundra of Alaska to the rain forests of Hawaii and the Northwest, the High Sierras and Rocky Mountains to Death Valley and the desert, and the rocky promontories of Maine through the eastern Appalachians and the Virginia Capes to the everglades of Florida. No two parks are alike in their demands or their requirements for visitor use.

COLLABORATIVE WORK

The National Park Service has been fortunate in availing itself of the fine engineering services of the Bureau of Public Roads over the past 30 years. Working together the two bureaus have located and constructed roads within most of these 181 parks, monuments, and other gems among America's collection of crown jewels.

Some of the outstanding examples of the collaborative efforts in the western parks are the Going-to-the-Sun Highway in Glacier National Park, the Trail Ridge Road in Rocky Mountain National Park, the Rim Drive in Crater Lake National Park, the Stevens Canyon Road in Mount Rainier National Park, and the Tioga Road in Yosemite National Park, the central unit of which is scheduled for completion during the forthcoming fiscal year.

In the eastern portion of the country, the principal large-scale projects include the Blue Ridge Parkway, a 477-mile roadway threading the picturesque southern highlands between Shenandoah National Park and the misty folds of Great Smoky Mountains National Park and encompassing with those two areas some 640 miles of continuous mountain road location; and the Natchez Trace Parkway, a 450-mile scenic route connecting Nashville, Tenn., and Natchez, Miss., over the historic Natchez Trace, one of the first post roads in the country, which followed Indian trails and was used by river travelers returning to their homes in Tennessee and Kentucky.

The Bureau of Public Roads has assigned many of its best engineers to the special requirements of national park and parkway work, handled through the Bureau's regional offices and the National Park Service eastern and western offices of the Division of Design and Construction. The working procedure is outlined in a document known as the Road Regulations, formerly an interbureau agreement, which states the responsibilities and various steps in carrying out the location, design and construction.

Through the 30 years of collaborative effort over \$280 million have been appropriated and expended throughout the parks and parkways of the United States and territories in all varieties of topography and climate. Both bureaus have profited from the arrangement which has developed appreciative respect for each other's professional work and a healthy, well-rounded result which recognizes the practical and economic considerations in proper relation to esthetics and master plan requirements.

During the early thirties the National Park Service was requested to undertake the development of a national parkway 477 miles in length to connect Shenandoah and Great Smoky Mountains National Parks. Thus started under

the authority of the National Industrial Recovery Act, this project became known as the Blue Ridge Parkway and has been the forerunner of seven other national parkway projects, now in various stages of development.

NATIONAL PARKWAY

Being the first truly rural scenic parkway project of such magnitude in the country, the Blue Ridge Parkway has been the pioneer of a new form of recreational development in the national park system. The techniques of park road location and construction have been utilized, though on an expanded scale, since national parkways are essentially elongated parks, in which the campgrounds, picnic areas, lodges, and other visitor services are planned and developed at 19 locations along the route through Virginia and North Carolina, selected to best fit the topography and the requirements of the project.

Large units of the Blue Ridge Parkway lie within the boundaries of the George Washington and Pisgah National Forest. Through the fine cooperative spirit of the Department of Agriculture and the Forest Service, an agreement of many years' duration provides for transfer of parkway lands to the Department of the Interior and National Park Service jurisdiction as well as protection of additional zones adjoining the parkway. Within these zones, selective timber harvesting operations guarantee the maintenance of the forest as seen from the roadway.

The Forest Service has also acquired and transferred lands necessary for the development of Peaks of Otter, a major scenic and recreational park adjoining the Parkway in Virginia.

In addition to the Blue Ridge Parkway, now about three-fourths complete, the National Park Service is developing seven other national parkways, varying in length from 9 to 450 miles. As previously mentioned, the Natchez Trace Parkway, nearing the halfway mark in completion, is the other large scale parkway, traversing parts of Tennessee, Alabama, and Mississippi, in its 450-mile course from Nashville, Tenn., to the Father of Waters at Natchez, Miss.

The Foothills Parkway, living up to its name, will furnish spectacular views of the mighty Great Smokies Range, from its location through the foothills skirting the northern boundary of Great Smoky Mountains National Park for a distance of 72 miles, and facilitating access to the campgrounds and other developed areas which are tucked into the coves and hollows at the lower elevations along the perimeter of the park.

One of the first to be started (1930) and the most recent to be completed, is the Colonial Parkway, extending 22 miles from Jamestown to Yorktown, Va., by way of Williamsburg. Connecting these three important historic shrines over a scenic route along the James and York Rivers and across the tidewater peninsula, this parkway was completed in conjunction with the celebration this year of the 350th anniversary of the founding of Jamestown.

In the vicinity of the Nation's Capital, work is proceeding rapidly on the George Washington Memorial Parkway, which will occupy the bluffs on both sides of the Potomac River, from a point above Great Falls, where a new bridge is authorized, to Mount Vernon on the Virginia side and Fort Washington, across the river in Maryland. The Mount Vernon Memorial Highway, designed and built by the Bureau of Public Roads in the early thirties, is an important unit of the parkway, connecting the Arlington Memorial Bridge and Mount Vernon, Va. This parkway has fine scenic qualities, and will, by nature of its location within a rapidly expanding metropolitan area, carry a larger volume of traffic and thus require somewhat different design standards than the rural or mountain parkways. Recreational facilities include picnic areas, boating facilities, nature trails, accesses to the historic Chesapeake & Ohio and George Washington Canals, as well as the usual parking overlooks. Large-scale public-use facilities are being developed at Great Falls and Fort Washington, the two termini in Maryland.

Two of the parkways near Washington, the Baltimore-Washington and Suitland, were started as military-access roads and later transferred to the National Park Service for completion after World War II. These are relatively short metropolitan parkways of 19 and 9 miles in length respectively, and carry heavy volumes of fast-moving traffic. Since they are so directly interconnected with the Maryland and District of Columbia highway systems, they serve more as traffic facilities than for recreational motoring and hence are being considered for transfer to State jurisdiction.

The Chesapeake & Ohio Canal Parkway project, authorized in 1950, has recently been restudied and legislation is pending to restore the canal and acquire adjoining lands for a national historic park including a 25-mile parkway road connection through Green Ridge State Forest near Hancock, Md.

PARKWAY ROADS COMPARED WITH PARK ROADS AND HIGHWAYS

In many respects national parkway roads are quite similar to national park roads, except that the parkway location is established to conform to the road route selected, while in national parks the roads are located within areas already established. Parkways thus become elongated parks fitted to the type of countryside and incorporating scenic, historic, and other points of interest.

Compared to State highways, the parkway roads carry no commercial traffic; they are based on the acquisition of wide rights-of-way, from 800 to 1,000 feet average widths generally, providing a protective area which insures against roadside excrescences such as the billboards, hotdog stands, taverns, and other fringe developments which infest and destroy ordinary highways. Parkways are also distinguished by their safety features such as grade separation structures; avoidance of cities and towns by means of bypass routes; controlled access, and parallel local or service roads to eliminate the frequent entrances and exits found along ordinary highways. Parkways are located with free-flowing alignment to take advantage of the best scenic features of the countryside and to traverse regions of historic or scientific interest so that the shortest route is not the primary consideration as it often is in the case of highways.

Parkways are planned and located to provide the most scenic and pleasant recreational developments en route at widenings in the rights-of-way, where motorists may stop for a picnic lunch, or in the case of long parkway projects, for overnight camping or lodge accommodations. The ride-a-while, stop-a-while principle is kept in mind throughout planning and development.

LAND ACQUISITION

The general policy incorporated in Federal legislation on national parkway projects is that the States through which the parkway passes, acquire and deed to the United States the rights-of-way, and the Federal Government then assumes the responsibility for the construction and maintenance of the parkway road and adjoining recreational areas. This results in a cooperative project with a 90-percent Federal and 10-percent State initial cost ratio. Acquisition standards which have been developed over many years are set forth in a brief pamphlet entitled "Requirements and Procedure to Govern the Acquisition of Land for National Parkways."

The extent of lands to be acquired is based on right-of-way maps which are prepared by the National Park Service after preliminary surveys have been made by the Bureau of Public Roads on a route selected by joint bureau and service reconnaissance. During the process of land acquisition negotiations are carried on between representatives of the State and the National Park Service to settle problems that result from the necessity for relocation of roads, powerlines, telephone lines, the acquisition of residual parcels to eliminate the need for private entrances to the parkway road, and other local problems in the area.

CONSTRUCTION AND DEVELOPMENT

Following acquisition and transfer of title of parkway lands, units of the parkway road are constructed in economical contract units, generally 10 to 12 miles in length, and follow the usual stage construction basis, starting with a clearing, grading, draining, and base surfacing contract, followed by contracts for major drainage or grade separation structures, and later paving contracts, each unit requiring from 2 to 3 years to complete depending upon the availability of funds.

On long parkways, such as Blue Ridge and Natchez Trace, the policy is to provide long, usable units making connections with existing State highways, in order to best serve public needs. This policy is sometimes difficult to carry out, particularly where the parkway crosses several States en route. Over a period of years, however, it has been successfully applied.

The availability of lands acquired by the State for the parkway forms an important basis in determining the units to be included in a construction program. Construction standards depend on topographic considerations and are generally as high as can be reconciled with reasonable preservation of natural

values, providing easy alinement and gradient with good sight distance, making for comfortable driving conditions.

Large parkway projects require individual organizations. In order to provide the necessary right-of-way maps and construction plans, a staff of landscape architects represents the National Park Service, and a staff of engineers represents the Bureau of Public Roads. In accordance with a longstanding working arrangement, these two groups collaborate on the reconnaissance and location surveys and later on the preparation of contract plans. The National Park Service staff prepares the right-of-way plans on the basis of a route which is approved by the Director. In the case of parkways involving historical or archeological considerations of prime importance, those professions are represented on the parkway staff to collaborate on the early reconnaissance work.

The maintenance of the road and right-of-way, as in other National Park Service areas, is handled by the National Park Service following the completion of construction. During the construction period the Bureau of Public Roads assumes responsibility for maintenance of the roadway proper.

PROBLEMS INVOLVED IN PLANNING AND DEVELOPING PARKWAYS

The problems encountered in planning and developing parkways may be illustrated best perhaps by pointing out situations involved in the progressive development of a particular parkway project. It is assumed in this theoretical case, which is adapted compositely from the parkways now under construction by this Service, that the particular project has been authorized by Congress and that preliminary surveys have established its feasibility and desirability. This is usually accomplished by means of a reconnaissance survey and report approved by the Congress with an initial appropriation following in the annual Interior Department appropriation act.

(a) Selection of route and rights-of-way

1. Scenic considerations are of paramount importance in the selection of any parkway route, following map study, stereoscopic aerial photography study, and several scouting expeditions through the country to be traversed. The landscape architect familiarizes himself with all points of scenic value en route whether they be landscape, topographic, or scientific in nature; anything that would afford visual or physical pleasure to the motorist or stimulate his interest in the parkway environment is taken into consideration. If a choice is possible the landscape architect seeks for variation; for example, a route that alternates at intervals between the mountain heights and the open valleys so that the traveler looks up at the mountains occasionally and feels the intimacy of the surrounding countryside rather than constantly peering off the edge of the escarpment at the tiny villages, farms, and remote life below. The greater the length of the project, the more important this variety of location becomes. The same type of landscape or location can become monotonous no matter what the locale may be.

2. Other important considerations of selecting a route involve the historic, scientific, and archeological subject matter which may be encountered en route. A long parkway project should unfold a description of regions traversed, so to speak, in which historic structures, Indian mounds, exhibits of local or regional agricultural practices, such as cotton planting, sugarcane production, mountain farming, tobacco raising, reclamation projects, national forests, wildlife or game refuge areas, geological exhibits or sites associated with important military or other historical events are all given proper consideration.

3. Right-of-way maps are prepared to show the land necessary on which the State or other agency involved bases the acquisition. In selecting the boundaries for the right-of-way the landscape architect follows a varying course dependent upon several considerations. The general requirement in right-of-way includes 125 acres per mile of varying width with scenic easements occasionally in lieu of fee simple acquisition. One hundred and twenty-five acres per mile is the equivalent of 1,000 feet in average width. Aside from the problem of selecting sufficient land to provide for the road construction proper plus scenic control and sufficient buffer area to screen out unsightly developments or unnatural features, the landscape architect must take into consideration the following factors:

(a) Provision of sufficient width to accommodate all grade separations structures with the necessary access roads.

(b) Provision for parallel roads where necessary to accommodate local traffic or to replace existing county or State roads which the parkway location has displaced.

(c) Provision for relocation and possible undergrounding of power, telephone, or other overhead wire crossings.

(d) Elimination, insofar as possible, of adverse residual parcels of land on one side or the other of the parkway road, thus eliminating the need for the former owner to cross the parkway and motor road in his daily agricultural work.

(e) Conserving sufficient acreage within the 125 acres per mile total to provide widenings required for recreational, food, and service station facilities at proper intervals, as well as for maintenance and utility purposes. This is accomplished by reducing the width of the right-of-way as much as possible to accommodate the items listed above and then widening at strategic points to take in an entire mountain top or range for example, where the lands will be sufficient to accommodate picnic and parking areas, camp-grounds, trailer areas, coffee shop, gasoline stations, lodge and overnight developments, plus utility buildings, shops, warehouses, and equipment storage space.

(f) Economic considerations, involving the reduction in width to the minimum possible consistent with safety and protection of the parkway motorist through expensive agricultural lands or through suburban areas. Routes are selected to bypass, by as wide a distance as possible, metropolitan centers, but occasionally it is necessary to pass through the suburban surroundings of these built-up centers of population.

(g) Where justified, the substitution of science easements, freezing the rural picture and uses of land instead of fee simple acquisition.

(b) Establish State relations.

An important and ever-present problem is the establishment and maintenance of relations with the State agency responsible for the acquisition and transfer of rights-of-way.

1. The State highway department is usually designated as the agency responsible for parkway land acquisition. The initial difficulty arises in selling the parkway type of development to the State highway department, which agency is accustomed to acquiring only the right-of-way necessary for actual road construction purposes. It has been only in recent years, since wider rights-of-way for State highways have been accepted generally, that any sympathetic response has been made to the width of rights-of-way necessary for national parkway development. Even now it remains very difficult to convince some State highway right-of-way officials that the parkway type of development requires much greater width, limitation of access, and separation of traffic than for highway projects.

2. The "Requirements and Procedure to Govern the Acquisition of Land for National Parkways," which have been approved by the Secretary of the Interior, serve as the basis for acquainting the State right-of-way agency with parkway land requirements and the general theory of parkway design and construction. These standards set forth briefly the theory and practice of parkway development and suggest means and methods of expediting the transfer of necessary lands through designation of a central State agency, and passage of desirable legislation to accomplish the various objectives in the parkway program.

3. A working procedure on land acquisition and transfer is also outlined in the "Requirements and Procedure to Govern the Acquisition of Land for National Parkways." This procedure states the method of providing location and right-of-way maps, type of deeds necessary, provisions for access and frontage rights, replacement of public and private roads, powerlines, and other problems incident to right-of-way acquisition.

(c) Design of the parkway road

1. In general, problems involved in the design of the roadway proper are similar to those encountered in any park area. The National Park Service landscape architect works closely with the Bureau of Public Roads engineer in the matter of a location survey in which the controls are selected which establish elevations at mountain gaps, stream crossings, intersections with highways and other public roads, and other topographic factors which actually determine the course of the road through the country.

One of the main points of difference between the parkway type of road and the ordinary highway is that the parkway does not necessarily follow the most

direct or economical location, based on the premise that it is a recreational type of road which aims to unfold the most interesting and scenic aspects of the country. As may be surmised, in the early days this developed interesting problems in working out the location with the engineers who, through training and experience on highway work, were justly concerned primarily with cost and directional factors and were not usually sympathetic to the provision of a wide panoramic view for example, in lieu of a through-cut. The latter, of course, would save both mileage and construction costs, but would deprive the vacation motorist of a benefit he should receive. Similarly the advantages of gently curving alinement over beeline tangent have always been subject to careful study from the standpoint of comparative costs and directionality.

Over a period of 18 years of parkway construction and development, the Service and the Bureau have reached what we believe to be a fair point of equilibrium in which the elements of pleasure, safety, and economy are given the proper weight and consideration in the final construction plans. In that period there has developed a mutual appreciation of these elements, together with the realization that the parkway road is essentially for pleasure driving in contrast to the utilitarian uses normally ascribed to the highway. The trend in recent years is swinging toward curvilinear alinement, controlled access, variable medians and grades for separated roadways, and wider rights-of-way for the more advanced highways as well as parkways. These are proven values of permanent nature which contribute to the pleasure and safety of the motorist and the economy and permanence of the project. While many of these benefits have been confined to national parkways in the past there is heartening reason to believe they will become standards for all major highways as time goes on. All highway and parkway users are entitled to them.

2. Along with the physical controls established by mountain passes or elevations, river crossings, etc., comes the problem of selecting sites for development areas to include overnight facilities, camp and picnic grounds, gasoline and motor service stations, provisions for meals and the storage of road maintenance equipment. On projects 500 miles in length, for example, it must be assumed that many vacationers will find it desirable to spend several days en route. Proper provision must be made for their accommodation, particularly where the nearest towns or facilities are too far from the parkway road.

The problem of patrolling and maintaining contact with parkway neighbors over a project of such size has led to many complications not ordinarily experienced in most park areas. In the matter of communication, for example, it has been found necessary to utilize the latest type of radio communication system in order that weather conditions, fire locations, traffic violators, and other swiftly moving or widely separated events may be reported and acted upon promptly.

The location of recreational and maintenance facilities in areas remote from towns or villages develops problems of employee housing and provision of water, sewage disposal, and electric power systems.

3. Road design is based on moderate rather than high speed, and the highest standards of flowing alinement and grade possible in the type of country being traversed, consistent with the least possible disturbance of the existing natural features and landscape. Road slopes are flattened to a point of unquestionable stability which, in addition to reducing the "manmade" look, eliminates many erosion and drainage problems and reduces maintenance costs such as gutter and ditch cleaning, which for the most part, are caused by insufficient slope stabilization.

High standards of safety are incorporated in the road design, including good sight distance on vertical and horizontal curves, through tunnels and over bridge structures; grade separation structures at all railroad and major road intersections; parking overlooks and widening at preselected points; guardwall and guardrail, center striping of the roadway, standard traffic signs and markers; and mile posts to assist in location of the traveler on the road and identification of natural features en route.

The combination of all these design and safety standards makes it possible for the parkway traveler to relax from the tensions of ordinary highways and enjoy his driving experience on the parkway with reasonable observance of the scenic beauty of the countryside. The elimination of commercial traffic from the parkway road also contributes greatly to the comfort and safety of the parkway motorist.

Limitation of access points adds greatly to the safety of the parkway. Local roads which cross the parkway at several locations are relocated by means of parallel roads along the outer boundary of the parkway right-of-way to single crossings at certain selected points where access and visibility are good. The parkway crossing is made, preferably by means of grade separation structure, with no access from the local roads. If access is necessary, it is accomplished by means of a well-located access road. Adjoining owners enter the parkway only at these widely spaced entrances. Needless to say, this provision eliminates from the parkway road the dangers and annoyances of uncontrolled commercialism found in the ribbon or fringe developments which are the ultimate nemeses of ordinary highways.

(d) Construction

1. Construction of the parkway road and structures is for the most part through competitive bidding by contractors under collaborative supervision of the Bureau of Public Roads and the National Park Service. The Bureau of Public Roads provides engineering services on surveys and plans, and supervises construction with collaboration by the National Park Service on all landscape and architectural phases of the work. Work is undertaken by stage construction in which the clearing, grading, and base surfacing are usually included in the first contract of 10 to 12 miles in length. These grading contracts are often under construction over a period of 2 years due to the large amounts of material to be moved and the difficult construction through mountain areas in many cases, involving shutdowns during the winter season. Problems encountered are those common to all construction jobs in which the contractor is bound by the terms of the contract and the plans and specifications. This includes interpretation of many items in the plans and specifications which are resolved by the Bureau of Public Roads project engineer and the resident landscape architect working with the contractor's representative on the project.

Principal construction problems from the National Park Service standpoint are the preservation of the natural landscape through supervision of clearing and limitation of blasting; prevention of disposal of rock and excavation to disfigure natural streambeds or to cause unsightly fill slopes; selection of stone for drainage and bridge structures; selection of quarries and borrow pits out of sight of the parkway or other public roads; avoidance of unnecessary cutting of trees which might be saved close to the road proper through the use of tree protection or through careful construction methods; placing of the contractor's road camp in a location within the right-of-way which can later be restored to its former condition with little or no damage to the natural landscape; maintenance and protection of natural streambeds or lakes insofar as possible through the use of toe walls and hand-placed stone embankment.

In succeeding stages of construction the bridge and overpass structures are built, the road is surfaced with its final paving and guardrails, tunnel portals, parking areas, roadside turnouts, and traffic signs are completed. Most of this work is done by contract although there are some projects on which it is most expedient to use day labor under Bureau of Public Roads and National Park Service supervision.

(e) Developed areas

Within the adjoining parks or developed areas of a few hundred to several thousand acres, which are ranged at intervals of 20 to 60 miles throughout the longer parkways, the National Park Service through its division of design and construction plans and supervises construction of all roads, trails, visitor centers, utility buildings, and services to concessioner areas. This work is carried out by both contract and day labor according to the most economical method of construction.

Consistent with the established policy on concession developments in the national parks, the lodges, coffeeshops, gasoline stations, and other concession buildings are built and managed by private capital in accordance with plans approved by the Service.

(f) Management and maintenance

1. When the States have transferred sufficient rights-of-way to the United States to cover several units of the parkway project, problems of protection and management arise which require the services of an administrative staff with the necessary rangers and clerical assistants. There are relations with the State highway department on matters of right-of-way acquisition, primarily concerned

with construction problems. Also local matters on access and rights of abutting owners with regard to water, power, use of roads, drainage, or construction of buildings on abutting land under scenic easement necessitate an administrative organization, patrol of the parkway road following construction and inspection of the parkway rights-of-way periodically for fire prevention purposes, trespasses on parkway property, violation of parkway regulations against the marring or defacing of natural features, picking of wild flowers or destruction of shrubbery or trees. The rangers cover their assigned districts in easily identified patrol cars and are helpful in furnishing information and general public contacts.

2. The leasing of Government lands included in the parkway right-of-way to adjoining owners has eliminated one of the most serious problems of such an extensive project. A good portion of the parkway right-of-way includes agricultural lands on which it is desirable to retain the practice of agriculture in order to present a true picture of the adjoining countryside. In order to accomplish this purpose without undue cost and in order to continue the principle of agricultural production immediately adjoining the parkway road, large areas of the parkway land are leased to adjoining owners at a nominal cost and subject to careful regulation to provide proper crop rotation and other principles of good agronomy which will insure a longtime continued maintenance of the agricultural picture from the parkway road.

Similarly other areas carefully predetermined in the early right-of-way stages are leased for hay production or pasturelands, thus maintaining at low cost the open meadows and pastures with cattle grazing peacefully within a stone's throw of the parkway road separated therefrom only by a rustic fence of construction long associated with the locality. Negotiation of these leases regularly with the adjoining landowners presents an administrative problem but eliminates at the same time huge maintenance costs and gains friends for the parkway among these owners who thus serve as the maintenance force preserving the agricultural picture.

MAINTENANCE

On adjoining timberlands or lands adjacent to the parkway road which are better suited for return to wooded condition, the maintenance problem is the prevention of fire and insect infestations through constant surveillance and the use of preventatives.

Each parkway has a maintenance organization with equipment and personnel assigned to districts to remove slides and fallen rocks, clean ditches and culverts, replace eroded material, maintain shoulders, repaint the center striping, and all other maintenance operations. Snow removal is not considered to be an important maintenance project inasmuch as those sections of the parkways which are subject to snow conditions are paralleled by valley roads which are available for use during periods of heavy snow. The parkway road is closed to traffic during these occasions.

The campgrounds, picnic areas, parking overlooks, maintenance areas, and other parkway facilities not encompassed within the concession areas are policed and maintained either by National Park Service maintenance crews assigned to the particular area or by maintenance crews assigned to a district including 50 to 60 miles of the parkway road and adjacent recreational areas.

THE GREAT RIVER ROAD

Initiated through the energy and zeal of the late Albert P. Greensfelder, of St. Louis, and deriving from the results of a joint Bureau of Public Roads and National Park Service survey, completed in 1951, with the continued support of a vigorous and capable international planning commission, good progress is being made on the Mississippi River Parkway project. Now known as the Great River Road, reaching almost 3,000 miles from connections with the Trans-Canada Highway in Ontario and Manitoba through 10 States to the Gulf of Mexico, this parkway promises to establish a pattern of international and interstate cooperation with new concepts in parkway development that could well be applied to the Interstate System and other important highways throughout the United States and perhaps Canada as well.

The Great River Road incorporates all of the principles of national parkway development with a few important variations. It is planned to be administered by the existing State and provincial highway departments, and in the United States, to be financed as a part of the Federal Aid Highway System. Initially about 60 percent of its location would incorporate existing highways along

the river which would gradually be converted to parkway character by application of limited access, purchase of wider rights-of-way generally along the standards of the National System of Interstate Highways, and the purchase of outstanding scenic, recreational, historic, natural or wildlife areas including lands for service areas, bluff faces, islands, and other submarginal river lands.

Protection and preservation of the parklike zone on both existing and new location would be insured by this fee simple ownership, which would be supplemented by the purchase also of mildly restrictive easements on adjoining lands up to several hundred feet in width on each side. This would stabilize the agricultural and rural picture as seen from the parkway road at low cost, since only the rights of the adjoining owner to place on these lands structures foreign to the existing farming uses would be bought. Motels, taverns, and other commercial buildings, subdivisions, billboards, automobile graveyards, and trash dumps, would be among the exclusions.²

No restrictions would be placed on the continuation of farming since the object is to save for all time this living landscape of our life and industry—the vast wheatfields and cottonfields; the waving sugarcane and the pumpkins among the corn shocks; the cattle grazing in pastures; the haystacks and corncribs readied for the winter; and always the ever-changing panorama of the mighty river.

As sections of the parkway are acquired on new location the initial acquisition would include lands for all parkway features, including motor service areas. Commercial traffic would continue to use the old route. This elastic concept means a gradual conversion to a true parkway geared to each State's desire and ability to participate.

Of most importance in this project is the passage of enabling legislation to permit the 10 river States to acquire the rights-of-way and easements. Once this protective zone is established there is guaranteed forever a parkway clean and clear of any unsightly ribbon development. In accordance with present provisions of the Federal Aid Highway Act, the Bureau of Public Roads and the National Park Service are furnishing advisory planning services to the various river States when requested to do so. A report has been completed recently on the entire 623 miles included in the State of Minnesota and additional recommendations are currently being made on the detailed location of a scenic portion of the Interstate System which has been proposed for the Great River Road location near Minneapolis and St. Paul.

The State of Iowa has requested a complete report on the location through that State. Following that assignment, which is just being started, the consultants are scheduled for additional advisory work in Wisconsin, Illinois, Missouri, and other States.

A draft of proposed State legislation incorporating the suggestions of the two Federal agencies and the Highway Research Board to accomplish these objectives has been given to the newly appointed legislative committee of the Mississippi River Parkway Planning Commission, with the expectation that it will help to advance this most critical phase of the Great River Road project.

The great national interest in good highways evidenced by passage of the Federal Aid Highway Act of 1956, and the similar public and legislative support of the Mission 66 program for completing park roads and parkways, as well as other public service needs throughout the national park system, holds great promise.

From both the cost and land-use standpoints our people are entitled to, and can afford the best-connected systems of protected parks, you could say—with safe, gently curving roadways and amply space for additional paving width when needed; permanently planned facilities which will stabilize and improve their surroundings rather than degrade them; sensible and satisfying investments in beauty and utility.

² This type of easement, the acquisition of adjoining property owners' partial rights, might be an answer to the current billboard problem on the Interstate System.



