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ASSATEAGUE ISLAND NATIONAL SEASHORE

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HEARING BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

EIGHTY-EIGHTH CONGRESS

SECOND SESSION

ON

S. 2128

A BILL TO PROVIDE FOR THE ESTABLISHMENT OF THE
ASSATEAGUE ISLAND NATIONAL SEASHORE IN THE
STATES OF MARYLAND AND VIRGINIA, AND
FOR OTHER PURPOSES

AUGUST 11, 1964

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



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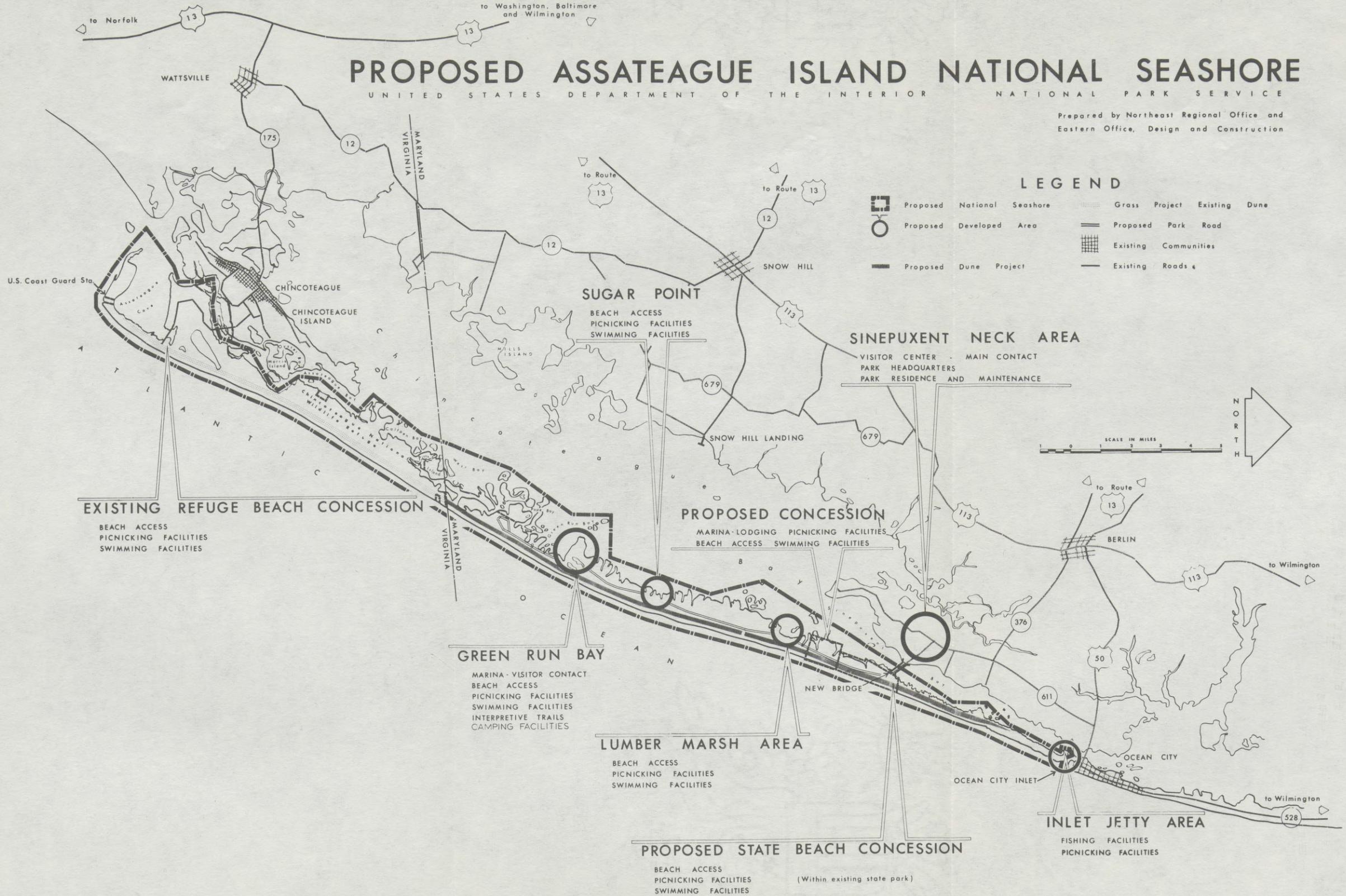


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PROPOSED ASSATEAGUE ISLAND NATIONAL SEASHORE

UNITED STATES DEPARTMENT OF THE INTERIOR NATIONAL PARK SERVICE

Prepared by Northeast Regional Office and Eastern Office, Design and Construction





ASSATEAGUE ISLAND NATIONAL SEASHORE

TUESDAY, AUGUST 11, 1964

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

The subcommittee met, pursuant to call, at 10 a.m. in room 3110, Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senators Henry M. Jackson (Washington), Alan Bible (Nevada), Ernest Gruening (Alaska), Gordon Allott (Colorado), Len B. Jordan (Idaho), and Milward L. Simpson (Wyoming).

Staff members present: Jerry T. Verkler, staff director; Roy M. Whitacre, professional staff member.

Senator BIBLE. The subcommittee will be in order, please.

This meeting was scheduled originally to conduct preliminary hearings on S. 2128, a bill to provide for the establishment of the Assateague Island National Seashore. Since my announcement last month, it now appears advisable to take testimony on several other bills pending before the committee and which should be considered prior to the adjournment of Congress.

For that reason, I would request that witnesses, where possible, file statements and summarize their testimony insofar as the Assateague Island proposal is concerned.

We will make the bill introduced by Senator Jackson for Senator Brewster and Senator Beall on September 10, 1963, a part of the record at this point.

(The bill S. 2128 follows:)

[S. 2128, 88th Cong., 1st sess.]

A BILL To provide for the establishment of the Assateague Island National Seashore in the States of Maryland and Virginia, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of protecting and developing Assateague Island in the States of Maryland and Virginia and certain adjacent waters and small marsh islands for public outdoor recreation use and enjoyment, the Assateague Island National Seashore (hereinafter referred to as the "seashore") shall be established and administered in accordance with the provisions of this Act. The seashore shall comprise the area within Assateague Island and the small marsh islands adjacent thereto, together with the adjacent water areas not more than one-half mile beyond the mean high water-line of the land portions as generally depicted on a map identified as "Proposed Assateague Island National Seashore, BOR-AINS-1002, July 1963", which map is on file and available for public inspection in the offices of the Department of the Interior. A copy of such map shall also be filed with the Office of the Federal Register.

SEC. 2. (a) Within the boundaries of the seashore, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire lands, waters, and other property, or any interest therein, by donation, purchase with donated or appropriated funds, exchange, or in such other manner as he shall find to be in the public interest. In the case of acquisition by negotiated purchase, the property owners shall be paid the fair market value by the Secretary. Any property or interests therein owned by the States of Maryland or Virginia shall be acquired only with the concurrence of such owner. Notwithstanding any other provision of law, any Federal property located within the area may, with the concurrence of the agency having custody thereof, be transferred without consideration to the administrative jurisdiction of the Secretary for purposes of the seashore.

(b) When acquiring lands by exchange, the Secretary may accept title to any non-Federal property within the boundaries of the seashore and convey to the grantor of such property any federally owned property under the jurisdiction of the Secretary not required for other Federal purposes. The properties so exchanged shall be approximately equal in fair market value, but the Secretary may accept cash from or pay cash to the grantor in such exchange in order to equalize the values of the properties exchanged.

(c) The Secretary is authorized to acquire all of the right, title, or interest of the Chincoteague-Assateague Bridge and Beach Authority, a political subdivision of the State of Virginia, in the bridge constructed by such authority across the Assateague Channel, together with all lands or interests therein, roads, parking lots, buildings or other real or personal property of such authority and to compensate the authority in such amount as will permit it to meet its valid outstanding obligations at the time of such acquisition. Payments by the Secretary shall be on such terms and conditions as he shall consider to be in the public interest. Any of the aforesaid property outside the boundaries of the national seashore, upon acquisition by the Secretary, shall be subject to his administration for purposes of the seashore.

(d) Owners of improved property acquired by the Secretary may reserve for themselves and their successors or assigns a right of use and occupancy of the improved property for noncommercial residential purposes for a term that is not more than 25 years. In such cases, the Secretary shall pay to the owner of the property the fair market value thereof less the fair market value of the right retained by such owner. The term "improved property" as used in this Act shall mean any single-family residence the construction of which was begun before January 1, 1963, and such amount of land, not in excess of three acres, on which the building is situated as the Secretary considers reasonably necessary to the noncommercial residential use of the building: *Provided*, That the Secretary may exclude from improved properties any marsh, beach, or waters, together with so much of the land adjoining such marsh, beach, or waters as he deems necessary for public access thereto.

SEC. 3. (a) If the bridge from Sandy Point to Assateague Island is operated by the State of Maryland as a toll-free facility, the Secretary is authorized and directed to compensate said State in the amount of two-thirds of the cost of constructing the bridge, including the cost of bridge approaches, engineering, and all other related costs, and he is authorized to enter into agreements with the State of Maryland relating to the use and management of the bridge and to pay a reasonable share of the cost of operation and maintenance of the bridge and its approaches.

(b) The State of Maryland shall have the right to acquire from the United States such land, or interest therein, on the island north of the area now used as a State park as the State may from time to time determine to be needed for State park purposes, and the Secretary is authorized and directed to convey such land, or interest therein, to the State for such purpose. The conveyance may be made only upon payment by the State of such amounts of money as were expended by the United States to acquire such land, or interest therein, and upon payment of such amounts as will reimburse the United States for the cost of any improvements subsequently placed thereon by the United States, including the cost to it of beach protection: *Provided*, That, reimbursement for beach protection shall not exceed the amount of Federal participation authorized in accordance with the Act of August 13, 1946, as amended (33 U.S.C. 426e(b)).

SEC. 4. When the Secretary determines that land, water areas, or interests therein within the area generally depicted on the map referred to in section 1 are owned or have been acquired by the United States in sufficient quantities to provide an administrable unit, he shall declare the establishment of the Assateague Island National Seashore by publication of notice thereof in the Federal Register. Such notice shall contain a refined description or map of the boundaries of the seashore as the Secretary may find desirable, and the exterior boundaries shall encompass an area as nearly as practicable identical to the area described in section 1 of this Act.

SEC. 5. The Secretary shall permit hunting and fishing on land and waters under his control within the seashore in accordance with the appropriate State laws, to the extent applicable, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management or public use and enjoyment: *Provided*, That nothing in this Act shall limit or interfere with the authority of the States to permit or to regulate shellfishing in any waters included in the national seashore. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate State agency responsible for hunting and fishing activities. The provisions of this section shall not apply to the Chincoteague National Wildlife Refuge.

SEC. 6. (a) Except as provided in subsection (b) of this section, the Secretary shall administer the Assateague Island National Seashore for general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment. In the administration of the seashore the Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authority otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act. Appropriate user fees may be collected notwithstanding any limitations on such authority by any provision of law.

(b) Notwithstanding any other provision of this Act, land and waters in the Chincoteague National Wildlife Refuge, which are a part of the seashore, shall be administered for refuge purposes under laws and regulations applicable to national wildlife refuges, including administration for public recreation uses not inconsistent with the purposes of such refuge in accordance with the provisions of Public Law 87-714 (Act of September 28, 1962; 76 Stat. 653).

Senator BIBLE. The letter of transmittal from the Department of Interior, dated September 10, 1963, will be made a part of the record at this point.

(The letter referred to is as follows:)

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., September 10, 1963.

HON. LYNDON B. JOHNSON,
President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: Transmitted herewith for consideration of the Congress is a draft bill to provide for the establishment of the Assateague Island National Seashore in the States of Maryland and Virginia, and for other purposes. We recommend that this proposed legislation be referred to the appropriate committee and recommend that it be enacted.

The purpose of this bill to establish a national seashore and thus protect for the benefit of all the American people some of the most significant outdoor recreation resources in the Eastern United States. Along the Atlantic coast, there is an extreme scarcity of seashore recreation resources available to the public. Assateague Island represents one of the last remaining opportunities to acquire a sizable seashore area for public benefit before it is preempted for comparatively limited use.

The proposed national seashore would encompass all of Assateague Island in the States of Maryland and Virginia and adjacent small islands in the State of Maryland. Assateague Island is a low narrow barrier beach paralleling the coast and separated from the mainland by Sinepuxent and Chincoteague Bays. It is approximately 37 miles long, varies in width from one-fourth to 2 miles, and encompasses approximately 18,000 acres.

Assateague Island is the largest undeveloped seashore area between Cape Hatteras, N.C., and Cape Cod, Mass. The island's seashore recreation resources are outstanding but, as yet, largely untapped. Its natural values, coupled with its proximity to large centers of population and with its accessibility to a large, interstate area, qualify Assateague Island for national seashore status. This proposal meets all of the primary and the applicable secondary criteria for national recreation areas established by the President's Recreation Advisory Council in its Policy Circular No. 1 of March 26, 1963.

The island's outstanding feature, its clean sand beach, is wide and gently sloping. With a minimum of development it can provide excellent opportunities for swimming, surfing, sunbathing, and other popular beach activities. The climate is favorable since the spring and autumn seasons are generally mild, the summers long and warm. The moderate ocean temperatures lengthen the swimming season, and the general lack of undertow adds to the enjoyment and safety of this activity.

For those desiring other kinds of recreation, the island offers unlimited opportunities for fishing, skin diving, water skiing, and boating. Surf fishing for blues, striped bass, weakfish, and other favorite sport fishes common along this stretch of coast is outstanding. Clam digging and crabbing are likewise activities traditional to this area.

The marshes on the bay side provide excellent habitats for a vast variety of shorebirds and waterfowl, as well as for numerous other birds and wildlife. Within the Chincoteague National Wildlife Refuge on the south end of the island are found thousands of ducks, geese, swans, and other birds in season, as well as the famous wild ponies and tiny, exotic sika deer. North of the wildlife refuge are points and marshes long famous for waterfowl hunting.

Stabilization of this island under public ownership would serve in large measure to protect the Chincoteague Bay and the adjoining mainland against storms.

Within a 250-mile radius of Assateague Island live about 34 million people—almost one-fifth of the Nation's total population, concentrated largely in urban areas. It is conveniently located to serve the large population centers of Washington, Baltimore, Wilmington, and Philadelphia, all within 150 miles. It is anticipated that the major use of the national seashore would be during weekends and vacations. It would draw people not only from these nearby metropolitan centers, but also from a much wider area, particularly in the crowded Northeast. These people would use the island during the day and lodge overnight at nearby facilities on the mainland.

The island is currently in partial public ownership: The 13 linear miles in Virginia and a few offshore islands in Maryland constitute the Chincoteague National Wildlife Refuge. Four miles of the south end of the refuge are leased to the Chincoteague-Assateague Bridge and Beach Authority for recreation use pursuant to Public Law 85-57 (71 Stat. 175). The State of Maryland now owns 2 miles as State park land, and plans to acquire 7 more miles at the northern end of the island. The remainder 15 miles in Maryland, is in private ownership and encompasses private subdivisions and adjacent individual holdings. Although this area was subdivided during the mid-1950's, very few cottages have been built, and the majority of these were either destroyed or heavily damaged by the March 1962 storm.

Section 1 of the bill provides that for the purpose of protecting and developing Assateague Island for public outdoor recreation use and enjoyment, the national seashore shall comprise the area identified on a particular map which may be examined in the Department of the Interior and which also will be filed with the Federal Register. The Secretary would be authorized, under section 2 of the bill, to acquire properties on the island for purposes of the

national seashore, and he would be required to permit owners of improved property to retain rights of use and occupancy for noncommercial residential purposes for not more than 25 years. The Secretary would be authorized to make land exchanges. He would be authorized also to acquire the bridge, roads, parking lots, and buildings constructed by the Chincoteague-Assateague Bridge and Beach Authority on or in connection with the island.

Section 3 of the bill would authorize establishment of the national seashore when sufficient lands and interests therein are owned or have been acquired by the United States to provide an administrable unit. Establishment of the area would be signified by the publication of notice in the Federal Register.

Section 4 of the bill provides that, except within the Chincoteague National Wildlife Refuge, the Secretary shall permit hunting and fishing in accordance with applicable State law. The Secretary would be authorized to designate zones or period of time when no hunting or fishing would be permitted for reasons of public safety or administration.

Section 5 provides that the Secretary shall administer the national seashore for general purposes of public outdoor recreation, including conservation of the natural features contributing to public enjoyment. While the Chincoteague National Wildlife Refuge will be a part of the seashore, it would continue to be administered by this Department through the Bureau of Sport Fisheries and Wildlife pursuant to existing law, including the act of September 28, 1962 (76 Stat. 653) authorizing limited recreation use of such areas when such use is not inconsistent with primary refuge purposes.

The proposed Assateague Island National Seashore would provide seashore-oriented recreation for millions of people in the eastern States. It would permit conversion of an island ill adapted for private development, because of storm vulnerability and sanitary and water problems, to a public area of outstanding recreation value.

If the proposed Assateague Island National Seashore is authorized by the Congress, the Department plans that it would be managed by the National Park Service in cooperation with the Bureau of Sport Fisheries and Wildlife and, if the State of Maryland elects to retain its State park, with the Maryland Department of Forests and Parks.

Based on studies thus far made, we estimate that acquisition of lands between the Maryland State Park and Virginia line will cost approximately \$6.5 million. In addition, the property and interests owned by the Chincoteague-Assateague Bridge and Beach Authority probably will cost around \$500,000. The cost of Federal development of the national seashore is estimated at about \$5,500,000, and annual operating and maintenance costs will average about \$600,000.

The man-years and cost-data statement required by the act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a) is enclosed.

Further details concerning the proposed Assateague Island National Seashore are contained in the attached report, Assateague Island and Vicinity—A Study of Recreation Values and Potential Uses. This report, recently prepared by the Bureau of Outdoor Recreation, resulted from studies by that Bureau in conjunction with the National Park Service and the Bureau of Sport Fisheries and Wildlife. The Department of the Interior endorses this report and its recommendations concerning the establishment of an Assateague Island National Seashore.

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

Sincerely yours,

STEWART UDALL,
Secretary of the Interior.

[Enclosure]

Estimated additional man-years of civilian employment and expenditures for the 1st 5 years of proposed new or expanded programs

Estimated additional man-years of civilian employment	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Executive direction:					
Land acquisition officer.....	1.0	1.0	1.0	1.0	1.0
Assistant land acquisition officer.....	1.0	1.0	1.0	1.0	1.0
Superintendent.....	1.0	1.0	1.0	1.0	1.0
Assistant superintendent.....	1.0	1.0	1.0	1.0	1.0
Administrative assistant.....	1.0	1.0	1.0	1.0	1.0
Secretary.....	1.0	1.0	1.0	1.0	1.0
Clerk-stenographer.....	1.0	2.0	2.0	2.0	2.0
Total, executive direction.....	7.0	8.0	8.0	8.0	8.0
Substantive:					
Chief ranger.....	0.5	1.0	1.0	1.0	1.0
Assistant chief ranger.....		1.0	1.0	1.0	1.0
Supervisory ranger.....	1.0	2.0	2.0	2.0	2.0
Rangers.....			2.0	2.0	2.0
Interpretive specialist.....	0.5	1.0	1.0	1.0	1.0
Park engineer.....	1.0	1.0	1.0	1.0	1.0
Appraisers.....	2.0	2.0	2.0	2.0	2.0
Maintenance men.....	1.0	2.0	3.0	4.0	4.0
Laborers.....	1.0	2.0	3.0	4.0	4.0
Rangers (seasonal).....		1.0	1.0	2.0	2.0
Naturalists (seasonal).....		1.0	2.0	2.0	2.0
Lifeguards (seasonal).....		1.0	1.5	2.0	4.0
Laborers (seasonal).....			2.0	2.0	2.0
Total, substantive.....	7.0	15.0	22.5	26.0	28.0
Total, estimated additional man-years of civilian employment.....	14.0	23.0	30.5	34.0	36.0
Estimated additional expenditures:					
Personal services.....	\$112,300	\$164,600	\$199,600	\$215,600	\$224,600
All other.....	2,668,000	3,414,000	2,795,000	2,484,000	1,301,000
Total estimated additional expenses.....	2,780,300	3,578,600	2,994,600	2,699,600	1,525,600
Obligations:					
Land acquisition.....	4,000,000	2,000,000	1,000,000		
Development.....	900,000	1,830,000	1,065,000	780,000	595,000
Operations (management protection and maintenance).....	290,300	355,600	399,600	419,600	430,600
Total, estimated additional obligations.....	5,190,300	4,185,600	2,494,600	1,199,600	1,025,600

A BILL To provide for the establishment of the Assateague Island National Seashore in the States of Maryland and Virginia, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States in Congress assembled, That for the purpose of protecting and developing Assateague Island in the States of Maryland and Virginia and certain adjacent waters and small marsh islands for public outdoor recreation use and enjoyment, the Assateague Island National Seashore (hereinafter referred as to the "Seashore") shall be established and administered in accordance with the provisions of this Act. The seashore shall comprise the area within Assateague Island and the small marsh islands adjacent thereto, together with the adjacent water areas not more than one-half mile beyond the mean high water line of the land portions as generally depicted on a map identified as "Proposed Assateague Island National Seashore, BOR-AINS-1002, July 1963," which map is on file and available for public inspection in the offices of the Department of the Interior. A copy of such map shall also be filed with the Office of the Federal Register.

SEC. 2. (a) Within the boundaries of the seashore, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire lands, waters, and other property, or any interest therein, by donation, purchase with donated or appropriated funds, exchange, or in such other manner as he shall find to be in the public interest. Any property or interests therein owned by the States of Maryland or Virginia shall be acquired only with the concurrence of such owner. Notwithstanding any other provision of law, any Federal prop-

erty located within the area may, with the concurrence of the agency having custody thereof, be transferred without consideration to the administrative jurisdiction of the Secretary for purposes of the seashore.

(b) When acquiring lands by exchange, the Secretary may accept title to any non-Federal property within the boundaries of the seashore and convey to the grantor of such property any federally owned property under the jurisdiction of the Secretary not required for other Federal purposes. The properties so exchanged shall be approximately equal in fair market value, but the Secretary may accept cash from or pay cash to the grantor in such exchange in order to equalize the values of the properties exchanged.

(c) The Secretary is authorized to acquire all of the right, title, or interest of the Chincoteague-Assateague Bridge and Beach Authority, a political subdivision of the State of Virginia, in the bridge constructed by such Authority across the Assateague Channel, together with all lands or interests therein, roads, parking lots, buildings or other real or personal property of such Authority and to compensate the Authority in such amount as will permit it to meet its valid outstanding obligations at the time of such acquisition. Payments by the Secretary shall be on such terms and conditions as he shall consider to be in the public interest. Any of the aforesaid property outside the boundaries of the National Seashore, upon acquisition by the Secretary, shall be subject to his administration for purposes of the seashore.

(d) Owners of improved property acquired by the Secretary may reserve for themselves and their successors or assigns a right of use and occupancy of the improved property for noncommercial residential purposes for a term that is not more than 25 years. In such cases, the Secretary shall pay to the owner of the property the fair market value thereof less the fair market value of the right retained by such owner. The term "improved property" as used in this Act shall mean any single-family residence the construction of which was begun before January 1, 1963, and such amount of land, not in excess of three acres, on which the building is situated as the Secretary considers reasonably necessary to the noncommercial residential use of the building: *Provided*, That the Secretary may exclude from improved properties any marsh, beach, or waters, together with so much of the land adjoining such marsh, beach, or waters as he deems necessary for public access thereto.

SEC. 3. When the Secretary determines that land, water areas, or interests therein within the area generally depicted on the map referred to in Section 1 are owned or have been acquired by the United States in sufficient quantities to provide an administrable unit, he shall declare the establishment of the Assateague Island National Seashore by publication of notice thereof in the Federal Register. Such notice shall contain a refined description or map of the boundaries of the seashore as the Secretary may find desirable, and the exterior boundaries shall encompass an area as nearly as practicable identical to the area described in Section 1 of this Act.

SEC. 4. The Secretary shall permit hunting and fishing on land and waters under his control within the seashore in accordance with the appropriate State laws, to the extent applicable, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management or public use and enjoyment: *Provided*, That nothing in this Act shall limit or interfere with the authority of the States to permit or to regulate shellfishing in any waters included in the National Seashore. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate State agency responsible for hunting and fishing activities. The provisions of this section shall not apply to the Chincoteague National Wildlife Refuge.

SEC. 5. (a) Except as provided in subsection (b) of this section, the Secretary shall administer the Assateague Island National Seashore for general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment. In the administration of the seashore the Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authority otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act. Appropriate user fees may be collected notwithstanding any limitations on such authority by any provision of law.

(b) Notwithstanding any other provision of this Act, land and waters in the Chincoteague National Wildlife Refuge, which are a part of the seashore, shall be administered for refuge purposes under laws and regulations applicable to national wildlife refuges, including administration for public recreation uses not inconsistent with the purposes of such refuge in accordance with the provisions of Public Law 87-714 (Act of September 28, 1962; 76 Stat. 653).

Senator BIBLE. A letter just received from the Department of Interior, directed to the chairman of the full committee, signed by Secretary of Interior Stewart Udall, dated August 10, 1964, which was yesterday, will be made a part of the record at this point.

(The letter referred to follows:)

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., August 10, 1964.

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

DEAR SENATOR JACKSON: This responds to your request for the views of this Department on S. 2128, a bill to provide for the establishment of the Assateague Island National Seashore in the States of Maryland and Virginia, and for other purposes.

We recommend enactment of this legislation if amended in accordance with the recommendations in this report.

On September 10, 1963, we submitted to the President of the Senate a letter transmitting draft legislation to provide for the establishment of the Assateague Island National Seashore. That letter described fully the features and values of Assateague Island that qualify it for preservation in public ownership as a national seashore and also explained the reasons for the provisions of the proposed legislation. Those comments apply equally to the proposal contained in the subject bill. The discussion that follows in this report is limited, therefore, to a discussion of the differences between the draft legislation transmitted with our September 10 letter and the provisions of the bill as introduced.

1. The administration measure does not include the following sentence which appears in subsection 2(a) of the bill at lines 16 through 18 of page 2:

"In the case of acquisition by negotiated purchase, the property owners shall be paid the fair market value by the Secretary."

We have no objection to the inclusion of this language. In our negotiations with property owners we endeavor to determine the fair and equitable value of the properties being acquired through independent, impartial appraisals of the property, and owners are compensated accordingly. Similar procedures are followed by the courts in the event that the land is taken under the power of eminent domain.

2. The provisions embodied in section 3 of the bill do not appear in the draft legislation which we submitted to the Congress. Subsection (a) of the new section authorizes and directs the Secretary to compensate the State of Maryland in the amount of two-thirds of the cost of constructing the bridge from Sandy Point to Assateague Island and to pay to the State "a reasonable share" of the operation and maintenance costs of the bridge. Such payments would be conditioned on the execution of a satisfactory agreement by which the State would agree to operate and maintain the bridge as a free facility.

We believe that the Federal Government would be justified in making a substantial contribution, not to exceed two-thirds of the total, toward the costs incurred in constructing this bridge and its related facilities if the bridge is operated on a toll-free basis. The major part of the island will be federally owned and administered, and most of the traffic will be generated by the national seashore. A similar financial contribution in the amount of \$500,000 toward construction of the Oregon Inlet bridge from Bodie Island to Hatteras Island in the Cape Hatteras National Seashore Recreational Area was authorized by the act of October 11, 1962 (76 Stat. 909). There also are numerous situations where the National Park Service has constructed approach roads to, but outside the boundaries of, national park areas.

We understand that the estimated cost of the bridge referred to in subsection 3(a) of the bill is about \$1,500,000, and therefore two-thirds of this cost would amount to approximately \$1 million. We believe there should be a limit on the

Federal obligation, however, and we therefore suggest that the following be inserted after "costs," on line 21, page 4: "but the total amount of such compensation shall be not more than one million dollars;"

We question the desirability of the provisions of the bill requiring the Secretary to make payments to the State toward the costs of operation and maintenance of the bridge. We have no information as to what these costs might be. Furthermore, there is no indication in the legislation as to the basis for computing the Federal "reasonable share" of such costs. It can be anticipated that if the Federal contribution is based on a percentage of the total of such costs, there would be considerable administrative difficulty involved in the accounting as to just what these costs are. Accordingly, we recommend that section 3(a) be amended by putting a period after "bridge" on line 23, page 4, and striking the remainder of the sentence.

3. Subsection (b) of the added section 3 would grant the State of Maryland the right at some future time to acquire from the Secretary of the Interior lands at the north end of the island to be added to the State park. The bill provides that the State would compensate the Secretary for the costs of the acquisition of such land.

We have no objection to a provision along this line. We desire to cooperate with the State with respect to its plans for the existing State park. If the State at some future time should wish to turn over the State park to the Secretary for inclusion in the national seashore, Federal acquisition of the land is authorized by section 2 of the bill. Conversely, should the State wish to expand the park to the north, we would have no objection to reasonable provisions to permit it to do so.

There are, however, several amendments to subsection 3(b) which we recommend. We feel that the bill should allow for the possibility that a lease to the State rather than a conveyance may be found to be the best solution. While we recognize that State park management will be somewhat different from national seashore management, we believe there should be reasonable assurances that the use and development of the transferred lands will be harmonious with the national seashore administration. Accordingly, we recommend that the material on lines 1 through 7, page 5, be amended to read as follows:

"(b) The State of Maryland shall have the right to acquire or lease from the United States such land or interest therein on the island north of the area now used as a State park as the State may from time to time determine to be needed for State park purposes; and the Secretary is authorized and directed to convey or lease such land or interest therein to the State for such purpose upon terms and conditions which he deems will assure its public use in harmony with the purposes of this Act. In the event any of such terms and conditions are not complied with, all of the property, or any portion thereof, shall, at the option of the Secretary, revert to the United States in its then existing condition. Any lease hereunder shall be for such consideration as the Secretary deems equitable; and any conveyance of title to land hereunder may be made only upon".

Additionally, we suggest that the word "subsequently" on lines 11 and 12 be stricken to forestall the argument that compensation is required only for improvements installed by the United States after the conveyance.

The proviso at the end of the subsection provides that reimbursement for beach protection shall not exceed the amount of Federal participation authorized in accordance with the act of August 13, 1946, as amended (33 U.S.C. 426e(b)). Apparently the intention is that the State should be required to pay no more for the costs of beach protection than it would have had to pay had the lands been in State ownership at the time beach protection measures were constructed. Under the 1962 amendments to this law (76 Stat. 1178), the Federal contribution could be as high as 70 percent if the lands were used for State park purposes; this means that the State contribution could be as low as 30 percent. We suggest that the proviso is improperly worded and that the limitation should be stated in terms of the amount of the State contribution (30 percent) rather than in terms of the amount of the Federal contribution (70 percent). Any difficulty in interpretation of the provision could be avoided by simply providing in the subsection that the State would be required to contribute 30 percent of the cost of beach protection works.

4. A great deal of local consideration has been given to the matter of accommodating the public on Assateague Island with respect to overnight and related facilities. Although our general authority to provide public accommodations

would be applicable under the general terms of the legislation, we believe it is desirable to include a new section in the bill dealing specifically with this phase of the development and administration of the area. Accordingly, we recommend that a new section 7 be added as follows:

"SEC. 7. (a) In order that suitable overnight and other public accommodations on Assateague Island will be provided for visitors to the seashore, the Secretary is authorized to select and set aside not to exceed six hundred acres having a suitable elevation in the area south of the island terminus of the bridge constructed by the State of Maryland, and to provide such land fill within the area selected as he deems necessary to permit and protect permanent construction work thereon.

"(b) Within the area designated under subsection (a) the Secretary shall permit the construction by private persons of suitable overnight and other public accommodations for visitors to the seashore, under such terms and conditions as he deems necessary in the public interest. Such terms and conditions shall include, but not be limited to, the right of the Secretary to approve all plans for the facility and to impose restrictions on the use thereof.

"(c) The site of any privately owned overnight or other public accommodation facility constructed under authority of this section shall remain the property of the United States; however, each such facility shall be subject to taxation by the State and the political subdivisions thereof in which such facility is located.

"(d) The Secretary shall make such rules and regulations as may be necessary to carry out this section.

"(e) Nothing in this section shall be deemed to restrict or limit any other authority of the Secretary relating to the administration of the seashore."

5. Pursuant to a resolution adopted by the House Committee on Public Works in June 1963, the Army Corps of Engineers has instituted a study of beach erosion control and hurricane protection on the Atlantic shores in Worcester County, Md., which includes all of the Maryland portion of Assateague Island. It is important that there be full coordination between the Secretary of the Interior and the Secretary of the Army in the planning of any such protective works on the island, and that any works that may be undertaken by the Chief of Engineers should be in accordance with a mutually acceptable plan that is consistent with the purposes of the seashore. Accordingly, we recommend the addition of a new section 8, as follows:

"SEC. 8. The Secretary of the Interior and the Secretary of the Army shall cooperate in the study and formulation of plans for beach erosion control and hurricane protection of the seashore; and any such protective works that are undertaken by the Chief of Engineers, Department of the Army, shall be carried out in accordance with a plan that is acceptable to the Secretary of the Interior and is consistent with the purposes of this Act."

6. In the interest of efficient management, provision should be made for the establishment of the main park headquarters at a convenient location on the mainland. The site would include administrative offices, maintenance shops, and similar facilities. To effect this purpose, we recommend the following two amendments:

(1) Add the following sentence to subsection 2(a) at the end of line 15, page 2: "The Secretary also is authorized to acquire not to exceed ten acres on the mainland for an administrative site."

(2) On line 24, page 6, after "seashore" add "and the administrative site".

7. As a clarifying amendment, we recommend that the words "which he classifies as suitable for exchange or other disposal" be added to the end of the sentence after "purposes" on line 5, page 3. This will make it clear that only lands so classified under procedures of the Department will be available for exchange purposes.

A revised estimate of expenditures is enclosed. Figures for costs of beach protection works have been eliminated, and items have been included for the obligations assumed by the Government in a concession area. Estimates for land acquisition expenditures are based on the findings of recent appraisals, which have shown market values considerably higher than the calculations related to assessments that were used in the preparation of the original estimates last year.

Land acquisition costs are estimated at \$16,800,000 and development costs are estimated at \$7,765,000. The land acquisition figure includes \$750,000 for purchase of the bridge in Virginia and \$1 million as compensation to the State of

Maryland for a portion of the cost of its bridge, but does not include the State park, the purchase of which is not contemplated. Annual operation costs start at \$215,000 and by the fifth year will be \$454,000.

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.

STEWART L. UDALL,
Secretary of the Interior.

Estimated additional man-years of civilian employment and expenditures for the 1st 5 years of proposed new or expanded programs

Estimated additional man-years of civilian employment	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Executive direction:					
Superintendent.....	1.0	1.0	1.0	1.0	1.0
Administrative assistant.....	1.0	1.0	1.0	1.0	1.0
Secretary.....	1.0	1.0	1.0	1.0	1.0
Acquisition officer.....	1.0	1.0	1.0	1.0	1.0
Assistant acquisition officer.....	1.0	1.0	1.0	1.0	1.0
Clerical.....	1.0	2.0	2.0	2.0	2.0
Total, executive direction.....	5.0	7.0	7.0	7.0	7.0
Substantive:					
Chief ranger.....	1.0	1.0	1.0	1.0	1.0
Assistant chief ranger.....	.5	1.0	1.0	1.0	1.0
Park ranger.....	1.0	2.0	2.0	2.0	2.0
Park ranger (seasonal).....		2.0	3.0	4.0	5.0
Park naturalist.....	.5	1.0	1.0	1.0	1.0
Park naturalist (seasonal).....			.5	.5	.5
Recreationist.....	2.0	2.0	2.0	2.0	2.0
Recreational aids (seasonal).....	1.0	1.0	1.0	1.0	1.0
Maintenance supervisor.....	1.0	1.0	1.0	1.0	1.0
Foreman.....		1.5	2.0	2.0	2.0
Clerical.....	1.0	2.5	3.0	3.0	3.0
Lifeguard (seasonal).....	1.0	3.0	4.0	4.0	6.0
Maintenanceman.....	1.0	1.0	1.0	1.0	1.0
Maintenanceman (seasonal).....			.5	.5	.5
Caretaker.....					1.0
Laborer.....		2.0	2.0	2.0	3.0
Laborer (seasonal).....			1.0	2.0	4.0
Total, substantive.....	10	21	26	28	35
Total, estimated additional man-years of civilian employment.....	15	28	33	35	42
Estimated additional expenditures:					
Personal services.....	\$114,000	\$184,000	\$206,000	\$215,000	\$245,000
All other.....	2,486,000	4,066,000	4,570,000	5,458,000	5,447,000
Total, estimated additional expenditures.....	2,600,000	4,250,000	4,776,000	5,673,000	5,692,000
Obligations:					
Land and property acquisition.....	13,000,000	3,500,000	3,500,000	3,500,000	3,300,000
Development.....	190,000	1,297,000	1,423,000	1,564,000	1,825,000
Operations (management, protection, maintenance).....	215,000	331,000	383,000	413,000	454,000
Total, estimated additional obligations.....	3,405,000	5,128,000	5,306,000	5,477,000	5,579,000

¹ Includes \$1,000,000 compensation for the Maryland State bridge.

Senator BIBLE. I want to make it abundantly clear as to the method by which I propose to proceed on this Assateague Island hearing. I intend taking the testimony from the Secretary of the Interior and his staff and from the Members of the Congress. The hearings will then be recessed until sometime next spring when public hearings will be scheduled, at which time everyone interested will be given the opportunity to express themselves both pro and con, both for and against this proposal.

I can assure you, as chairman of this subcommittee, from the amount of mail that has been received, that they number in the hundreds.

The purpose of this method of proceeding is to find out exactly what the departmental position is so that it can be carefully studied by those of you who are interested either for or against. I have been privileged over the last number of years to hear many park, lake, and seashore proposals. One of the problems that we always have in areas of this kind is to know exactly what the proposal is before us. I hope by following this method we can eliminate or reduce many of the misunderstandings. I understand equally well that there are feelings running both ways. I can assure you that this committee will hear, in full and in depth, the witnesses who desire to testify. We are not going to do that this year. I want to make that abundantly clear. We will soon adjourn this Congress. But next spring, there will be hearings in Washington and possibly in the field.

I have made it a policy since I have been chairman of the subcommittee to visit the areas, to go over the island, to fly over it, to walk over it, to use sand buggies, or whatever you use at Assateague Island, so that we have a better feel of the entire situation, and that will be done.

The first witness this morning will be the senior Senator from Maryland, Senator Beall. He has a prior commitment on another committee. We will proceed with the Senator.

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

Senator BEALL. Thank you, Mr. Chairman. I want to thank you for scheduling this hearing on S. 2128, which I cosponsored with Senator Brewster, to establish the Assateague Island National Seashore.

I understand that other witnesses this morning will review the history and character of the island and will describe developments which led to the introduction of S. 2128. I do not want to impose unduly on the subcommittee's time and will, therefore, limit my remarks to certain salient points which I consider of special importance.

First, we recognize that the proposal to establish this national seashore is not without controversy. Arguments have been offered that development of the island should be left to Worcester County, Md., and that loss of revenue to the county occasioned by Federal development would have an adverse effect on the tax base.

These views have not been ignored. The original draft of the legislation was submitted to the Congress in September of 1963. Since that time, several modifications have been made in the bill, the final version being introduced by Congressman Morton in May of this year (H.R. 11117).

Of overriding importance is the fact that Assateague Island represents one of the last unspoiled seashores along the middle Atlantic coast and preservation of this dictates that we move with dispatch to adopt a workable program of development. Others may suggest how the bill could be improved.

I, for my part, will welcome all suggestions. But, time is of the essence, and I would hope that this subcommittee will schedule additional hearings promptly to the end that all interested parties will have an opportunity to testify.

Second, in order to allow necessary private development on the island, Senator Brewster is offering an amendment to this bill embodying the provisions of section 7 of H.R. 11117. This amendment would set aside an area, not to exceed 600 acres, to provide suitable overnight and other public accommodations for visitors to the seashore.

This concession area would be subject to taxation by the State and by Worcester County, providing revenue to the local government. I fully support the amendment; its adoption will improve the bill. Whenever possible, I think we should permit private industry to provide the services and accommodations necessary to support our national recreational areas.

Third, this legislation represents the best efforts of State and Federal representatives to achieve a bill which is consistent with the national interest and yet has not overlooked the legitimate interests of the local government. In this regard, I wish to express my gratitude to the many people who have cooperated in the drafting of a good bill of which we can all be proud.

Finally, I feel that the preservation of this magnificent Atlantic shore for future generations means a recreational opportunity for all the residents of this general area and an economic opportunity for the adjacent mainland areas. All our citizens who are concerned about the future of our priceless natural resources on the Atlantic coast are interested in this legislation.

The beauty and grandeur of our country, particularly of our Atlantic seashore, means much to all our people. Such assets should not be dissipated through neglect or procrastination on our part in taking positive action.

Thank you, Mr. Chairman and members of the committee.

Senator BIBLE. Thank you very much, Senator Beall. You alerted me that you have another committee assignment. We appreciate the statement you have made in support of this legislation.

The next witness will be the junior Senator from Maryland, Senator Brewster.

STATEMENT OF HON. DANIEL B. BREWSTER, A U.S. SENATOR FROM THE STATE OF MARYLAND

Senator BREWSTER. With the chairman's permission, I would first like to point out the island we are discussing on this map that is before the committee.

Assateague Island lies on the east coast of Maryland and Virginia, astride the Maryland-Virginia line. The area we are talking about is the portion of the island immediately south of Ocean City, Md., starting with the inlet that I am indicating, and extending south to the Virginia line.

In the Virginia portion of the island, we have the Chincoteague National Wildlife Refuge which we will refer to later on in our testimony.

Mr. Chairman and members of the committee, thank you very much for giving us this opportunity to begin the testimony.

Senator BIBLE. We have permission to sit this morning, so there will be no problem on that. We will have a rolloall on the poverty

bill around 11 o'clock, I believe. We will, of course, have to recess at that time for the purpose of answering the rollcall.

You have pointed to an area immediately south of Ocean City. Just so we have complete orientation of location, I know where Assateague Island is but perhaps there are others who do not. This is how far south of Ocean City?

SENATOR BREWSTER. I indicate now Ocean City, Md., and here [indicating] is the inlet on the southern boundary of Ocean City, Md. This inlet was cut through in the 1930's in a storm. The portion of the island we are talking about for the purposes of a national seashore extends from this inlet south to the Virginia line.

SENATOR BIBLE. A distance of approximately how long?

SENATOR BREWSTER. Fifteen miles.

SENATOR BIBLE. Approximately 15 miles. Assateague Island is how far from Ocean City in miles?

SENATOR BREWSTER. Assateague Island is immediately adjacent to Ocean City. It is just across the inlet, so it is a few hundred yards.

SENATOR BIBLE. Thank you. You may proceed.

SENATOR BREWSTER. Mr. Chairman, I appreciate the willingness of your committee to schedule this preliminary hearing on S. 2128 at a time when both House and Senate are working hard toward adjournment.

It is my understanding that this hearing is for purposes of taking testimony from departmental and congressional witnesses, and that early next year there will be additional opportunities for all parties to be heard. I raise this point because I know that, while a great majority of the citizens of Maryland favor this bill, there has been strident opposition from time to time.

Mr. Chairman, the purpose of the bill which is before you this morning is to provide for the development of Assateague Island, adjacent waters, and small marsh islands for public outdoor recreation. It would authorize the Secretary of the Interior to acquire lands, waters, and other property, and to administer these as a national seashore. The natural features of the island would be retained for the benefit of the public.

I should like to place before the committee at this time an amendment to S. 2128.

SENATOR BIBLE. Without objection, the amendment will be received and incorporated as part of the record at this point.

(The amendment follows:)

[S. 2128, 88th Cong., 2d sess.]

AMENDMENT Intended to be proposed by Mr. BREWSTER to S. 2128, a bill to provide for the establishment of the Assateague Island National Seashore in the States of Maryland and Virginia, and for other purposes, viz: At the end of the bill, insert a new section as follows:

SEC. 7. (a) In order that suitable overnight and other public accommodations on Assateague Island will be provided for visitors to the seashore, the Secretary is authorized to select and set aside not to exceed six hundred acres having a suitable elevation in the area south of the island terminus of the bridge constructed by the State of Maryland, and to provide such land fill within the area selected as he deems necessary to permit and protect permanent construction work thereon.

(b) Within the area designated under subsection (a) the Secretary shall permit the construction by private persons of suitable overnight and other public accommodations for visitors to the seashore, under such terms and conditions as he deems necessary in the public interest. Such terms and conditions shall include, but not be limited to, the right of the Secretary to approve all plans for the facility and to impose restrictions on the use thereof.

(c) The site of any facility constructed under authority of this Act shall remain the property of the United States; however, each such facility shall be subject to taxation by the State and the political subdivisions thereof in which such facility is located.

(d) The Secretary shall make such rules and regulations as may be necessary to carry out this section.

(e) Nothing in this section shall be deemed to restrict or limit any other authority of the Secretary relating to the administration of the seashore.

Senator BIBLE. I might say, because I think I have a fair amount of experience in this field of creating lakeshores and seashores, that we know the interest both pro and con, as I said earlier, of people on areas of this kind and on problems of this kind. It will be my purpose as the chairman of this subcommittee to have the transcript of today's hearings printed and made available to all interested parties so that we know exactly what we are talking about, what the proposed boundaries are, what the current position of the Department of Interior is, what your proposed amendment does, so that we have as nearly as possible a position of the Department and position of the sponsors, so that every one can understand exactly what we are talking about.

I say this because we have found over the years in working on these problems that there is much misunderstanding about what is involved in a particular bill that we have before us. I hope by this hearing today we can eliminate that concern.

Senator BREWSTER. This amendment provides for the setaside of not more than 600 acres of land within the national seashore for the concession development of public restaurant, lodging, and marina facilities in accordance with the customary park service regulations. Under the provisions of this amendment, the facilities constructed and the income derived therefrom would be taxable by the State of Maryland and by Worcester County.

The substance of the amendment was suggested by Congressman Morton who represents the First District of Maryland, which includes Assateague Island. The amendment was acceptable to the Department; it is embodied in House bill 11117; and has been agreed upon by all other sponsors of Assateague legislation.

Assateague Island is a low, narrow, undeveloped sand reef, about 33 miles in length, lying parallel to the coast of Maryland and Virginia and separated from it by Sinepuxent and Chincoteague Bays. The mainland opposite Assateague Island is 130 miles from Baltimore, 140 miles from Washington, and readily accessible to motorists via the Bay Bridge and U.S. Route 50.

The island was formerly the southern end of a peninsula originating in southeastern Delaware and extending unbroken to the present tip of Assateague Island. In 1933, however, a storm cut an inlet just below Ocean City, Md., creating a separate island with an area of about 18,000 acres.

Littoral erosion has caused a westward migration of the shoreline along most of the island. The maximum effect is seen in a stretch of about 5 miles at its northern tip where the recession in the last 30 years has totaled at least 1,000 feet. Farther south, the recession in places has averaged about 400 feet.

The lower 9 miles of Assateague lie in Federal ownership as a national wildlife refuge. The balance of the island forms a part of Worcester County, Md., and is at present largely in private ownership. In 1950 the 15 miles immediately north of the Virginia State line were subdivided by private developers into 5,850 lots which are now owned by an estimated 3,200 individuals. North of this subdivision, known as Ocean Beach, Inc., the State of Maryland has acquired 640 acres with 2 miles of ocean frontage for use as a State park. The remaining 7 miles of the island, up to the inlet, are in large, private holdings. Currently, development of the island is minimal.

Until recently developments in the Virginia portion, administered by the U.S. Fish and Wildlife Service as the Chincoteague National Wildlife Refuge, were confined principally to impoundments for feeding and resting migratory waterfowl. In September 1962 a bridge, constructed by the Chincoteague-Assateague Bridge Authority, was opened to the public.

The bridge is a modest, two-lane structure leading, by way of a road also constructed by the authority, to ocean-front parking areas. This construction was made possible by a free lease granted to the authority by the U.S. Fish and Wildlife Service. The lease covers approximately the southern 4 miles of the island, which the authority is developing as a day-use recreation area with public bathhouse accommodations, restrooms, and a restaurant.

Prominent features of the southern portion of the island are man-made protective sand dunes which stretch from the southern tip to the Maryland-Virginia State line. The U.S. Fish and Wildlife Service constructed all the dunes in the Virginia portion of the island between November 1962 and February 1963.

Even after the extensive promotion and sales of land on the Maryland portion in the early 1950's, only a few houses were constructed. North of the subdivision there is only one private summer residence. Along the bay shore, there are a small number of hunting lodges, the use of which is usually confined to the duck-hunting season.

Power and telephone lines run the length of the Maryland part of the island. A sand-asphalt road constructed during the subdivision of Ocean Beach, Inc., and maintained by assessments on the property owners, was largely covered by sand or destroyed by the severe storm of March 1962.

For almost three decades, the outstanding recreational values of Assateague Island have been recognized. A 1935 survey of the National Park Service included Assateague as 1 of the 12 areas along the Atlantic coast to be preserved for public use and enjoyment.

In 1961 the Maryland General Assembly authorized the State roads commission to construct a bridge connecting Assateague Island with the mainland of Worcester County. The State subsequently acquired 640 acres with 2 miles of ocean frontage for development as a State

park, and declared its intention to acquire the remaining 7 miles of the island to the north for similar development.

Tidal storms of 1962-63 focused increased attention on Assateague Island, and pointed up the urgent need for beach-front stabilization and other protective work if the barrier reef was to be preserved in any form for development purposes.

According to an analysis of aerial photographs taken prior to the 1962 storm, approximately 50 summer homes existed on the exposed area of the Maryland part of the island. A ground check subsequent to the storm showed that only 18 remained, of which 7 were damaged.

After the March 1962 storm had destroyed almost all existing dunes, the Maryland dunes were reconstructed along the 15-mile ocean beach frontage. All but 2 or 3 miles were again washed away during the winter storm of 1962-63. The average height of what remains is about 5 feet above the high tide level.

The experience with these disastrous storms made many lot owners on Assateague—who bought their property sight unseen in a highly promotional endeavor sponsored by the late Leon Ackerman—more anxious to sell at a reasonable price to the Federal Government for the purpose of creating a national seashore.

It has been estimated that the type of dune works needed to protect private property at Assateague would come to about \$1 million per mile. Such an expense could only be met with Federal and State moneys for the benefit of a handful of private property owners.

The expenditure of this amount of public funds to promote private development of Assateague does not, in my opinion, meet the requirements for sound and equitable expenditures of tax money. Nor can I accept the assumption of prospective builders that the Federal and State Governments will not sit by and let their investments wash to sea. This sort of planned unplanning is one of the soundest reasons for public acquisition of the island.

If a national seashore were established, the type of protective dune needed would be far less expensive, and, furthermore, it would be a tax expenditure which would benefit all taxpayers, not just a few.

These considerations led Maryland Governor Tawes and Secretary Udall to agree to a joint study for purposes of determining the most feasible future utilization of the superb recreational opportunities offered by Assateague Island.

In the spring of 1963, the newly created Bureau of Outdoor Recreation published its report recommending the acquisition of Assateague Island for public recreational use. At the same time, contracts were let and construction began on the bridge. The cost of the bridge was to be borne jointly by Worcester County and the State of Maryland.

After the filing of the report by the Bureau of Outdoor Recreation, intensive study of the proposals embodied in this report were carried on by the appropriate agencies of the State government.

These studies occasioned several public hearings at which all interested parties were given an opportunity to be heard. They brought together representatives of the property owners, of Worcester County, and of the State and Federal Governments. They included an inspection tour of the island itself.

The reports of the State agencies were unanimous in recommending public development.

Mr. Chairman, I ask that the reports and recommendations of the Maryland Department of Forests and Parks, the Maryland Economic Development Commission, the Maryland State Department of Planning, the Maryland Board of Public Works and the Maryland Board of Natural Resources be made part of the record of this hearing.

Senator BIBLE. Without objection, that will be done.

(The material referred to follows:)

REPORT OF S. LAWRENCE HAMMERMAN, CHAIRMAN, FORESTS AND PARKS
COMMISSION, STATE OF MARYLAND

To establish and preserve Assateague Island as a great Atlantic coastline park for the use of the greatest number of people, there are basic, essential requirements which first must be accomplished.

Acquisition of the remaining land, whether it be by the Federal Government or the State of Maryland, must be speeded to prevent further erosion and deterioration of the island. Another great March storm could spell disaster.

At the moment, Secretary Udall has recommended that the Federal Government acquire this valuable property and has pledged his support of the necessary legislation, which must be approved by the Congress. It would be some time before the State legislature could act and it is not possible to determine at this time if the legislature would wish to burden additionally the Maryland taxpayers to pay for this park land and its constant maintenance.

The continuing, necessary maintenance of Assateague Island after its acquisition and restoration as park land will require constant vigilance and large outlays of public funds.

At the outset, sand dunes must be rebuilt and created; bulkheads must be constructed. A roads system and a sanitary system must be created and maintained in a major construction project.

Certainly, the machinery of the Federal parks system, with its vast experience and its present, dramatic expansion, is best equipped to initiate and perpetuate all of these services with little additional original outlay or future expense to the Maryland taxpayers.

The preservation of the dunes and the protection of the shoreline will be a never ceasing operation, once the park is established, to withstand the inroads of the tides and winds of the Atlantic Ocean. Surely, the Department of the Interior, the U.S. Corps of Engineers, and other related Federal agencies presently have the resources, the equipment, and the experience to underwrite the preservation of the island for the use and enjoyment of future generations.

There is a consideration of local, neighboring interests who would wish neither Federal nor State acquisition of the land for the public park. Over the years, their interests would be best served by a public park which would bring to all the neighboring counties a major tourism to enhance greatly the economy of every parochial interest, whether it be political subdivisions through increased taxes or local, private enterprise through expenditure of the tourists' dollars.

In my judgment, the fulfillment of Assateague Island as a public park can be best accomplished through the application of Federal funds as swiftly as possible, to be followed by the administration of the park and its related areas through the joint effort of the State of Maryland the Department of the Interior.

The resultant saving to the Maryland taxpayer would be great. The future of a great, natural, coastline asset would be guaranteed. And this preservation would be a lasting achievement in the conservation of one of the few remaining island resources on the east coast of the United States.

Assateague Island represents valuable real estate. But, it is real estate which belongs to all of the people, as a great national park which will provide the greatest good for the greatest number, provided the Government lives up to their end of the agreement and makes Assateague open to the public.

MEMORANDUM REPORT

JULY 22, 1963.

To: Hon. J. Millard Tawes, Governor of Maryland.
From: Harry A. Boswell, Jr., chairman, Maryland Economic Development Commission. George W. Hubley, Jr., director, Maryland Department of Economic Development.
Subject: Evaluation of economic impact of private versus Federal development of Assateague Island.

In accordance with your request, we have reviewed the various studies, reports, and other material concerned with the development of Assateague Island, and respectfully submit the following findings:

INTRODUCTION

The future of Assateague Island has become a pressing question that calls for important decisions by the people of the State of Maryland.

Until recently, the problems involving Assateague, although present, were not urgent. However, two events have combined to bring the question into the area requiring prompt decision. These two events were the decision to proceed with the building of the bridge connecting Assateague with the mainland and the disastrous storm that occurred in March 1962.

ENGINEERING PROBLEMS

The department of economic development does not consider itself competent to comment as an expert on engineering matters. The questions involving water supply, sewage disposal, erosion control and safety have all been thoroughly detailed in previous reports on Assateague prepared by other agencies.

From a review of these reports, however, it is our belief that the questions of sewage disposal and water supply are sufficiently in doubt and controversial as to make any prudent man hesitant about the feasibility of Assateague being able to maintain such services in a manner consistent with accepted standards that could be achieved at reasonable cost.

As to the problem of erosion: It is plainly evident from the reports by the proponents of both private and public ownership that extensive and costly dune-works and similar protective devices will be required in order to provide even minimum protection from a storm such as the one that occurred in March 1962. It is also generally agreed that the amount of protection needed by a national seashore area will be less costly than that needed to protect a community of private homes.

Furthermore, as a budgetary matter for the State of Maryland, the expenses to protect private investment—with no attempt to estimate maintenance costs—would involve an initial outlay of at least \$7 million. This is assuming that a similar contribution would be forthcoming from the Corps of Engineers.

The expenditure of this amount of public funds to protect a private facility does not appear to meet the requirements of sound and equitable expenditure of tax money. Further, we find it difficult for a responsible department of the State government to make intelligent evaluations based on the statement of Ocean Beach, Inc., that "erosion protection will be considered in the future."

ECONOMIC IMPACT

This department has studied the many reports available on the impact of a national seashore on the economy of Worcester County and the State of Maryland as a whole. We have also reviewed pertinent material regarding the national seashore at Cape Hatteras, N.C; the establishment of a national seashore on Cape Cod, Mass.; and the establishment of a national seashore at Fire Island, N.Y.

In our judgment, the ultimate economic benefit to Worcester County and the State of Maryland will be greater if Assateague Island is developed as a national seashore than if it is left in the hands of private developers for motels, hotels, and low-density home use.

This conclusion is based upon a number of considerations:

1. The 1960 census figures show 33 million-plus people within a 250-mile radius of Assateague Island. With the rapid growth of the area between Washington and Philadelphia, this figure will increase to about 38,500,000 by 1970. Assateague will be the major national seashore convenient to this great mass of people. With

the unrivaled publicity and promotional capacities of the Department of the Interior—to say nothing of the promotional abilities of the State—the attractions of Assateague Island will become a mecca for many thousands of visitors who would never be lured by the addition of simply one more seaside resort, maybe equal to but no better than hundreds of similar commercial resorts which dot the coastline from Maine to Florida.

The experience of Cape Hatteras showed that the number of visitors increased 66.8 percent during the first 4 years after the establishment of the national seashore. This same calculation applied to Cape Cod forecasts that in the 15-year period after the establishment of the park, the number of visitor days with a national seashore will be double the number that would exist without a national seashore.

These facts and studies lead this department to feel that the Department of Interior's projection of 3 million visitors a year to Assateague National Seashore by 1975 is an informed estimate. Such an influx into Worcester County would generate a boom of major proportions throughout the entire area.

2. This department rejects the thesis put forward by Ocean Beach, Inc. that the creation of a national seashore would create "a barren wilderness useful only to bird watchers." There is convincing evidence to support a belief that the vacationing American public is becoming increasingly drawn by those areas of the country that preserve the unspoiled out-of-doors.

As time goes on, a national seashore at Assateague will become one of Maryland's most valuable assets. Located entirely in Worcester County, a national seashore at Assateague will serve as a magnet for visitors that would increase in appeal each year. As a result of the drawing power of this magnet, private development and enterprise in the areas adjacent to the park would acquire a tremendous potential for growth. This means not only Ocean City and North Ocean City but also along the bayshore, in and around Sinepuxent Neck and on all the roads and highways giving access to Assateague.

This prediction is supported by the experience of Cape Hatteras. Before the establishment of a national seashore at least 90 percent of the local residents were against it. Today property values in areas surrounding the park have increased as much as 50 to 100 times in some instances. Assessed valuation within Dare County increased from \$11 to \$25 million in 8 years. New motels and beach houses are going up in Kill Devil Hills and other areas immediately north of the park, and other tourist construction is in progress on Roanoke Island, across the sound from the national seashore. Today a majority of the local people who formerly opposed the project are counted among the most enthusiastic proponents of the national seashore, not only because of the increase in land values, but also because of the protection provided to the beach by the Federal Government which saved the island during the 1962 storm.

3. Another important benefit that deserves mention is the fact that the creation of a national seashore will lengthen the tourist season. It has been demonstrated that a national seashore is a strong attraction in the fall and spring as well as in midsummer. The effect of this will be to lengthen the period of employment and business opportunity and substantially benefit year-round workers.

4. Moreover, this department feels that development of this barrier reef as a national seashore will have a beneficial influence on planning and development of the areas surrounding the national park. No one can successfully challenge the demonstrated ability and consistent policy of the U.S. Department of Interior to regulate and maintain its national seashores according to high standards of cleanliness and attractiveness. This very attractiveness and orderliness will, of course, bring visitors to the area. It therefore is logical to assume that the county will take similar measures to insure that the public accommodations and other facilities that grow up in the surrounding areas will be equally attractive and appealing to the visitors who are drawn to Worcester County by the presence of the national seashore and wish to remain in the vicinity for 10 days or 2 weeks. In other words, the seashore is certain to inspire action which will prevent the growth of a so-called honky-tonk area.

CONCLUSION

An increasing percentage of Worcester County's economy is dependent on enterprises serving vacationers and tourists. There is scant likelihood that this situation will change in the foreseeable future. It then follows that what best serves to protect, promote, and strengthen these tourist-oriented businesses will contribute the most to the economy of Worcester County and the State of Maryland as a whole.

Finally, it is our conclusion that establishment of an Assateague National Seashore will conserve, for all time, the unique natural features of this magnificent beach. Since these are the facilities responsible for the development of the area's economy, the establishment of a national seashore will, in the long run, compensate for any immediate tax loss to the county and will, in fact, increase future sources of private wealth as well as public revenue.

STATE PLANNING DEPARTMENT

DEVELOPMENT OF ASSATEAGUE ISLAND—REPORT TO THE GOVERNOR

I. BACKGROUND

A. Introduction

This report is a review and evaluation of pertinent data and studies comprising development proposals for Assateague Island. It is intended to set forth appropriate conclusions and requirements as a guide in establishing policy and direction for the future development of Assateague. Preparation for the report included examination and appraisal of the contents and background information contained in the documents mentioned herein. One of these documents, "Requirements for Private Development of Assateague Island, Md.," was prepared expressly to assist in a broad-based review of the entire picture.

Since recreation in one form or another is the common objective considered in all of the development alternatives, the basic issue is one of determining the most desirable recreation use or combination of uses proposed. The well-publicized controversy of public versus private ownership is particularly relevant to the extent that different types of recreation are contemplated under each of these development alternatives. The implications for the mainland of Worcester County and the State in general must also be considered in evaluating the various proposals for the development of Assateague.

In its appraisal, the planning department has reviewed the following documents: The Bureau of Outdoor Recreation Report entitled "Assateague Island and Vicinity, Study of Recreation Values and Potential Uses"; the Nathan Associates study, "Impact of Development of Assateague Island"; the Worcester County commissioners report, "Assateague * * * Worcester's Answer"; the report of the Governor's Commission on Assateague Island; and the previously mentioned consultant's study, "Requirements for Private Development of Assateague Island, Md.," prepared for the State planning department and the Worcester County Planning and Zoning Commission.

Several on-site inspections of the island have been participated in by the Director and other personnel of the State planning department.

B. Present use

Assateague Island is a low, narrow, undeveloped sand reef about 32 miles in length lying parallel to the coasts of Maryland and Virginia and separated from the mainland by Sinepuxent and Chincoteague Bays. Virginia's 9 miles is in Federal ownership. Its use includes a federally controlled wildlife refuge on the northernmost 5 miles, while the balance of the area—4 miles—to the south is under lease to the Chincoteague-Assateague Bridge Authority for development as an intensive day-use recreational area. A fence barrier denies access from the north to the wildlife refuge at the Maryland State line.

The 23 miles of the island in Maryland, all within Worcester County, are largely undeveloped. In 1950, the 14 miles immediately north of the Virginia line were subdivided by private developers into 5,850 lots. All but 200 or 300 of these lots are now owned by an estimated 3,200 individuals. Prior to the 1962 storm, no more than 40 houses well scattered throughout the subdivision had been constructed. Approximately one-half remain.

North of this subdivision, known as Ocean Beach, Inc., the State is completing its acquisition of 640 acres, containing 2 miles of ocean frontage, for use as a park. The State plans to supplement the park area by acquiring the remaining 7 miles north of this acreage to the Ocean City Inlet; this land is now in private ownership.

For almost three decades the outstanding recreational values of Assateague have been recognized. A 1935 survey of the National Park Service included Assateague is 1 of 12 areas along the Atlantic coast to be preserved for public

use and enjoyment. Federal legislation granting national seashore status to the island was introduced several times during the 1940's, but none was enacted. An additional survey indicating the recreational potential of the island was made in 1955, but because of the previously mentioned subdivision activities, no further action was recommended or taken. The general lack of public seashore and the need for preserving areas like Assateague was again emphasized in a 1962 report of the Outdoor Recreation Resources Review Commission.

More recently, the newly created Bureau of Outdoor Recreation, an agency within the U.S. Department of the Interior, published a report which recommended acquisition of all of Assateague Island for public recreational use.

In addition to these reports, other recent events have further focused attention on Assateague. These include action by the Maryland General Assembly in 1961 authorizing the State roads commission to construct a bridge connecting Assateague with the mainland of Worcester County; and the tidal storms of 1962-63 which pointed up the urgent need for beach-front stabilization and other protective and utility work if any form of development were to be considered.

The bridge provided for by the general assembly in 1961 (the authorization for which was neither canceled nor modified during the sessions of 1962 or 1963) was put under contract in the spring of 1963 in accordance with an agreement whereby the Worcester County commissioners would not authorize building construction to proceed until the bridge is completed. Funds for construction of the bridge have been contributed by both the State and Worcester County.

C. Development alternatives

The two major alternatives are not parallel in their scope since private development is considered only for the 14-mile subdivision whereas the plan for public use is inclusive of the entire island. There is general agreement, however, for public recreation use of the island outside of the subdivision. The controversy over development in the subdivided area is not a separate and distinct problem, but one which is related to development elsewhere on Assateague and having implication for the remainder of the county and the State. For this reason, proposals for development of the 14 miles must be evaluated not only with respect to the area in question but also in light of these broader considerations.

(1) *Private development.*—The 14-mile subdivision has been the only area considered for private development in any of the proposals. Lots were sold in the existing subdivision under a plan which provides for predominantly single-unit family dwellings. Designated zones for apartments, motels, restaurants, and boardwalks would also be used for public access to the ocean front. Both the organization representing the lot owners, and the county commissioners as stated in their report anticipate Federal assistance for construction of an approved protective dune amounting to 50 percent of the total cost. Proponents of private development expect a substantial increase in assessed valuation under their proposed plan.

In view of the alternative uses proposed for the subdivision area, the director of the State planning department suggested that a study be made to explore all physical and financial considerations of significance and to ascertain the feasibility of private development. In cooperation with the Worcester County Planning and Zoning Commission, the planning department employed Mr. Julian Tarrant, a planning consultant, to examine the present conditions on Assateague, detail the basic improvements needed to put it in condition for private development, and assess the cost of these improvements. Representatives of the U.S. Corps of Engineers, State health department, State roads commission, and Worcester County public works and planning agencies were consulted by Mr. Tarrant during the study, and constant contact was maintained with the State planning department. County and State requirements covering various aspects of development were utilized in preparing his plan. Among the more important considerations were the following:

- (1) An elevation of 7 feet above mean low water as the minimum required for development based on newly enacted county regulations.
- (2) A housing density of less than 50 houses per 100 lots for use of individual septic tanks and wells; when exceeded, central systems would be required.
- (3) A protective dune meeting specifications of 16-foot height, 50-foot width at the top, seaward slope of 20:1, and protective planting or hard surfacing over the top and down the sides to the high water line. Based

on the best information available, a dune meeting these specifications would qualify for a maximum of 50 percent Federal aid through the U.S. Army Engineers.

Mr. Tarrant's report includes a review of the deed restrictions and other subdivision features contained in the existing private development plan. In contrast to this plan, however, and based on the above considerations, the consultant has recommended that any private development be initially limited to three separate areas totaling 6 linear miles where conditions are most favorable. Even in these areas, substantial land fill would be required. The intervening areas would be acquired or retained for open-space recreation use until such time as extension of a subdivision might be practical. Commercial areas, less extensive than proposed under the original subdivision plan, would be concentrated in order to provide the nuclei for central water and sewage systems that could be extended outward as needed.

(2) *Public development.*—The Bureau of Outdoor Recreation in its report recommends the creation of a national seashore encompassing all of Assateague Island. Economic justification for this proposal is provided by the findings of the Nathan Associates study. Among other considerations, the Bureau concurs in the State development policy for the northern 9 miles. It recommends that this section of the island be administered as a State park, with the 7 miles nearest the Ocean City inlet to be used for surf fishing, beach walking, picknicking, and general relaxation. The balance of the area would be developed for intensive day use. As opposed to the private development plan, the Bureau would utilize the southern 14 miles for resource-oriented activities such as surf fishing, unprotected ocean swimming, nature study, and hunting. The area would be open to the public, and essential facilities would be provided. A similar program of intensive and resource-oriented recreation uses is envisioned for the Virginia portion, including a liberalization in usage of the wildlife refuge. Acquisition of all interests is contemplated.

An alternative plan for development of the Maryland portion of Assateague has long been advocated by Mr. William E. Green of Public Landing, Worcester County. Mr. Green's proposal provides for the creation of a Maryland ocean beach authority, empowered to construct, operate and maintain bridges connecting Assateague Island to the mainland, parks, for recreation, bathing and boating facilities, water and sewage systems, and other necessary improvements on the island. Mr. Green's proposal is not specific in defining the kind of overall development anticipated, nor the recreation uses that would be provided; however, his statements before committees of the general assembly and to the press would indicate a desire to follow a pattern of development similar to that in Jones Beach, N.Y. Although bills incorporating Mr. Green's proposal have been introduced to the general assembly, no legislation with regard to his plan has been enacted.

II. FINDINGS

A. *Private development*

The subdivisions presently laid out in the 14-mile stretch in Maryland immediately above the Virginia line cover an area of 4,270 acres or 6.7 square miles. Very little of this 14-mile stretch of subdivided property is presently suited for residential or commercial development. A carefully formulated plan for private development, such as that prepared by the consultant, but in greater detail, would have to precede the implementation stage and be rigidly adhered to throughout development.

With extensive improvement, only about 6 linear miles of the subdivision initially could be designated for development. This situation raises the difficult problem of working out a financial program which would be both equitable and acceptable to those owners of lots in the areas intervening the three subdivision locations. At best they could not build until some time in the future. Furthermore, dune protection would consume substantial acreage from the more desirable ocean-front locations. Even though the original deeds restrict development to one dwelling per each half-acre lot, initial development would be restricted still further because of the limitations on septic tank use; only one individual system per acre would be permitted. The effect of these various limitations on the acreage to be developed would result in a smaller increase in assessable base than currently anticipated by the county authorities.

Expenditures for several of the necessary improvements, notably those required for land-fill and dune protection, must be met before any construction begins. Based on the best facts that can be determined, initial development costs

per lot (including protective dunes, filling, paving, individual wells and septic tanks) in the most desirable area would range from \$1,715 to \$3,340 per lot developed. Eventual provision of central water and sewage systems would increase the development costs per lot to a range of \$2,915 to \$4,540. Lot owners who do not build until the central water and sewer systems are available would, of course, save the cost of an individual well and septic system.

B. Public development

The entire stretch of island off-shore Maryland and Virginia, except for two areas, is either developed or dedicated to various recreational activity. Ocean City, the Chincoteague Wildlife Refuge, and the intensive day-use area south of the refuge are in recreational use at present. The contemplated State park development has already been mentioned. Largely undeveloped, Fenwick Island north of Ocean City is an excellent site for private seashore development, better suited than any area on Assateague because of its higher elevation and easier access. A public seashore recreational area is an alternative use to the proposed private development. Inclusion of this area would complete a balanced and well diversified recreational pattern for the entire island.

A large demand for public seashore recreation exists throughout the country, especially along the eastern seaboard. Experience elsewhere indicates the attraction of public seashore and the probability of success for such a development on Assateague. In addition to economic considerations, the esthetic values of the area are a factor to be carefully evaluated before writing off one of the nation's few remaining undeveloped seashores.

III. CONCLUSIONS

A. Private development

A conclusion to be drawn from all available technical data compiled is the high cost of private development. The requirements and restrictions that must be imposed upon private development would not only necessitate large outlays of money by lot owners, but also would reduce the scale of development because of dune construction and subdivision restrictions on septic tank use. The necessary prohibition on building in intervening areas would result in a sizable reduction in the anticipated growth of the assessable base. A problem of equitable treatment for the concerned lot owners is also a necessary consideration.

The high cost of private development will inevitably generate pressures for a shift from single-unit family dwellings to a multiunit seashore resort type of development similar to that in Ocean City. Such development, if carried out in an orderly fashion, is not necessarily undesirable; however, it would be competitive with the existing Ocean City pattern and the more desirable area north of Ocean City.

In summary, there are a number of obvious disadvantages or shortcomings to private development on Assateague. Stated briefly, these are:

1. The prohibitive cost of development even to those lot owners holding land in the most suited areas;
2. The limitations on the scale of development, resulting in a necessary policy of discrimination toward those unfortunate lot owners who would not be able to build until, at best, some time in the future;
3. The effect which a reduced scale of development will have on the anticipated increase in assessable base;
4. The resulting competition with private development in the better suited North Ocean City area; and
5. The irreversible loss of opportunity to acquire for the public one of Maryland's few remaining seashore areas and to conserve the scarce recreation resources it provides.

Based on these considerations, private development on the island would not be feasible for many of the lot owners and would be of questionable value to the county, and most certainly to the State in view of the alternatives. It is concluded, therefore, that private development is not the most desirable land-use pattern for Assateague.

B. Public development

The alternative of public development must now be evaluated with respect to several unresolved issues: (1) Determining the kind of public recreation that should be provided and (2) selecting the administrative arrangement most capable of carrying out an adopted recreation plan.

There has been general public approval for the creation of a State park as well as the Federal Government's proposal, except in the subdivided area, for developing the remainder of Assateague. These public recreation uses are all highly desirable and take maximum advantage of the island's resources. Public recreational use of the area now subdivided can be justified not only because of the negative aspects of private development but also in view of more positive benefits certain to accrue. Among the considerations substantiating this position are the following:

1. Because of the rapidly diminishing supply of public seashore, the subdivided area developed in this manner would be highly attractive to the large population within reasonable traveling distance of Assateague. Furthermore, a public seashore along the 14-mile stretch would not conflict with other recreational uses envisioned for the island and would, in fact, complement the well-balanced recreation program proposed for all of Assateague. This proposed plan, including the seashore area, would afford the maximum of public recreation opportunity.

2. Use of the area now subdivided for public recreation would inevitably stimulate further private development activity in North Ocean City, thereby providing additional assessable base for the county. Still another source of revenue to Worcester County would be provided by increased tourist expenditures; with only a minimum of facilities and no overnight accommodations planned for Assateague, visitors would look to Ocean City and the Worcester County bayside for these services.

On the basis of the evidence reviewed, it is concluded that the described public recreation use of the entire island is the most logical and feasible development for Assateague.

Mr. W. E. Green's proposal for creation of a public authority overlaps the consideration of the two relevant issues: land use and administration.

As inferred in his plan for an authority and further suggested by well-publicized remarks, Mr. Green visualizes a pattern of development for Assateague similar to that in Jones Beach. Although Jones Beach and Assateague possess some similar physical characteristics, there is no evidence substantiating a potential for a Jones Beach type of development along the Maryland seashore at this time. The nearness of Jones Beach to the vast New York metropolitan area justifies a degree and type of development not warranted in the case of Assateague. Furthermore, in view of the development contemplated under public ownership for Assateague, the use of an authority would not be warranted.

Administration and management of Assateague for public recreation might be accomplished either by the State alone or by some combination Federal-State arrangement. The most important objective, that of carrying out the desired recreation development, could be accomplished under either alternative. There are, however, obvious advantages in having Federal participation. Federal financial assistance would relieve both the county and State of heavy investment certain to accompany development of the island. Furthermore, experience elsewhere has shown that Federal participation results in well-managed recreation development, particularly attractive to potential users.

IV. RECOMMENDATIONS

1. Assateague Island be acquired by the Federal Government and be granted national seashore area status with provision for a well-balanced program of public recreation uses.

2. The northern 9 miles be leased back to the State for administration as a State park similar to the arrangements made with the Chincoteague-Assateague Bridge Authority. Also other leasing agreements be made for various concessions along the bayside of Assateague to include hunting facilities, marinas, boat slips, and other development consistent with a national seashore.

3. Lot owners, Worcester County, and the State be compensated adequately for their property and other related investment, including the authorized bridge project.

4. The Federal Government give assurance that its development program will be carried out within a reasonable period of time.

In addition to these general considerations, the following are recommended to implement the proposed development and to maximize benefits that can be derived from such development on Assateague.

1. Removal of barrier at Virginia-Maryland line, and provide for broader public usage of the wildlife refuge area that would still be compatible with its primary purpose.
2. Worcester County, with the assistance of the State if desired, prepare a master plan for development of facilities along the bayside of the county to service the island.
3. Access to Assateague be improved by acceleration of highway planning, new construction, and upgrading of existing highways. Special consideration be given to improving U.S. 113 and other north-south routes so that users of the Virginia bay crossing would be encouraged to take advantage of the opportunity offered by the potential Assateague-Worcester County recreation complex.
4. Intensification of the already initiated program to widen and deepen channels in Sinepuxent and Chincoteague Bays so as to encourage further boating activity.

STATE OF MARYLAND, BOARD OF PUBLIC WORKS, BALTIMORE, MD., SEPTEMBER 9, 1963

STATEMENT—ASSATEAGUE ISLAND

The proper development of Assateague Island has presented numerous problems which have been considered by us for many months. Not the least of these has been concern over damage brought on by storms, dramatized most completely by the devastating storm of March 1962.

Several years ago the State determined to acquire approximately 2 miles of oceanfront land, extending in most part back to Sinepuxent Bay, and develop it as a State park and recreation area. In order to make the State park facilities available to the public it was necessary to construct a bridge from the mainland to the island, and the general assembly authorized the construction of such a bridge to be jointly paid for by the State of Maryland—State Roads Commission of Maryland and Worcester County. That bridge is now under construction, and the State has acquired substantially all of the area originally proposed for a State park.

A number of months ago the Federal Government, through the Department of the Interior, indicated its desire to acquire the southern 14-mile portion of Assateague Island in Maryland for a national seashore park. This proposed plan by the Department of the Interior met with violent objection from many of the 3,200 property owners who purchased lots in this area which is known as Ocean Beach and South Ocean Beach. Many of the lot owners as well as many officials of Worcester County have indicated that the Federal Government should not be permitted to acquire this area for a national seashore park, but rather that it should be privately developed by the individual lot owners for residential and commercial use.

After the desire of the Department of the Interior was made known, the Governor, on June 17, along with the other members of the board of public works, and certain other State officials, met personally with Secretary Stewart L. Udall and members of his staff at the mansion in Annapolis, and discussed in considerable depth the various problems connected with private ownership and the pros and cons of Federal ownership. Then on June 24, Secretary Udall and members of his staff visited Assateague Island. At that meeting Comptroller Goldstein represented the board of public works and the meeting was also attended by representatives of Worcester County and certain property owners. Present also were both U.S. Senators from Maryland and the majority of the Members of Congress from Maryland.

In order to obtain an expression from the entire Maryland delegation to Congress, the board of public works and certain other State department heads attended a luncheon meeting in Washington on July 31. At this meeting the entire Maryland delegation, including both U.S. Senators, were present, and the pros and cons of the Assateague problems were discussed in great detail.

On September 6, Mr. James P. Gleason, an attorney for the Ocean Beach Club Corp., presented the board of public works with a resolution of the club under which the club agrees to convey the beach front (shore) property owned by the club to Worcester County for public use. And on September 9 the members of the board of county commissioners and the legislative delegation for Worcester County, and other county officials, appeared before the board of public works and expressed their strong opposition to Federal ownership of the lower part of the island. In spite of the above-mentioned resolution, it was brought out at

this meeting that the Ocean Beach Club Corp. had recently placed a mortgage on the beach front property with the Small Business Administration and that a substantial sum was still owing on the mortgage.

In order to obtain the views of all interested parties the board of public works determined to hold, and did, on the 15th day of August 1963, a public hearing in the Civic Center in Baltimore. All persons having an interest and wishing to be heard were invited to participate in the hearing or to submit a written statement setting forth their views. At the hearing some 17 persons; representing themselves and some groups, testified against the Department of Interior plan, and 15 persons, many of which represented large groups and organizations, testified in favor of the Interior Department's plan.

On August 22 the county commissioners of Worcester County held a public hearing in Snow Hill, at which time the members of the board of public works were present. At that hearing some 21 persons testified against the Federal plan, and 2 for the Federal plan, while others expressed a desire for some form of a compromise between the Federal ownership and private development.

In addition to the information obtained by the board of public works at these hearings, individual members of the board and other State officials have received some 936 letters and telegrams, most of which were from persons owning property on the island. The preponderance of these persons stated their desire against Federal ownership and development; however, a substantial number of owners of land on the island indicated they thought the plan proposed by the Department of the Interior was preferable to private development. A further review of these letters reveals that the majority of the writers who were not property owners favored Federal development.

As important as it is to hear the views expressed by those attending the public hearings and to obtain the opinions of the writers of the letters, the board of public works must consider not only the number of requests both for and against Federal ownership but must take a hard look at realities as they exist and facts within the knowledge of the members in order that the best interest of most of the people of the State of Maryland can be served.

In order to arrive at the proper conclusion, the board of public works asked the Maryland State Planning Department to study the feasibility and the cost of adequately protecting the island from the ravages of storms and insuring proper sanitary and water facilities. The planning department made a detailed study of this aspect of development and submitted a lengthy report much of which was based upon the findings of an outside independent consultant. In addition, the Governor had previously appointed a three member committee to look into the question of adequate protection of the island from storm damage, and that committee engaged the services of Dr. Thorndike Saville, dean emeritus of the School of Engineering of New York University, and a recognized expert in this field, and Maj. Gen. Charles G. Holle, formerly with the Corps of Engineers and president of the American Shore & Beach Preservation Association, who studied the topography of the island, and after making a personal inspection of the land with the members of the committee, issued a statement which was made a part of the committee's report.

The Department of the Interior made a special study of the Assateague Island question, giving special attention to the economic impact on Worcester County if the privately owned land were developed as a Federal seashore area. Subsequent to that report, the county commissioners of Worcester County made a report which questioned many of the facts and conclusions reached by the report issued by the Interior Department.

The Maryland Department of Economic Development reviewed economic considerations offered by development of Assateague and concluded that public development by Federal Government was preferable.

After studying all of these reports, and after listening to all of the arguments both for and against Federal ownership and development, and after having personally viewed the island, the members of the board of public works now conclude that part of the island should be developed by the Federal Government as a national seashore park, and that certain part or parts of the island should be developed and controlled exclusively by the State of Maryland as a State park and recreation area.

The board, in reaching its conclusion, gave full and serious consideration to the possibilities of private development. This consideration included an awareness of the high cost of private development, embracing protective sand dunes, filling to raise the elevations, installation of adequate utilities for water and

sewage, and paving. These costs have been estimated at a total figure of \$17 to \$19 million. These totals do not include the 50 percent of the cost of protective sand dunes that the Federal Government would be asked to contribute under its beach erosion control legislation. A proper private development would necessitate sacrificing over 600 waterfront lots which would have to be preserved in some type of public ownership to assure erection of adequate and acceptable dunes. In addition, any private development would necessitate an orderly step-by-step approach that would have to be rigidly controlled and would of necessity require giving preferential treatment to certain property owners, while development of other tracts would have to be delayed for substantial periods of time until a proper stage of development was reached. Not only the cost of such an operation, but the establishment of adequate priorities for development, present obstacles of substantial difficulty.

The board then appointed a committee to meet with the appropriate officials of the Department of the Interior in order to ascertain the Department's view of joint Federal-State development, and to secure assurances from the Interior Department of certain safeguards and benefits that would accrue to the State of Maryland and to Worcester County should this board ask its congressional delegation to assist in the passage of legislation which would permit partial Federal-partial State development.

Before agreeing to Federal ownership and development of the lower part of the island, the board specifically wanted to determine if it would be possible for the Federal Government to develop the beach front as a national seashore area and permit private ownership to develop the rear portion for residential and commercial use. This plan was entirely unacceptable to the Department of the Interior, and they have advised in writing as follows:

"The Department could not recommend Federal acquisition only of the ocean side of the island, leaving the bay side open to private development. There are many reasons for this. The island is low, subject to the threat of washover at many points even during moderate storms, and we believe that all of the stable land area is required to develop the full potential as a Federal seashore. The protective dune will utilize much of the desirable upland area, leaving little land available behind it at many places for other recreation development. It is recognized that sewage disposal and water supply are among the unresolved questions besetting commercial development. The costs of beach protection also would be increased if it were necessary to protect private developments. While we expect to encourage private capital to provide daytime facilities on the island, such as for marina and restaurant facilities, these will be under lease agreement and therefore subject to control by the National Park Service, or by the State of Maryland."

The board is of the opinion that the owners of private property on Assateague Island should be assured that they would be justly compensated for their land if it is acquired by the Federal Government, and that owners of existing improved properties be allowed to remain for a reasonable length of time. In order to make positive that the property owners will receive a just payment for their land, the board is insisting that the proposed Federal legislation make provision for payment of just compensation to the owners of private property on the island.

As a further result of the committee's discussions and negotiations with the appropriate officials of the Department of the Interior, it has been determined that the Department will proceed to acquire all of the island south of the State park area and all of the island north of the State park area, up to the Ocean City Inlet for national seashore purposes and would develop these areas for various types of outdoor recreation on a schedule and timetable consistent with the appropriations by the Congress.

The first objective in the plan of development would be the construction of necessary protective sand dunes and jetties to properly protect the island from storm damage.

The Government agreed to permit the State of Maryland to retain ownership in the area it has acquired or is in the process of acquiring, and to develop same in any manner the State wished to develop it for park purposes. The Department also agreed that if, at some future time or times, the State wished to enlarge the State park area, it would sell back to the State as much of the area between the present State park, northward toward Ocean City that it desired to acquire for park purposes upon payment to the Government of its cost of acquisition and development.

The Department also agreed in writing that it would not in the future seek to acquire land for the purpose of establishing a park on the western shore of Sinepuxent Bay. It takes the position that the western shore area should be privately developed as a complement to the proposed national seashore area.

It was also agreed by the Federal authorities that it would recommend to the Congress that the Government pay two-thirds of the cost of constructing the bridge and approach roads to the island which are now under construction, thereby relieving Worcester County of its total responsibility for any cost in connection with the construction of the bridge and its approaches.

The proposed Federal legislation will also provide that the Federal Government may acquire the title of the Chincoteague-Assateague Bridge and Beach Authority property located in Virginia, which will mean that all of Assateague Island, both in Maryland and Virginia, will be owned by the Federal and State Governments, and the legislation will permit the Secretary of the Department of the Interior to remove the fence and other barricades presently erected on the Maryland-Virginia line after certain safeguards are met to insure adequate wildlife protection. The members of the board have been verbally advised that the Secretary will with this permissive legislation remove this fence after certain safeguards to protect the wildlife have been accomplished.

The board strongly feels and concludes that the State should not relinquish the area it is presently acquiring, which consists of 2 miles of ocean frontage extending generally to the bay and which will be developed as a State park and owned by the State of Maryland. There are a number of reasons for this position, among them are—

(1) We feel the State is able to properly develop this area as a State facility and therefore should not seek Federal assistance.

(2) The timetable of the State planning is such that the beach protection for the State's area can be begun almost immediately and that will be promptly followed by the development of the area as a State park, whereas before the Federal Government can begin constructing its national seashore area, legislation must be passed by the National Congress, appropriation of adequate funds must be provided by the Congress, which then will be followed by the acquisition of the land.

(3) With a substantial area in State ownership, it can be developed by the State of Maryland in a manner and under a plan which will best suit and justify the needs of the citizens of Maryland, and

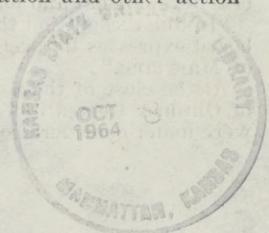
(4) One of the factors which was very significant to us in making the determination to insist upon State ownership and development of some of the island as a State park is that the General Assembly of Maryland has on three different occasions appropriated money to acquire land and develop a State park and has by affirmative legislative action authorized the construction of a bridge to reach the park area. This indicates clear legislative intention to proceed with the State park, and there has been no expression to the contrary voiced by any legislative committee or the legislative council.

And in addition, if the proposal as presently contemplated is enacted, and if the needs of the State at some future time require additional State facilities, additional land can be acquired north of the State park to expand these facilities.

It is, therefore, the conclusion of the board of public works that the Department of the Interior be requested to acquire all of that part of Assateague Island in Maryland except the area being acquired by Maryland in accordance with the terms and conditions heretofore agreed to by the Department of the Interior, the major items of which are herein referred to.

It is the further recommendation of the board that Worcester County should be relieved from its financial contribution toward the cost of the bridge, and that the State, from the contribution of two-thirds of the cost of the bridge by the Federal Government, should pay Worcester County a sum of money equal to the real estate taxes Worcester County will lose for a 4-year period because of Federal ownership of the island. This amount should be based on current tax yield level.

The board of public works will recommend such legislation and other action as is necessary to affect these considerations.



MARYLAND BOARD OF NATURAL RESOURCES, STATE OFFICE BUILDING, ANNAPOLIS

EXCERPT FROM 1963 ANNUAL REPORT (IN TYPESCRIPT)

C. ASSATEAGUE ISLAND

In June 1954 the board of natural resources spent the night and the following day inspecting Assateague Island. At that time a part of the island had been subdivided into building lots offered for sale to the general public. Robert C. Walker, the engineer who had laid out the subdivisions, had urged the board to examine the island to determine the feasibility of establishing a State park from the Virginia line northward to the subdivision, a distance of approximately 12 miles. It was apparent to the board that much of Assateague Island had a superb beach but the board reached no final conclusions on establishing a State park on the island.

On May 15, 1961, the board met in Ocean City with the county commissioners of Worcester County and with local members of the general assembly. The following day the combined group crossed Sinepuxent Bay by ferry early in the morning and spent most of the remainder of the day on Assateague Island. At that time local officials urged that the State proceed with the plans for establishing a State park on Assateague Island immediately south of the Ocean City Inlet and that the remainder of the island to the Virginia line be developed for year-round or summer homes. Local officials also urged that the State build a bridge from the mainland to Assateague Island to encourage residential development. No specific conclusions were reached, but several board members felt that storms which break against the island from the open ocean make the area unsuitable for ordinary structures and development.

On March 7, 1962, a violent storm swept the Atlantic coast and caused widespread damage from the New Jersey coast southward to Virginia. At a board meeting on March 19, 1962, aerial and surface photographs of storm damage were examined and the board expressed the following views regarding Assateague Island:

1. Most of the island has been and will remain unsuitable for residential use because of recurring storm damage, the difficulty of installing water and sanitary facilities, and the prevalence of insect pests.
2. The island is dynamic; it is in "motion" and will continue to change rapidly.
3. Owners of property on the island cannot afford to protect it against storms or purchase insurance against storm damage.
4. The island is a magnificent area for public use for (a) swimming, (b) camping, (c) natural history, and (d) general recreation.
5. Therefore, the State should place under public ownership and public management as much as possible of Assateague Island that still remains.

In April 1963 the Bureau of Outdoor Recreation which had been recently established in the Department of the Interior published a report on Assateague Island and vicinity. The report recommended that the State continue its plans for establishing a State park on Assateague Island immediately south of the Ocean City Inlet and that the remainder of the island in Maryland be acquired by the Federal Government and be developed as a national seashore. The report proposed that the State abandon its plan for the time being to construct a bridge from the mainland to Assateague Island and suggested that hotels, motels, and other such accommodations for the public should eventually be built on the mainland rather than on the island. The board reviewed its own previous opinions on this subject and the recommendations of the Bureau of Outdoor Recreation and adopted the following motion:

"After a review of the scientific facts of shore erosion and deposition, the fresh water supply situation and the problems of proper waste disposal, all of which indicate that the private development of Assateague Island would be highly unstable, the board reaffirms its previous position in favor of public management and use of all the Maryland portion of Assateague Island."

During the course of this discussion the board considered both State and Federal development and management of the area and adopted the following motion:

"In due recognition that the primary importance lies in public acquisition, the board expresses its preference for ultimate, maximum management by the State of Maryland."

At the close of the fiscal year covered by this report the views of the Bureau of Outdoor Recreation, as well as the views of the board of natural resources, were under consideration by the Governor and the board of public works.

Senator BREWSTER. The Maryland Board of Public Works is my State's highest administrative body composed of the Governor, the State comptroller, and the treasurer. I believe that certain aspects of the board of public works' report need emphasizing here.

First, in the course of their deliberations, the board held no less than seven public meetings and hearings at which all shades of opinion were aired.

Second, full consideration was given to the feasibility of private development.

Third, consultation was held with the Department of the Interior regarding the feasibility of public development of the shorefront with private ownership of the backland.

Satisfied that neither private nor public-private development was possible, the board sought my assistance in modifying existing Interior proposals to include adequate protection for the interests of the State of Maryland, Worcester County, taxpayers, and property owners.

These guarantees are embodied in S. 2128, and provide that:

1. The State of Maryland shall continue to own the area presently designated as a State park, and shall have the right to acquire from the Department of the Interior any additional area of the island northward from the State park as the State may from time to time determine to be needed for State park purposes.

2. The Secretary is authorized and directed to compensate the State of Maryland in the amount of two-thirds of the cost of the bridge and its approaches presently under construction between Sandy Point and Assateague. The State will thereupon reimburse Worcester County for its share of the cost of bridge construction.

3. Every property owner will be justly compensated.

4. Owners of improved property may reserve a right of use and occupancy of the improved residential property for non-commercial purposes for a term of 25 years.

I should like to include at this point in my testimony the text of a letter received from Governor Tawes which deals specifically with one of these points.

Senator BIBLE. Without objection, the letter from Governor Tawes will be made a part of the record.

(The letter referred to follows:)

EXECUTIVE DEPARTMENT,
Annapolis, Md., August 10, 1964.

HON. DANIEL B. BREWSTER,
U.S. Senator,
Washington, D.C.

DEAR DAN: Your letter of August 7 regarding the preliminary hearing on Assateague Island legislation by the Senate Interior Committee on Tuesday, August 11, has been received and I concur in your suggestion that my appearance at the hearings to follow next year might be more beneficial to the cause of Assateague Island.

I am pleased to note that all of you are behind the single proposal which includes the Morton 600-acre area to be set aside for concession development. I have no objection to this at all and if the inclusion of this proposal will mean the saving of the rest of the island for Federal Government development, excluding our State park, then I think it is a position well taken.

I am especially pleased to note that the present bill represents a successful compromise between the viewpoints of the various interested parties. I am also pleased to note, Senator Brewster, that both the bill and your testimony reflect

the decision of the Federal Government to compensate the State of Maryland up to \$1 million to defray the cost of the new bridge now being built across the Sinepatuxent Bay to Assateague Island.

This will mean that the State will be able to compensate Worcester County in full for its share of the construction costs, according to the formula set forth in the report of the Maryland Board of Public Works.

Thanking you for your interest in this matter and with kind personal regards, I am,

Sincerely yours,

MILLARD TAWES, *Governor.*

Senator BREWSTER. Mr. Chairman, I believe that S. 2128, as amended, embodies the best joint thinking of the Department, congressional representatives, and State agencies.

Each of us who will testify here this morning is convinced of the value of Assateague. Each of us is convinced of the need for early Federal action to prevent its destruction by erosion, to forestall its development through speculation, and to preserve for all time and for all people its unique natural features.

I have no wish to repeat in my testimony the detailed information which you will receive from the Department of the Interior; however, I would like to cite for you briefly the chief arguments in favor of making Assateague Island a national seashore.

Assateague Island in both Maryland and Virginia is potentially one of the finest seashore recreational resources on the Atlantic coast. The island's outstanding feature, its clean sand beach, is wide and gently sloping. With a minimum of development it can provide unexcelled recreational opportunities for swimming, surfing, sunbathing, and other popular beach activities. The climate is favorable since the spring and autumn seasons are generally mild, the summers long and warm. The moderate ocean temperatures lengthen the swimming season, and the general lack of undertow adds to the enjoyment and safety of this activity.

For those desiring other kinds of recreation, the island offers unlimited opportunities for fishing, skindiving, water skiing, and boating. Surf fishing for blues, striped bass, weakfish, and other favorite sport fish common along this stretch of coast is outstanding; clam digging and crabbing are available as well.

The marshes on the bay side provide superb habitat for a vast variety of shore birds and waterfowl, as well as for numerous other birds and wildlife. North of the wildlife refuge are points and marshes long famous for waterfowl hunting. Within the wildlife refuge are thousands of ducks, geese, swans, and other birds in season, as well as the famous wild ponies and tiny, exotic sika deer.

Over 33 million people live within 250 miles of Assateague Island. Most of these people have ample access to commercial beaches and high-density recreational development on the mid-Atlantic coast. Right here in Maryland, we have the highly developed area around Ocean City, with more potential private facilities available in the still undeveloped North Ocean City area. Only Assateague can provide for those who prefer to enjoy outdoor recreation in a natural setting.

Many problems in recreational and economic development are best met at the local level. Maryland citizens and officials are to be congratulated on their foresight in the development of Ocean City, North Ocean City, and the State park on Assateague. Yet it is clear that,

in this case, only public development can preserve what is a precious possession not only of Worcester County, but of the Nation.

Only public development can provide the necessary Federal funds and techniques for beach stabilization and protection. Only public development can give the large metropolitan area between Philadelphia and Washington an unparalleled recreational opportunity. Only public development can bring Maryland the unrivaled publicity and promotional facilities of the Department of the Interior.

The simple fact is that one more commercial seaside resort on the Atlantic coast would add nothing new. The establishment of a national seashore would create a unique recreational environment whose peculiar assets would become more and more prized with each succeeding generation.

The predictions made by the Department of the Interior that the Assateague Island National Seashore would attract over 3 million yearly visitors seem to be a most conservative estimate. Some idea of the drawing power of such a national seashore can already be observed in Cape Hatteras where the number of yearly visitors increased 500 percent during the first 10 years.

In addition to the recreational arguments that speak for the development of a national seashore at Assateague, there are strong arguments for this same course of action as an unparalleled economic opportunity for Maryland and for Worcester County.

The Maryland State Department of Forests and Parks has estimated that it expects that the State park portion of Assateague alone will attract 10,000 visitors a day by the summer of 1975, and that \$20 million will be invested in nearby areas of Worcester County to provide for the lodging, feeding, and shopping of visitors.

With such a rise in nearby commercial activity, there can be expected a proportional rise in land values in Worcester County along the bay shore and other areas adjacent to the National Seashore. To underline this point, one has only to look at the Cape Hatteras National Seashore where property values in land surrounding the park have increased as much as 50 to 100 times in some instances. Assessed valuation within Dare County, N.C., increased from \$11 to \$25 million in 8 years.

Estimates by competent independent economic consultants show that, if a national seashore were to be established along the presently privately held 15 miles of Assateague Island, there would be an increase in assessed valuation of surrounding land that would add \$20 to \$25 million to the tax base of Worcester County. Even the most optimistic estimates of private developers only presuppose an increase of \$18 million.

The limited concession development provided for in the amendment will insure the realization of very considerable tax revenues by the county. Even more lucrative will be the inevitable development of private and commercial facilities along the bay side.

The drawing power of a national seashore at Assateague, promoted with all of the skill and good taste that is typical of all of our national parks, will attract visitors to Maryland from every State in the Union. The fame of the national seashore will quickly spread throughout the 50 States and its appeal will make all of Maryland a magnet for thou-

sands of visitors. As the Nation goes to the Grand Canyon, so the Nation will come to Assateague.

All these factors plus the reimbursements to the State and to Worcester County already referred to add up to an exceedingly real and tangible economic asset for the entire economy of my State.

Mr. Chairman, conservation has been important to the United States because there is so much of this country worth conserving. The United States probably possesses a greater abundance and wider variety of natural resources and natural beauty than any other nation; but we have also, through the expansion of our territory, the development of our industry, and the growth of our population, consumed more of nature than any other country.

When the earliest settlers began tilling the North American continent, there was an average of 6 inches of topsoil; now there are only 2 inches. Our water resources are becoming precious. Our trees are faced with systematic elimination. As our trees disappear, the wildlife which they harbor is left exposed and unprotected.

Finally, cars, trucks, factories, and nuclear explosions have polluted our air.

This consumption and even this destruction have not been without purpose. America has used her gifts to fashion the highest living standards in the world.

Where once forests hugged riverside and lakeshore, cities flourish on vast injections of lumber, steel, water, coal, food, and fabrics.

Fortunately, early champions of conservation perceived these trends and sought to blunt their impact. Thomas Jefferson hoped that the land would obviate the rootlessness of city living and that the pastoral population would always outnumber the urban dwellers.

This dream of an agrarian America faded as the industrial revolution reshaped our economy. As these developments unfolded, the outdoors seemed more vital.

Only in the last century has conservation become a necessity.

Wise conservation and development of our natural resources today will return vast dividends tomorrow. Each failure to act now is an opportunity lost forever. The task of preserving our natural resources becomes more acute each day. To conserve and preserve what is left, and to reclaim some of what has been lost, is an obligation which we owe to ourselves and to future generations. We must continually bear in mind that we are only trustees of a rich and bounteous heritage found in the natural resources of our land.

The rapid rate of our population expansion makes it imperative that we act now to preserve for the residents of our cities, our suburbs, and our towns the recreation areas which will enrich the lives of their inhabitants.

Mr. Chairman, I submit that the proposal to make Assateague Island a national seashore affords this Congress with an opportunity to provide for the future welfare and recreation of millions of Americans if only we take advantage of this unique opportunity before it is too late. The bridge to Assateague will be completed in September. Trucks and construction equipment are waiting to move. Only a few months remain before the tide of commercial development flows over the island. The Congress must act swiftly before this precious time expires.

The time is at hand. The vast public which has supported this proposal in thousands of letters to congressional offices, to this committee, and to area newspapers is entitled to a decision.

The public supports, in my opinion, the proposals embodied in this field. I would like to commend WMAR-TV in Baltimore for its excellent TV series on the preservation of Assateague.

I would like to compliment our Citizens Committee for the Preservation of Assateague Island, under the chairmanship of C. A. Porter Hopkins, who is here today, and the vice presidency of Claude Callagary, who is also here. Their committee represents, among other individuals and agencies, the Maryland Federated Garden Clubs, the Izaak Walton League, the Association of Central Maryland Sportsmen, the Maryland Wildlife Federation, the National Campers & Hikers Association, the Mountain Club of Maryland, the Maryland Sportsmen's Luncheon Club, Fordlands, Inc., of Delaware, Delaware Wildlife Federation, Delaware Wildland, Inc., the Citizens Planning & Housing Association of Baltimore, the Women's Civic League of Baltimore, the Baltimore Council of the AFL-CIO, and other organizations.

Mr. Porter Hopkins has delivered to me a letter supporting this bill, and I ask that this letter be incorporated in the record at this point.

Senator BIBLE. Without objection, that will be done.

(The letter referred to follows:)

CITIZENS COMMITTEE FOR THE PRESERVATION OF ASSATEAGUE ISLAND,
Baltimore, Md., August 10, 1964.

HON. DANIEL B. BREWSTER,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR BREWSTER: The Citizens Committee for the Preservation of Assateague Island was organized early in 1964 by a bipartisan group of interested citizens in the Maryland-Delaware-District of Columbia area for the purpose of helping to create a public awareness of the great value of Assateague Island as a natural resource and as one of the last great undeveloped wild areas on the mid-Atlantic coast. The main function of this committee so far has been to support legislation introduced in both the Senate and House. In so doing, this committee has perhaps helped to counteract the opposition raised by some individuals owning lots on the island, but this committee does not begin to take credit for the wave of unsolicited letters and communications which has reached the Maryland congressional delegation or members of the Senate Interior and Insular Affairs Committee.

While our committee directors and officers are, for the most part, what may loosely be defined as "conservationists," they represent many thousands of citizens whose interest in Assateague Island is much more basic. In Assateague these citizens see a wholesome, beautiful, reasonably accessible piece of primeval seashore which if not acquired today for the public interest will be lost for all time. In addition, the more discerning know that if the island is not acquired for the public and is developed by private interests, someday there will be a storm of the magnitude that has previously covered Assateague or totally destroyed other barrier islands such as Cobbs Island or Hogs Island in Virginia. In such an event the cost to the States of Maryland and Virginia and the Federal Government will be far greater than acquisition costs now.

The groups represented on this committee and interested in preserving Assateague Island as a public seashore are as follows:

The Maryland Federated Garden Clubs, the Izaak Walton League, the Association of Central Maryland Sportsmen, the Maryland Wildlife Federation, the National Campers & Hikers Association, the Maryland Ornithological Society, the Mountain Club of Maryland, the Maryland Sportsmen's Luncheon Club, Forward Lands, Inc., of Delaware, Delaware Wildlife Federation, Delaware Wild Land, Inc., the Citizens Planning & Housing Association of Baltimore, the Women's Civic League of Baltimore, and the Baltimore Council, AFL-CIO.

In addition, numerous national and local organizations have endorsed S. 2128 which will create a national seashore on Assateague Island with appropriate areas set aside so that the maximum usage of this great asset can be realized. We appreciate the efforts you and the Maryland congressional delegation have made on behalf of this legislation, and pledge our continued assistance.

Sincerely,

C. A. PORTER HOPKINS, *President.*
 CLAUDE CALLEGARY, *Vice President.*

Senator BREWSTER. The property owners who have invested in Assateague are entitled to know what lies in the future—whether a green light for construction or Federal compensation now estimated at \$16,800,000.

Worcester County is entitled to know whether the Federal Government is prepared to invest \$7,765,000 in developing the seashore, and up to \$454,000 in annual operation. If title to this property is acquired now by the Interior Department, this magnificent island can pass unspoiled to the public or if we delay now; if we wait until the developers and the promoters invest their funds in private houses and public amusements, this golden opportunity will be forever lost.

As our Nation becomes increasingly urbanized, with future population of perhaps 10 million people in the Baltimore-Washington area alone, there will be few places in these United States—especially in the eastern United States—where families can enjoy fishing, swimming, camping, and wildlife in an area of unscarred natural beauty.

Assateague Island is one of the last great natural outdoor recreational areas on the Atlantic seaboard. It is our duty to look forthrightly into the future and provide our children and their children with priceless heritage that still lies within our power to provide; but it will not be within their power to take it unto themselves in the years ahead. Just as our predecessors had the foresight to give us the Grand Canyon and Yellowstone Park, so we should have the wisdom to give the urban-dwelling Americans of the future the priceless gift of a national seashore such as Assateague Island.

Mr. CHAIRMAN. We have been moved to act by the people whom we represent. Time may run out. We must act before it does.

Mr. Chairman, I would like to ask that some 10 editorials which have appeared in the Washington Post, the Washington Star, and the Baltimore Sun, all strongly supporting this proposal be made a part of the record.

Senator BIBLE. The various editorials referred to will be made part of the record.

(The material referred to follows:)

[From the Baltimore Sun, Aug. 7, 1964]

TO GET ASSATEAGUE

For those who welcome a cool subject at this point, there is Assateague Island: Maryland's last extensive stretch of undeveloped oceanfront and one of the prime stretches of unspoiled seashore left on the middle Atlantic coast.

The proposal is to purchase the privately held bulk of the long, low-lying island as a national seashore for the future recreational enjoyment of the millions of Americans who live within a day's drive of its glistening sand and beckoning surf. The alternative is to see the present natural beauty converted to commercial and cottage developments which, because of the island's exposure to wind and waves, would become a public liability each time an Atlantic storm worked itself up to peak intensity.

The choice is not a difficult one to make. It has already been made by the Department of the Interior, the Tawes administration, most of Maryland's Representatives in Congress, and most local officials (except in Worcester

County, where attention has been glued to the local taxes that private development would yield). The official choice in Maryland is to make Assateague a national seashore, and it is the choice that has the support of a wide range of civic and sports groups.

But there remains the job of selling Congress on Assateague as a national seashore. The first chance to do that will come August 11 before a subcommittee of the Senate Interior and Insular Affairs Committee at a hearing which Senator Brewster has announced as open to the public, but restricted to witnesses of the Interior Department and Maryland Congressmen. The first chance may be the last chance, if Maryland does not make a strong initial impact with its bid for a national seashore. Our Senators and Representatives had better be well primed to make a good case for public recreation.

[From the Washington Post, Mar. 31, 1963]

GAMBLERS IN HIP BOOTS

People used to be outraged to discover that they had been sold underwater real estate. Today, at Assateague, they are holding onto it tenaciously and demanding that millions of dollars of public money be poured into the vast engineering feat of rescuing it for their private enrichment and enjoyment.

Assateague Island is to be described as a gigantic real estate speculation entirely surrounded by, and intermittently covered by, the Atlantic Ocean. One must realize that the several thousand lot owners are not merely trying to hold their bits of waterlogged sand in their present condition. Fewer than two dozen houses were ever built on Assateague, and most of them were swept away in the storm last spring. As they stand, the lots are virtually useless to their owners, some of whom have never visited the island. They invested their money not in present reality, but in the future hope that the State would invest \$1.5 million in a bridge, and that the Federal Government would spend uncounted millions more for sea walls and beach stabilization. The nature of the game may be read accurately in the recent statements of Robert C. Walker, the developer's engineer, who bought 21 blocks of this sand in 1951 for \$1,000, and currently offers 8 of them to the State for \$48,000. The State's own plans for a little park at the bridgehead are accurately described by one specialist in park management as an attempt to bail out local politicians.

Few acres of the island are more than 4 feet above the high water mark, and the legislature has now heard testimony from the State's ranking expert that development will require public sewers. Coming on top of the Interior Department's verdict that the island cannot safely be developed at all, it completes the case for holding Assateague in its natural state as a public park.

[From the Washington Post, Aug. 1, 1963]

FRIENDS OF ASSATEAGUE

Among the people who know about parks, seashores, economics, or development, there is now unanimous agreement that Assateague Island properly belongs in public ownership, a great beach for the whole country. The dissenters are, of course, the Worcester County Commissioners, who remain incurably hopeful of a neon-lit tax bonanza, and the embittered investors who bought little lots from Leon Ackerman under the impression that construction would one day be possible there. To the lot owners, Mr. Ackerman's present support for Federal ownership must seem the final betrayal. But, as he explained, 15 years ago no one was thinking about sewage disposal.

Assateague is now the largest undeveloped seashore between Cape Hatteras and Cape Cod. It possesses a spectacularly fine beach, but a geologist once described it as "an island that is sinking and is migrating toward the west." Maryland's influential State planning department has now recommended Federal acquisition for recreation, following the plan proposed by Secretary Udall after a long technical study by the Interior Department. A week before, the State's economic development commission had endorsed it. So have the State's board of natural resources, and its department of forests and parks. So have Assateague's Congressman, Rogers C. B. Morton, and, for that matter, the

Chincoteague Volunteer Fire Department, which annually rounds up the ponies that run wild on the island. The purchase of this magnificent park now depends upon Congress, and particularly upon those Congressmen representing the heavily populated hinterland that will gratefully use it.

[From the Evening Star, Aug. 1, 1963]

ASSATEAGUE SHOWDOWN

One after another, Maryland's public agencies have solidly lined up for Federal development of Assateague Island as a seashore playground for all the people. Each has contributed additional reasons why the narrow, 33-mile barrier reef is impractical for private development, though ideal for a national resort.

If convincing proof were needed, it came from the State planning department. Ironically, the agency used a report prepared for foes of the Federal project to make its strongest points. The report was excerpted from a master plan for Worcester County, whose officials favor private ownership. But the study warns that only 16 percent of the subdivided land is safe for individual development. To put the remainder above sea level, 17 million cubic yards of fill would be needed.

The lineup for public ownership now is imposing: The departments of health and of forests and parks; the Maryland Economic Development Commission, and the State board of natural resources. This adds up to about everyone who counts, officially, except the board of public works, which has the final say.

Unofficially, an unexpected voice raised recently for public use is that of Leon Ackerman, the Washington developer who sold some 4,500 island lots to 2,500 persons, many of whom are now resisting condemnation of the property. Ten years after the sale of the land, Mr. Ackerman agrees with those who say that the millions now needed for protective measures; water and sewerage makes private building impracticable. Like Interior Secretary Udall, he believes the Federal Government holds the key to Assateague's future. No doubt the purchasers of his lots will wish he had thought of this in the first place. But, as Mr. Ackerman says, no one was thinking about sewage in those days, and his present position unquestionably is realistic.

Thus the final innings have arrived in the long game of what to do about this strip of sand—too expensive for private development; too valuable, with its rarely found seashore, to be lost forever. Governor Tawes has called a public hearing in Baltimore before he and two other board of public works members make their decision. Every logical argument so far has reached the same conclusion: Federal purchase and development.

[From the Baltimore Sun, Sept. 10, 1963]

MUCH AS A SEAGULL

Much as a seagull wheels in midflight, the Tawes administration has caught the updraft of public opinion as to the future of Assateague Island, and changed its course to fly with the stronger current.

No longer is it the State's position that Maryland's last extensive stretch of ocean front is to be roughly one-third public and two-thirds private, with all hazards and headaches that private development would entail.

The Tawes administration, speaking through the board of public works after untold devotion to reports, hearings and private palavers, is now convinced that the Department of the Interior's plan for a national seashore on Assateague are sound and in the best interest of all.

It means turning a Tawes back on the Worcester County officials who have banked on the tax yield from private development, and on the private lot owners who have dreamed of a place of their own by the sea (too close by the sea, as the last big storm thoroughly demonstrated).

The decision is a welcome one. Assateague Island is too precious a natural asset, for the entire eastern seaboard, to have it reserved for a few. As the population continues to mount, the island's magnificent beach will become a bright spot for millions and a credit to Maryland.

If the State and Federal Government move fast now to stabilize and preserve the island, Assateague will in time rank with Cape Cod and Hatteras as a place of public recreation.

And at least part of the credit will go to Governor Tawes, who hovered in indecision until his eye caught the true horizon.

[From the Washington Post, Sept. 11, 1963]

FRIENDS FOR ASSATEAGUE

The broad seaswept beach of Assateague Island, a great natural park for its densely metropolitan hinterland, has acquired strong new protectors in Governor Tawes and the State board of public works. After long months of study, undertaken with a lively sympathy for the interests of the lot owners there, the board was compelled to the conclusion already reached by both Federal and State experts: Assateague cannot, as a practical matter, be developed in private cottages, motels and souvenir stands. The land is too low, and too vulnerable to the sea. Only a handful of the present owners have been able to build on their lots, and against their claims the Governor and the board have been required to weigh the prospect of the population of perhaps 10 million that will, by the end of the century, live close enough to the island to drive there on Sunday afternoons.

Mr. Tawes and his two courageous colleagues on the board, Mr. Goldstein and Mr. Luetkemeyer, appear to have insured that Assateague will be preserved as a park. Their decision on Monday was the trigger for the introduction of legislation in Congress to create a national seashore there. Both of Maryland's Senators and all of its Congressmen favor the park in principle, and the remaining questions appear to be matters of fine print. One of the bills would permit the small State park to buy land from the large Federal park, a concession of some importance since the State intends to develop its park much more intensely. Congress will, one hopes, solicitously protect the principle of a wilderness park. The children of the crowded cities deserve this last chance to see the shore as the wind and the ocean made it.

[From the Baltimore Sun, Feb. 15, 1964]

AS TO ASSATEAGUE

By April or May, if construction continues at the present rate, the State roads commission will have completed its bridge to Assateague Island. The mainland approach road to the bridge will not be ready that soon, but sometime this summer Marylanders will be able to reach by car the island where the State has purchased 2 miles of ocean beach for public recreation.

As might be anticipated, on the basis of past fumbling with Assateague, the State is not prepared for the bridge opening. Not only is there no program to stabilize the beach and protect it from further storm damage; neither are there any plans at present for a road on the island from the bridge to the beach, or for the installation of a few simple amenities, such as outdoor toilets. If the State forest and parks commission and the board of public works are sufficiently alert to divert some of the money left over from land acquisition to park development, at least a park road and toilets could be provided by the time the bridge is ready. Spencer P. Ellis, the parks administrator, favors such action.

But that is not all. While supposedly it is settled State policy that the entire island be reserved for public uses, with no private development, on January 21 Judge Godfrey Child knocked out the Worcester County commissioners' resolution of last year that has held up the issuance of private building permits. Judge Child held that the ban on building permits had no bearing on "health, safety, comfort, or general welfare of the public." As a result, the first trickle of building requests has started, and more are anticipated when the bridge makes the moving of building materials easier.

With the Federal park plans for Assateague still somewhere on the horizon, and no firm State or county plans to forestall private development, Assateague remains as unsettled as ever. Considering the impact the opening of the bridge will have, the situation requires the immediate attention of the Tawes administration and of Maryland's congressional delegation.

[From the Washington Post, Apr. 20, 1964]

A BILL FOR ASSATEAGUE

If a compromise bill to preserve Assateague Island can be drafted now, it probably can be passed this year. The men meeting this morning in Worcester County will make another attempt to reconcile the fine ideal of an undeveloped seashore with the local businessmen's hopes for concessions.

The Senate bill, introduced by Senator Beall and Senator Brewster, reflects the Interior Department's desire to leave the island essentially untouched. The House bill, drafted by Representative Morton, is supported by the Worcester County Economic Development Commission. It should be said that there is already broad agreement between them; even the Morton bill would limit development to about 12 percent of the land area. But it would establish several communities with motels, theaters, sports fields, and homes for some of the people employed there. The two Senators' bill would limit construction to the minimum required by bathers, hikers, and campers.

Perhaps Worcester's businessmen have not entirely perceived the opportunity that the Senate bill offers them. Under it, Assateague would become a truly unique asset drawing vacationers from the entire middle Atlantic coast. There are plenty of beaches with motels and movies. There are very few beaches accessible to the public that have been preserved in their natural condition. Aside from the island's demonstrated vulnerability to storms, which makes it a most uncertain building site, the people of Worcester would be wiser to build their motels on the mainland. Both bills are sound and enlightened proposals, but the Senate bill promises much more, we think, to both the county and its great hinterland of city people who, at this season, begin to think of the sea.

[From the Congressional Record]

ASSATEAGUE ISLAND

Speech of Hon. Daniel B. Brewster, of Maryland, in the Senate of the United States, Tuesday, June 23, 1964

* * * * *

Mr. President, on June 23, the Baltimore Sun published an excellent editorial calling for immediate action on Federal-State development of Assateague Island. I ask unanimous consent that the editorial be printed in the Record.

(There being no objection, the editorial was ordered to be printed in the Record as follows:)

"DYNAMIC ASSATEAGUE

"In the 1962 word of the Maryland Board of Natural Resources, Assateague Island is 'dynamic,' which is to say that it is in motion and changing all the time as a result of the shifting effects of wind, waves, and currents. This summer the State, as represented by the department of forests and parks, is going to do something to help stabilize its own 2-mile fraction of the island. Hydraulic dredges will pump material out of the marshy bay side of the island and use it to build up a 12-foot dune line along the ocean side.

"The protective dune line is preparatory to the first phase of the State's park development on Assateague, for which park officials are seeking \$1 million in their next capital budget. The first phase calls for roads and parking lots, a water supply and sewage disposal, underground electric and telephone lines, the leveling and stabilization (mostly with beach grass) of a camping area, toilets, and a bathhouse, and a superintendent's residence. With this much accomplished, the State will have a usable oceanfront park to go with the bridge which is scheduled to receive traffic at the close of the current summer season.

"The State is thus wroking to uphold its end of the plans for State-Federal development of Assateague for public recreation. But its efforts to stabilize just 2 of the 24 miles of Assateague which lie in Maryland are not too promising, when portions of the island on either side of the State park remain 'dynamic.' What Maryland needs is Federal action: specifically, congressional action to acquire the rest of the island as a national seashore and thereby to assure that protective measures will be taken to stabilize the extensive stretches now in private hands. As the State begins its own work, it has every reason to step up its pressure on Congress to fulfill its part of what at the executive level is a Federal-State agreement."

[From the Baltimore Sun, Aug. 8, 1964]

OPPORTUNITY ISLAND

The Nation, through its representatives in the U.S. Senate, will learn next week about Assateague Island. The story is a unique one because Assateague with its sands and its seashores and its wildlife is like no other place.

And therein lies the reason for the Senators' being told about it. The proposal before them is the enactment of legislation making Assateague a national seashore and preserving its special and unspoiled character. The island's value, unmarred, is immeasurable; but the alternative is clear. An Assateague unprotected by public ownership and preservation as public park land could become just another commonplace seaside place crowded with cottages and commercialism, corrupted by neon lights and jukebox sounds.

The Nation is fast running out of areas of primitive natural beauty, especially in the East's megalopolitan corridor where the teeming resorts are many and the recreational refuges are few. The reason for congressional interest in Assateague should therefore be apparent. Up and down the seaboard, boundary lines have in most cases already been drawn. Assateague's fate remains uncertain. Once spoiled, it will never be reclaimed.

The case for the island will be presented before a subcommittee of the Senate Interior and Insular Affairs Committee by officials of the Interior Department and members of Maryland's congressional delegation. The members of the subcommittee will need but to listen to understand how important, convincing, and urgent the appeal is.

Senator BREWSTER. I thank the chairman and members of the committee for giving me this opportunity to make this presentation to the committee.

Senator BIBLE. Thank you very much, Senator Brewster, for a very effective and detailed presentation.

Will you clear up on a couple of points? We find in the seashore problems that we are involved with, the problems of land acquisition, the problems of displacement of people and the problems of development. As I understand, this land is to be acquired at the cost of approximately \$16,800,000.

Senator BREWSTER. This is the latest estimate of the Department of Interior.

Senator BIBLE. My understanding is that to develop this along the lines as recommended by the Park Service of the Department of Interior, it will cost approximately \$7,765,000.

Senator BREWSTER. This is the estimate we have, with an annual cost of operation of approximately one-half million dollars.

Senator BIBLE. As I understand it, the land acquisition figure includes \$750,000 for the purchase of the bridge and a million dollars as compensation to the State of Maryland for a portion of the cost of its bridge. We can examine this as it is a new facet to me in a problem of this kind. Exactly what is that premised on?

Senator BREWSTER. The Maryland bridge has been constructed jointly by Worcester County, Md., and by the State of Maryland, with State and county funds. The bridge will be opened this fall. The rationale for reimbursing the State, which, in turn, will reimburse Worcester County, is that the great majority of the traffic using the bridge will be going to the Federal park. The bridge, in turn, would be maintained by the State of Maryland. If the State of Maryland had not built the bridge and the Federal Government did acquire the island for a park, it would be necessary to build a bridge to it.

Without the bridge, the only access to the island was by, and still is, an old-fashioned ferryboat system.

Senator BIBLE. I would be interested in inquiring into this question further, but I will address that to the Department of the Interior.

I understand the annual operating cost at the start will be something in the neighborhood of \$200,000 a year, and by the fifth year, it will be something like \$450,000.

Senator BREWSTER. That is my understanding, Mr. Chairman.

Senator BIBLE. I wanted to have a broad picture of this.

Do I understand that Assateague Island lies completely within Worcester County? Are there any other counties of Maryland involved?

Senator BREWSTER. The Maryland portion of Assateague Island is completely within Worcester County.

Senator BIBLE. That is what is proposed to be taken in this bill.

Senator BREWSTER. That is. And we would propose that no other portion of Maryland be taken for the park. I believe the Secretary will propose an amendment requesting authority to acquire 10 acres on the mainland for a base of operations for the Park Service activity. But that would still be in Worcester County, Md.

Senator BIBLE. We will go into that further with the Secretary.

The Senator from Colorado.

Senator ALLOTT. Senator Brewster, I have a letter from the county commissioners of Worcester County, which I will introduce into the record, together with the attachments.

(The letter referred to appears on p. 74.)

Senator ALLOTT. In this letter, Mr. Redden says, among other things:

We sincerely believe that if properly investigated the Department of the Interior's proposal would merit the same denunciation. For this reason—

and this is the question I want to ask about—

we request that you inquire very deeply into this matter for the protection of the 3,500 island owners involved and for the protection of the welfare of Worcester County.

Later on we will go into the details of this ownership. But I would like to know what you have to say about his one item of the protection of 3,500 island property owners.

Senator BREWSTER. It is my understanding that the great majority of these property owners acquired their lots during the promotion conducted by the late Leon Ackerman in the 1950's. Unquestionably, these lot owners will have to receive the full, fair market value of their properties if they are acquired by either the State or the Federal Government.

In the 15-mile area of Ocean Beach, Inc., which is the name of the development, it is my understanding there are no single, large holdings. The holdings are very diversified and split up among these some 3,000 or more individual owners.

Unquestionably, they must be protected and nobody begins to suggest that their property be taken without full, fair payment.

Senator ALLOTT. We couldn't do that anyway. But what would you consider to be the fair reimbursement for these people? Is it the value that they paid in this promotional item, which I know nothing about except the little that I have read in the newspapers, or are we to pay the promotional value based upon the assumption that there will be a national seashore created there? What is your idea about that?

Senator BREWSTER. It is my understanding that the compensation would be based upon the fair market value at the time of the taking. This would not be a speculative value enhanced by virtue of the establishment of the seashore park. But in my judgment, though I am not a realtor, the value now exceeds the value that these property owners originally paid for their properties because the properties have certainly enhanced in value during the passage of the last 10 years.

Senator ALLOTT. This is going to be a very difficult matter. I assume that either in this forum or in another forum that within the next year or two the Assateague Island National Seashore might well be and probably will be established. But with this assurance, which all these people in the room and thousands of others are interested in, you have already created a promotional price there which makes the Federal Government pay through the nose for this land. I think we have to find some way to solve this.

Senator BREWSTER. This bill would, of course, give the Secretary the power of condemnation under the right of eminent domain, and if a fair price could not be agreed upon between the Department and the property owners, regrettably, and as a final resort, condemnation proceedings would take place.

Senator ALLOTT. That is all I have.

Senator BIBLE. The Senator from Idaho.

Senator JORDAN. I shall not question at this time.

Senator BIBLE. The Senator from Wyoming.

Senator SIMPSON. Senator Brewster, on page 7 of your report, you say the—

estimates by competent, independent economic consultants show that, if a national seashore were to be established along the presently privately held 15 miles of Assateague Island, there would be an increase in assessed valuation of surrounding land that would add \$20 to \$25 million to the taxpayers of Worcester County. Even the most optimistic estimates of private developers only presuppose an increase of \$18 million.

Who hired these independent economic consultants?

Senator BREWSTER. Senator, these facts come from the Robert R. Nathan Associates, Inc., consulting economists, who did a study for the Department of the Interior and reached these conclusions.

Senator SIMPSON. I was going to ask if there is such a report, if you can insert it into the record.

(The material referred to follows:)

IMPACT OF DEVELOPMENT OF ASSATEAGUE ISLAND

AN ANALYSIS OF ALTERNATIVE MODES OF DEVELOPMENT AND THEIR EFFECTS ON WORCESTER COUNTY AND ITS FINANCES

(In order to provide an impartial analysis of the economic effects on the local economy of Worcester County, Md., that portion of the study was contracted to Robert R. Nathan Associates, Inc., consulting economists. The objective was to assess the probable effects upon the economy and the county finances of Worcester County, Md., that would result from the development of Assateague Island (1) for public recreation, (2) in private ownership, or (3) under a combination of public and private ownership. The Bureau report relies heavily on the Nathan Associates report and includes it as an integral part.)

I. BACKGROUND INFORMATION

1. The island

(a) *Physical characteristics.*—Assateague Island is a portion of the barrier reef which extends along the Atlantic seacoast of the United States from Massachusetts to Florida. Assateague originally included all the barrier reef from Chincoteague in Virginia up to the Delaware line where it is designated as Fenwick Island. It had its beginning as a separate island during a storm in 1933 when an inlet was cut through immediately below Ocean City, Md. The area north of the inlet is now known as Ocean City¹ and North Ocean City.² The inlet was made permanent by the building of jetties to the north and south, in order to preserve access by boat from the ocean into Assawoman Bay. The construction of the north jetty resulted in the buildup of the beach at Ocean City which greatly facilitated its growth as a seaside resort. However, it is believed that trapping of the littoral drift at Ocean City has resulted in the starvation of the north end of the newly formed Assateague Island³ with the result that the shoreline has receded an estimated 900 to 1,000 feet in the past 30 years and at least two new inlets have been cut through subsequently at the northern tip of the island.

Barrier reefs are notably unstable⁴ and Assateague, for the reasons mentioned above and because of its low elevation, has been particularly susceptible to erosion by the action of wind and water. No precise measurements of the island are available but it is generally accepted as being approximately 32 miles long and varies in width from slightly over one-third mile to a little more than a mile at points where its marshes extend out into Chincoteague and Sinepuxent Bays. A photogrammetric survey of the island made in April of 1962, shows that a large part of the central section of the island is 1.5 feet above mean sea level (only a few inches above mean high tide) which would seem to indicate that in times of rough weather a substantial portion of the island is awash. Low spots in the island between ocean and bay prevent runoff of rain water and result in pools which stand for long periods and aggravate the acute mosquito problem. The mean elevation of the island is 3 to 4 feet lower than at Ocean City and even lower than North Ocean City where lack of elevation has caused serious problems in development.

The island has a magnificent, gently shelving sand beach on the ocean side for bathing and surf fishing and wide reaches of marshland on the bay side which provide opportunities for hunting, largely of the black duck. Vegetation is sparse and largely confined to the bay shore where there are meadows of marsh grass and small stands of pine. The fauna of the island include rabbits, foxes, and the famous herds of Chincoteague ponies which feed on the marsh grasses. Falcons of a type used in hunting are also reported to breed on the island.

(b) *Ownership.*—The lower 9 miles of Assateague lie in the State of Virginia and are in Federal ownership as a wildlife refuge. The balance of the island forms a part of Worcester County, Md., and is at present largely in private ownership. In 1950, the 15 miles immediately north of the Virginia State line were subdivided by private developers into 5,850 lots which are now owned by an estimated 3,200 individuals. North of this subdivision, known as Ocean Beach, Inc., the State of Maryland is in the process of acquiring 640 acres containing 2 miles of ocean frontage for use as a park. The balance of the island, up to the inlet, is in large private holdings which the State is taking steps to add to its park lands. Within the next 3 or 4 years, the State department of forests and parks anticipates acquisition of the entire 9 miles north of the subdivision.

(c) *Present development of the island.*—Currently, development on the island is minimal. The Virginia portion which is operated by the U.S. Fish and Wildlife Service, had until September of 1962 been confined principally to the protection of the flyways of migratory waterfowl. At that time, a bridge constructed by a private authority known as the Chincoteague-Assateague Bridge

¹ The municipality which extends from the Inlet to 41st Street.

² The balance of the island from 41st Street to the Delaware State line.

³ Address by Col. Warren R. Johnson, District Engineer, U.S. Army Engineer District, Baltimore, before the American Shore & Beach Preservation Association, Ocean City, Md., June 14, 1961.

⁴ *Ibid.*

Authority was opened to the public. This constituted the first physical link of Assateague with the mainland. The bridge is a modest, two-lane structure leading by way of a road, also belonging to the authority, to oceanfront parking areas. This construction was made possible by a free lease granted to the authority by the Fish and Wildlife Service. The lease covers the entire southern tip of the island which the authority, within the bounds prescribed by the Wildlife Service, is developing as a day-use recreation area. Public accommodations such as bath houses, restrooms, and restaurants have been constructed and will be extended as demand grows. Access by the public to the lands of the wildlife refuge will be banned and barriers across the beach at the northern limits of the refuge currently prevent vehicular access by the public to the Maryland portion of the island.

The Maryland part of Assateague is linked to the Delmarva Peninsula by a privately operated ferry which runs infrequently and is rather costly.⁵ This has limited construction on the island and, even after the extensive promotion and sales of land at Ocean Beach, Inc., in the early 1950's, fewer than 30 houses were constructed. North of the subdivision there is only one private summer residence. Along the bay shore there are a small number of hunting lodges, the use of which is apparently confined to the duck hunting season. The Choptank Electric Cooperative has run power lines the length of the 15-mile subdivision and there are also telephone lines the length of the Maryland part of the island. A sand asphalt road constructed during the subdivision of Ocean Beach, Inc., and maintained by assessments on the property owners was covered to a considerable depth by sand or destroyed by a particularly severe storm which occurred in March of 1962. At the same time, a 12-foot protective dune, also constructed and maintained by the property owners, was demolished and efforts to replace it were wiped out in a lesser storm which occurred in November of 1962. Several structures were blown away or badly damaged during the March storm but a number of houses firmly constructed on piles remain standing in apparently good condition. Access to these structures is currently limited to four-wheel-drive jeep or similar vehicles since roads are nonexistent.

(d) *Future development.*—Future development of the island has recently become a question of general concern since the appropriation by the Maryland Legislature of \$1,500,000 for the construction of a bridge from Sandy Point on Sinepuxent Neck to the State park area on Assateague. The State's plans for its 640 acres include a road over to the ocean front, parking areas, and the construction of facilities to service intensive day-use patronage of their beach. Campgrounds will be provided but no permanent structures for overnight accommodations are contemplated. Mention is made of a luxury-type restaurant which would presumably be operated on lease. The balance of the State holding will be kept in its natural state with, perhaps, some small boat docking facilities on the bay side. State acquisitions further to the north which might be made in the future would be left in a natural state except to the extent that pressures for intensive use of more beach frontage arise.

The completion of the bridge will, allegedly, remove the principal impediment to the development of the Ocean Beach, Inc., in private ownership. Since the early 1930's the Department of the Interior has been recommending the acquisition of Assateague by the Federal Government as one of the few remaining undeveloped Atlantic seashore areas which could be acquired for the enjoyment of the public at large. Since the current plans for the northern section of the island already contemplate public ownership and development, and since the Virginia portion of the island is already in Federal ownership, the principal concern of this report is with the 15-mile central section of the island which at present comprises Ocean Beach, Inc. This property was subdivided and sold as building lots in the early 1950's. However, after the disastrous storm in 1962, the question was raised as to whether this property was in fact suitable for private residential and commercial development without extensive public subsidy through beach stabilization, and whether, if public funds were to be spent in considerable magnitude, the benefits should not accrue to the taxpayers at large by making this area one for public recreation.

⁵ Adults pay a one-way toll of 50 cents and children 25 cents. In addition, there is a \$1 one-way toll for automobiles. The one-way tolls for trucks range from \$2 for a 1- to 2-ton truck to \$20 for trucks weighing between 15 and 20 tons. Traffic and Earnings, Assateague Island Bridge, Worcester County, Md., p. 4. Wilbur Smith & Associates, New Haven, Conn.

In the event of acquisition by the Federal Government, the current plans are to provide facilities for accommodation of moderate- and low-density day use. A road would be built down the island to provide controlled areas for extensive use of the beaches. The Federal recreation area would augment the intensive-use facilities to be provided in the State park close to the bridgehead and would serve as a recreation reserve which could be developed as population growth in the eastern seaboard megalopolis saturates existing recreation areas.

Plans of the private owners of Ocean Beach, Inc.,⁶ are for a carefully zoned private single family residential summer resort community. Along the ocean front at 1¼-mile intervals are nine one-half blocks of commercially zoned lots on which multifamily lodgings (including motels and hotels) and commercial construction would be permitted. Property lines start at 160 feet above mean high tide and there is a required setback of 20 feet to the building line. It is intended that a protective dune 12 feet high be erected between shore-front property and the beach. The entire 160 feet of beach between mean high tide and the property lines of shore front lots is in general ownership of Ocean Beach, Inc. Boardwalks are to be provided in front of commercially zoned property only thereby tending to restrict beach use by the general public to those areas.

Building standards have been prescribed which are intended to protect structures from storm damage and some of the structures built to these standards did, in fact, appear to weather the March 1962 storm with relatively little damage. Standards are also prescribed for the construction of septic tanks and the sinking and sealing of wells. Wells have been sunk at depths ranging from 135 to 250 feet to supply domestic water for existing structures and it is alleged that the supply is adequate for future needs.

An alternate plan for the development of the Maryland portion of Assateague Island as an entity has been advocated for several years by Mr. William E. Green of Public Landing, Worcester County. Mr. Green has several times introduced into the Maryland Legislature a bill proposing the creation of a public authority which would be charged with responsibility for developing the island according to a unified plan which would take into account the need for beach stabilization and optimum land use. The authority would have the power to raise money through the issuance of self-liquidating bonds to build and maintain access bridges and roads, lease or sell lands for prescribed uses and exercise control and supervision over all development on the island. The limited support which this proposal has received to date in the legislature makes it extremely doubtful that this alternative, whatever its merits, will become an actuality.

2. The county⁷

(a) *General characteristics.*—Lying in the extreme southeast of the State on the Delmarva Peninsula, Worcester County is Maryland's fifth largest in land area. Within the county's boundaries extending from the Delaware to the Virginia line is a barrier reef which comprises the only Atlantic Ocean frontage in the State. Inland from the barrier reef its tidal shorefront is formed by numerous bays of which the largest are Chincoteague, Sinepuxent, and Assawoman. The terrain is flat and the land almost equally divided between fertile farms and forest areas. The greater portion of the county is drained in a southwesterly direction by the 70-mile-long Pocomoke River which is navigable up to Snow Hill, the county seat. The climate is mild and permits a long growing season. The county is traversed by two major highways: U.S. Route 50 runs west from Ocean City to Annapolis and Washington, via the Chesapeake Bay Bridge, and U.S. 13, which passes through Pocomoke City (the county's largest town), connects Wilmington, Delaware, and cities to the north with the Norfolk-Newport News in Virginia.

The population of the county, after declining for 30 years, began to grow between 1940 and 1950, due partly to the establishment of a naval installation nearby in Virginia, and partly to an upgrading of agriculture. This growth continued in the following decade and by 1960 the population totaled about 23,700. Of this number, about 34 percent were Negro. The educational level of the population is low as compared with the State as a whole and the Nation.

⁶ As described in promotional plat of the subdivision and forms for sales contracts and deeds of Ocean Beach, Inc.

⁷ For detailed discussion of the county and its economy see app. II.

(b) *The economy.*—In general the economy of the county prospered during the 1950's. Measured in terms of both sales and employment, the leading industries as of 1960 were agriculture, manufacturing, and retail trade. Between 1954 and 1959, the value of farm products sold increased 46 percent with poultry and poultry products accounting for nearly three-fourths of the total value in 1959. Value added by manufacturing, largely in food processing, rose 68 percent during a comparable period. While the increase in value of sales in retail trade from 1954 to 1958 was much smaller, only 16 percent, the total value of retail sales in 1958 amounted to \$43 million, more than the combined value of agriculture and manufacturing. The composition of retail trade establishments, as well as the high value of retail sales, reflects the importance to the economy of the county of the resort complex centering around Ocean City in election district No. 10. Restaurants and food stores represented 45 percent of all retail trade establishments in the county while the more usual proportion of eating places on other eastern shore counties is 7 percent, and of food stores, 4 percent.

Employment in Worcester County is seasonal with a major lull occurring between October and March. At the peak of the harvest season, however, large numbers of migrant workers are employed. Since the peaks of agricultural employment and associated food processing coincide with the peak of the recreation season, many of the workers in the resort complex are also recruited from outside the county.

(c) *The recreation industry.*—A major factor in the economy of the county has been the growth in recreation activity which has occurred during the 1950's. At Pocomoke State Forest the recreation area known as Milburn Landing has been principally responsible for a rise in visitations from about 17,300 in 1960 to 62,000 in 1961. This is of minor significance, however, when compared with the growth of recreation in election district No. 10, and especially on the oceanfront at Ocean City and North Ocean City. The visitations to Pocomoke Forest are primarily of a day-use nature and while their effect on the surrounding area has been beneficial, especially in terms of rising retail trade at Pocomoke City, it is to the growth of the Ocean City complex that the enormous increases in tourist-impacted trade and service industries must be attributed. For example, between 1948 and 1958, receipts for hotels and motels in the county increased 99 percent and payroll 169 percent. The changes in assessed valuations in the election districts of the county support this conclusion.⁸ Between 1950 and 1961, assessed valuations of real and personal property in district 10 rose from \$9 million to \$38 million. Since no comparable increase is found in other election districts it seems evident that the growth can, in fact, be attributed to increased recreational activity in and around Ocean City.

There is a further conclusion to which the changes in assessed valuations point; namely, that the resort complex is providing a steadily growing share of the county revenues. In 1950, the assessed valuations in district 10 represented 23 percent of the total taxable wealth of the county. By 1961, this proportion had risen to 42 percent. Moreover, the cost of service which the county provides to the district is minimal, since the municipality of Ocean City bears the expense of all services within its boundaries except those for schools. While school services are the most costly of all services provided by the county, the year-round population of district 10 is small and the costs of its school services are low in proportion to its contribution to revenues.

II. ECONOMIC OUTLOOK FOR WORCESTER COUNTY

A. General prospects for economic growth

Changes in assessed valuations of real and personal property over a period of several years (if assessments are equitable and at a fairly constant ratio of true market value) provide an acceptable measure of economic activity, and the only available measure for subdivision of the county. In Worcester County as a whole, the annual rate of increase in assessed valuation has been fairly constant from year to year between 1950 and 1960 (see table), averaging 8 percent. While the largest single factor contributing to this growth rate has been the dramatic increase in recreation activity which occurred in election district No. 10 (which includes the Ocean City complex), the rate of growth outside of district 10 also has been steady and substantial (see table). For example, district 1, which has

⁸ See app. I.

no urban center and no recreation industry, experienced a 5-percent increase in assessed valuations. This countywide growth can in large part be attributed to more productive agricultural activity, expansion of food processing, and improved access to large population centers via U.S. Routes 13 and 50. There is nothing visible in the present outlook for the county which would tend to reduce this rate of growth up to 1975. To the contrary, there are changes in prospect which might augment this general rate of growth, over and above the recreation potential in district 10. The opening of the Cape Charles Tunnel in 1964 will provide a direct highway link via Norfolk, Va., between the Delmarva Peninsula and the growing markets of the Southeast. Proposals to widen and improve U.S. Route 113, if carried out, will provide a good alternate north-south highway directly through Snow Hill, the county seat of Worcester County.

Also under consideration is a canal from Sinepuxent Bay to the Pocomoke River near Snow Hill which would link Sinepuxent Bay with Chesapeake Bay. Economic implications of such a proposal are considerable. It would also be a stimulus to recreation in the county by providing a protected inland route for small boats between the Chesapeake and the intercoastal waters to the north. The Maryland Department of Tidewater Fisheries, Boating and Recreation Division, estimates a tripling of small boating activity in the event of such a canal being constructed, as against a doubling without it. Such a development would greatly enhance the growth of recreation in the mainland bay shore areas of the county both in and outside district 10 and particularly along the Pocomoke River where the county's other developed recreation area now exists.

Projecting the growth of assessed valuations for the county as a whole, taking account of the possibility of a gradual slowing down of the 1950-61 trend, it is estimated that the total taxable wealth will rise from about \$90 million in 1961 to around \$200 million or more in 1975, more than a twofold increase. It must be stressed that this increase of the tax base is not predicated on the development of Assateague Island. The projection is based on trends which occurred between 1950 and 1961. During this period assessments on Assateague represented a constant \$3 million of the total. In section III below the impact upon assessed valuations in the county during the decade from 1965 to 1975 will be examined under alternatives of public and private development of the island. But regardless of how it is developed the economic future of Worcester County appears bright.

B. PROPECTS FOR GROWTH OF SEASHORE RECREATION IN WORCESTER COUNTY

1. Magnitude and nature of demand

For the purpose of this analysis consideration of the growth of recreation will be confined to seashore recreation and related developments. The reason for this is that while many counties in Maryland and other adjacent States have bay shore and river areas which are susceptible of public or private development for recreation purposes, Worcester County possesses 32 miles of Atlantic coastline which are unique in their accessibility to the metropolitan areas of Washington, D.C., and Baltimore. This coastal area is further unique in that it has on Assateague 22.5 miles of seashore which, up to the present, has remained undeveloped. Of the remaining 9.5 miles of shoreline which lie north of the Ocean City Inlet, the lower 2 miles of Ocean City is high density commercial development. In the new section of Ocean City which was annexed in 1958 (26th Street to 41st Street) similar development is rapidly occurring and along the 6.5 miles of North Ocean City the same type of growth is taking place. All of the seashore of the county (and, in fact, of the State of Maryland) lies in election district 10. In 1961 assessed valuations in district 10 represented 42 percent of total valuation in the county—a measure of the significance of the seashore asset to the financial structure of the county.⁹ In the future as well as the past, growth of seashore recreation promises to provide a substantial portion of the county's revenues.

The principal impact the recreation activity of district 10 has had on the county as a whole has been in its contribution to the county revenues through appreciation of property values. A high proportion of the seasonal employees used in district 10 are recruited from outside the county and a high proportion of the payrolls are spent either in Ocean City (thus enhancing municipal revenues) or outside the county. Owners and operators of commercial enterprises

⁹ See app. I.

are not, for the most part, local people, so the profits of these enterprises contribute little to the economy of the county. Benefits to the county's economy arising from seasonal employment of chamber maids and kitchen help and from building construction, repair and maintenance are real but difficult to measure with available data. From information available the impact seems small in relation to the total activity occurring in the district during the summer season.

Since the opening of the Bay Bridge, the growth of recreation activity in district 10 has been phenomenal. As a result assessed valuation in election district 10 has risen at a rate of 12 to 14 percent yearly, which has brought a quadrupling of the tax base of the district in less than 12 years. There is no indication that a slackening in this growth rate will occur in the period under consideration. In fact with addition of a supplemental crossing of Chesapeake Bay, this growth rate may be augmented.

The Outdoor Recreation Resources Review Commission (ORRRC) has estimated that every factor on which increase of recreation demand depends can be expected to expand in the period between 1960 and 1976.¹⁰ Population and disposable personal income in the metropolitan centers in which the recreation demand arises will probably increase between 30 and 50 percent during the period, while days of paid vacation will increase and hours worked per week will decline. Of course, not all of the recreation effects of greater leisure on the part of more people with more money to spend will be reflected in outdoor recreation, or in activities to which Worcester County lends itself. But an examination of the forecasts for recreation activity in 1976 has some very important implications for Worcester County. The demand for water-oriented recreation is expected to rise much more rapidly between 1960 and 1976 than the demand for outdoor recreation in general. During this period there is expected to be a 76-percent increase in swimming, a 79-percent increase in boating (other than sailing or canoeing) and a 114-percent increase in water skiing as compared with an overall increase of 57 percent in outdoor recreation activity.

The recreation resources of Worcester County are largely water oriented. Not only does the county have nearly 32 miles of seashore but it has many more miles of water frontage on the bay shores behind the barrier reef and at the mouths of streams emptying into the bays. With the exception of the seashore at Ocean City and North Ocean City and the Pocomoke State Forest inland, development of these resources for recreational purposes has been slight. The development at Ocean City has been in the form of high density commercial structures for the lodging, feeding, and entertainment of visitors, most of whom live too far away to come for a day at the beach and return home at night. In summer the 2 miles of beach along the boardwalk at Ocean City accommodates from 35,000 on a weekday to 75,000 visitors on a peak weekend day.¹¹

This high density type of development has tended to limit the area from which customers are drawn to Worcester County. While nearly 33,600,000 people live within 250 miles of Ocean City (an easy day's drive over good roads) 90 percent of them have access to similar shore recreation areas closer to home. Thus the effective market area of the Ocean City complex has been confined to those areas which are not equally or more accessible to similar commercial resorts. (For example, a New Yorker who wants a weekend at a commercial beach is more likely to patronize a New Jersey or New England resort than to drive to Ocean City to enjoy essentially the same type of recreation.) As a result, the market for the recreation offered in the Ocean City complex is found largely in the metropolitan areas of Washington, D.C., and Baltimore with some patronage from Wilmington and Norfolk. (This will perhaps increase with the opening of the Cape Charles tunnel.) The population in this more restricted market was around 3,900,000 in 1960. As this smaller market grows in population with more leisure and more money to spend the demand for the type of recreation experience offered at Ocean City will grow also but not necessarily at a faster rate than in the past 12 years. In fact, the high annual rate of growth in assessed valuation in district 10 appears to be a fair measure of the magnitude of demand for commercialized shore recreation. If the demand were greater the rate of growth in the

¹⁰ "Outdoor Recreation for America," a report to the President and the Congress by the Outdoor Recreation Resources Review Commission, January 1962.

¹¹ According to officials of Ocean City.

district would have been higher, there still being undeveloped land both at Ocean City and North Ocean City. When and if the Ocean Beach, Inc., commercial areas develop on Assateague (also in district 10) it appears likely that commercial development on Assateague will not increase the projected growth rate of the district but will rather share in it. The market area will not have been increased nor, with the exception of 5,000 single family residential lots not available at Ocean City will anything new have been added to serve a different segment of demand.

The 5,000 residential lots of Assateague, while a net addition of considerable magnitude, are also in a sense, a limitation. No more than 5,000 homes can be built on Assateague under the current zoning. The preemption by these homes of the low-density use shore front will reduce the attractions of the bay shore for summer-home sites. While different persons might choose to build on the bay shore than would build on Assateague, and while the value of homes built on the island might be somewhat higher, the bay shore could be developed to support many times 5,000 summer homes. Whether this, in fact, happens will depend to a great extent upon whether Assateague is a public recreation area to which bay shore property owners would have access.

The establishment of a State seashore park on Assateague will, on the other hand, have a significant effect on demand for recreation in Worcester County. It will provide initially a 2-mile beach area backed up by several hundred acres of marsh and dunes left in their natural state for the enjoyment of hikers and nature lovers. No commercial structures will be permitted except limited restaurant facilities operated on concession and no lodgings except for a camping area. Its patronage will come largely from people who prefer to enjoy outdoor recreation in a natural setting and by tapping this new strata of demand the State park will evolve a net addition to demand for recreation in the district. Visitations to the park are expected to start before the park is fully open and to reach 10,000 daily during the summer season within a few years.

This volume of activity will be over and above that anticipated for the commercial shore areas.

A further expander of demand which would tap the same strata of demand as the State park but draw from a significantly larger geographic area would be the creation of a national seashore recreation area on the 15-mile holding of Ocean Beach, Inc. The joint holdings of Federal and State Governments would create a public recreation area of a magnitude and distinctive significance to attract visitors from the 34 million person market within a 250-mile radius of Worcester County. In view of the nationwide publicity given to Federal parks, substantial visitations from more distant areas are probable. The plans of the Department of Interior to develop the northern 6 miles of their holding for moderate-density day use and the balance for low-density day use will add a new dimension to the seashore recreation opportunities available in the county, since the State's plans are for high-density public use along the shore.

The Federal estimates of annual visitations of 1,300,000 within 3 years of the park opening seem extremely moderate when examined in the context of visitations at other Federal recreation areas. At Hatteras Seashore in North Carolina visitations increased from 264,000 in 1955 to 649,000 in 1962. Within 250 miles of Hatteras there resided a 1960 population of 7,700,000 as compared with 33,600,000 within the same distance of Assateague. A count of States of origin of Hatteras visitors in 1962 indicated that at least 36 percent came from distances in excess of 300 miles. The National Park Service estimates that visits to Hatteras will reach 1,500,000 annually by 1975. While no estimates for visitations to Assateague have been provided to 1975, projections can be based on the Hatteras experience. The usage originating within 250 miles of Hatteras when related to the population base within the same distance of Assateague suggests that annual visitations to a Federal seashore at Assateague would be of the order of 3 million by 1975, in addition to annual visitations of nearly 1 million to the State park.

2. Adequacy of supply

There is a tendency on the part of the officials of Worcester County to regard the possibility of future growth in recreation and its resultant benefits to the county as dependent on their ability to expand the supply of shore front (on

Assateague) for commercial development. This would, in fact, be true if the density of usage of the beaches between the inlet and the Delaware line had reached saturation or if commercial and residential development had no further room for expansion, either on the island or on the adjacent bay shore. This does not, however, appear to be the case. As one drives north from Ocean City Inlet it is apparent that above 17th Street there is considerable undeveloped land even on the ocean front and above 41st Street (the Ocean City line) no more than a quarter of the area has been developed. While it is true that the island narrows in the north providing less square footage on which to build, there still remains as much area in Ocean City and North Ocean City for development in the future as has been developed in the past. The bay shore immediately across the bridge from Ocean City is just beginning to be developed and is able to support a vast amount of residential and commercial building. The same may be said for the beaches. The 2 miles of beach at Ocean City bordered by the boardwalk are very wide and on a peak summer weekend day support an estimated 20,000 to 35,000 visitors per mile. The narrower beaches to the north could not support this great a volume per mile but they would accommodate many more thousands daily when facilities for their entertainment are built in North Ocean City.

The opening of the Assateague beaches for recreational usage by the building of the Sandy Point Bridge will add to the supply of recreation area and benefit the county. From the recreation point of view the great net addition will be 22.5 additional miles of beach area for recreation purposes. The northern 9 miles which are eventually to go into State ownership are currently regarded by county officials as a subtraction from their recreation assets. While these lands are removed from the tax base of the county, they will, as stated in 1 above, attract an estimated 10,000 persons per day during the summer season. Since commercial development for the lodging, feeding, and entertainment of these visitors (most of whom will spend one or more nights in the vicinity of the park) cannot be built in the State park, it will take place somewhere else close to the park in district 10. Is there room at Ocean City? Yes, in the area between 17th and 41st and throughout North Ocean City. There is also the possibility that antiquated structures in the first 17 blocks of Ocean City may be torn down and replaced by higher value structures, susceptible of housing larger numbers of people, if the increase in supply of area for shore recreation on Assateague has the anticipated effect on visitations. Nor is it necessary to assume that visitors to the Assateague beaches would demand overnight accommodations on the seashore or, lacking them, stay away. The supply of land on the Sinepuxent Neck and north and south along the bay shore and on highways approaching the bridge which could be developed for the accommodation of visitors to the State park is more than adequate to meet the demand.

The addition to supply of the 15 miles of Assateague between the State park and the Virginia line will also have significance for the county, whether in public or private ownership. In private ownership it would provide 4½ miles of zoned commercial areas with boardwalks and beaches capable of entertaining high-density crowds of at least 10,000 to the mile. (The beach on Assateague is about 160 feet in width between mean high water and the property lines.) The balance of the shoreline would be reserved for the use of the 5,000 single residential lot owners and their guests and would thus be limited to very low density usage.

In public ownership by the Federal Government this 15-mile stretch of beach would all be available for general recreation. It would accommodate in moderate- and low-density usage between 1,300,000 and 3 million visitor-days a year. Since residential and commercial development would be banned, commercial accommodations for visitors to the Federal area of Assateague would also have to be provided nearby, probably in district 10 or elsewhere in Worcester County. Again, it appears that the supply of land for residential, as well as commercial development in close proximity to the seashore is in plentiful supply. In developed areas on the neck (at Sandy Harbor, for example) waterfront building lots are immediately available on paved and unpaved roads. The opening of the Assateague beaches is likely to provide a stimulus to building in existing developments and the opening of many more. It is unlikely that lack of available land for development will limit recreational use for many decades.

III. ECONOMIC IMPACT OF THE DEVELOPMENT OF ASSATEAGUE ISLAND UPON THE COUNTY

1. Impact measured in terms of assessed valuations

While change in assessed valuations may not provide a full measure of the economic impact of recreation on the county, it is used here for two reasons. First, because the concentration of resort activity has been primarily confined to election district 10 at Ocean City and North Ocean City, and has had only minor effects on the economy of the rest of the county; its principal local effect has been to contribute to county revenues through the appreciation of property values. Second, it is used because other reliable measures of impact on the county are not available over a sufficient period of time or for subdivisions of the county to permit either projections or forecasts. Assessment practices in Worcester County appear to be equitable and assessed valuations, on the average, approximately 50 percent of true market value.

2. Estimated impact of State park

The State department of forests and parks has indicated that it anticipates a daily average usage during the summer season of 10,000 visitors by 1975, or an annual visitation of about 1 million. This estimate seems moderate when viewed in the light of the 62,000 visitors to Pocomoke State Forest in 1962. Since overnight accommodations for most of these persons will have to be provided within a few miles of the park, it is estimated that this demand will result in the erection of at least 3,000 units¹²—at an average investment of \$5,000 per unit. (This is actually very low since construction costs are running close to \$10,000 per double unit for motels at Ocean City. It seems likely that lower cost hostel-type units and private campgrounds and trailer parks might reduce the average.) To this investment of \$15 million in lodgings would be added \$5 million investment for the feeding, convenience shopping, and entertainment of visitors. Further, it appears reasonable to assume that land values would appreciate by \$2 million in an area where such heavy investment in facilities is occurring.¹³ At 50 percent of market value, the State park is expected to add \$11 million to the assessed valuations of the county by 1975. This addition to the county's tax base is expected to occur regardless of the manner in which the Ocean Beach, Inc., holdings are developed.

3. Estimated impact of Ocean Beach, Inc., property in Federal ownership

The investment and appreciated land values resulting from attendance at the State park would be proportionately augmented by the establishment of a Federal seashore on the lower 15 miles of Assateague in Maryland. Initial plans for the Federal development would prepare for a use load of nearly 1,300,000 annually. This would require about 30 percent more supportive facilities than the State park in adjacent areas of the county. Applying this percentage to the increase in assessed valuations derived above, it is estimated that the minimum addition to the tax base would amount to \$14,300,000. The loss to the county of \$3 million in current assessment would reduce this to a net of \$11,300,000. The Department of the Interior anticipates that this level of visitation will be reached within 3 years after the opening of its park, and that by 1975 annual visitations will reach 3 million. This would result in additions to the assessed valuations of the county of as much as \$25 million.

Another impact to the county, of equal importance but more difficult to estimate, is the stimulus which summer home construction along the bay shore would receive from a great public recreation area on the island. Up to the present, the availability of the commercialized seashore at Ocean City has done little to induce summer private home construction along the bay. It seems likely, however, that summer homes will be constructed along the bay in increasing numbers if Assateague is taken out of private development. While the value of such homes may not be as great as those constructed on the ocean shore, the potential is real and great. There are areas on Sinepuxent Neck which are already developed to support such construction and the greatest impetus it could receive is total public development of Assateague. If the island should go into public ownership, a conservative estimate of 1,000 summer homes in 10 years at assessed

¹² Allowance is made for provision of public campgrounds by the State both on and off the island.

¹³ The assumption is that every \$5 million invested in structures will cause a \$500,000 appreciation in land value.

valuation of \$5,000 (the actual value of a modest two-bedroom house at Snug Harbor on Sinepuxent Neck) would add \$5 million to the county's assessed valuations. Only a fraction of this would occur on the bay shore if single family residential construction is permitted on Assateague. The rise in assessed valuations by 1975 would be \$30 million if development occurred in Federal ownership.

4. *Estimated impact of the Ocean Beach, Inc., property in private ownership*

It has been alleged by the private owners and is generally accepted by the authorities of Worcester County that the only barrier to the development of Assateague Island in private ownership is the lack of a bridge connecting the island to the mainland. It is, therefore, assumed that with the opening of a bridge assured, the private development of the island will proceed rapidly and with little or no cost to the county. The addition to the county in revenues is expected to be great and to approximate the contribution made by Ocean City. While there are substantial reasons to question the soundness of the assumption that the bridge is the only real barrier to intensive private development, these will be examined in the following section. For the moment, projections will be made on the assumption that the opening of the bridge will enable the present owners to carry out their plans for a carefully zoned seashore community, which will be composed primarily of about 5,000 single-family residential structures with 9 half-mile commercial sections interspersed along the ocean front. The value of these properties has been carried on the taxbooks of the county at a value of \$1,000 for ocean-front lots and \$500 for others. The total assessed valuations have been about \$3 million.

The expectation on the part of the private ownership is that within 20 years after the bridge opens, commercial development on Assateague will equal that of Ocean City today. Assuming that even half of this growth takes place in the first 10 years after the bridge opens, the result would be an assessed valuation of \$10,500,000 for the commercial areas.¹⁴ (Assessed valuations at Ocean City in 1961 were about \$21 million.) It is further assumed that appreciation of values in residential development will equal those of the commercial properties. Thus it is estimated that in private development, the Ocean Beach, Inc., properties would contribute \$21 million in assessed valuations by 1975. Net of the present \$3 million, this would be an increase of \$18 million in assessed valuation. It is by no means certain that this growth can be considered as a total net growth to the county since part of the investment in commercial facilities made on Assateague would probably be in lieu of facilities in Ocean City or elsewhere near the seashore. To the extent this happens, increases on Assateague will merely be a substitute for growth elsewhere.

Summary of projections to 1975 of net increase in assessed valuations resulting from development of Assateague Island

	Estimated net increase	Estimated annual visitations
State park.....	\$11,000,000	1,000,000
Federal park.....	16,300,000-30,000,000	1,300,000-3,000,000
Ocean Beach, Inc.....	18,000,000	

From the table above, it can be concluded that by 1975 the estimated impact upon assessed valuations in Worcester County will not be significantly different whether the island develops in public or private ownership. If the upper limit of the Federal impact seems high to achieve by 1975, certainly the lower limit is equally unrealistic. A range of \$20 to \$25 million would, perhaps, be more reasonable to compare with the projected impact of private development. On the other hand, the projections of growth in private ownership were based upon the optimistic estimates of private owners and very generous assumptions as to the magnitude of private residential construction. Thus, the \$18 million projected increase in assessed valuations under the alternative of private development should be regarded as a maximum.

¹⁴ This does not include commercial development induced by patronage of the State park.

IV. COMPARISON OF BENEFITS TO WORCESTER COUNTY UNDER ALTERNATIVES OF FEDERAL AND PRIVATE DEVELOPMENT OF OCEAN BEACH, INC., HOLDINGS

1. *Evaluation of growth potential in private ownership*

The purpose of this study is to determine where the economic advantage to Worcester County lies in the development of the central section of Assateague Island. Since consideration has been limited in this report to the period to 1975, it can be argued that the early years will be the most difficult for achieving development in private ownership and that Ocean Beach, Inc., will not approach maturity (i.e., the point where a steady rate of growth can be obtained) until after the bridge to Assateague has been open for more than 10 years. This might in fact be true, provided that the lack of a bridge is in fact the only impediment to intensive residential and commercial development on Assateague Island. However, it can be argued to the contrary that the island is not susceptible of development along the lines planned by the members of Ocean Beach, Inc.; that, if they are allowed to proceed with their plans on the completion of the bridge, a valuable resource of the county will be depreciated; and that any intensive development will present hazards to public health and safety. While it is not within the competence of economic analysis to resolve the questions of engineering feasibility and public policy which have been raised in connection with the private development of Assateague, neither is it realistic to rely on projections of growth based on an uncritical assumption that the plans of the private developers can be carried out.

(a) *Feasibility of development.*—Advocates of intensive residential and commercial development on Assateague answer the question of feasibility in the following terms:

(1) Structures which were properly constructed successfully withstood the March 1962 storm on Assateague and there is no reason why a large community could not be built to similar specifications;

(2) Intensive development has taken place at Ocean City where essentially the same conditions exist.

As regards the possibility of constructing both single family and commercial structures which will withstand storms it appears that this is possible. Ocean Beach, Inc., has spelled out detailed structural requirements which have in a few cases withstood the severe storm of March 1962. However, in the early days of the subdivision, owners obtained deviations from these specifications on the grounds that they made construction too costly. In many instances these structures were badly damaged if not demolished by the March 1962 storm. After the storm, Worcester County adopted an ordinance requiring even more rigid specifications for beach structures, which is still in effect. If this is enforced, it is possible that it will act as a deterrent to private development by increasing costs of construction.

The analogy to development at Ocean City raises serious questions. Mean elevations at Ocean City and North Ocean City are significantly greater than on Assateague. The lowest point on Baltimore Avenue north of the Ocean City Inlet has been given as 4 feet above mean sea level. A photogrammetric survey of Assateague made after the March 1962 storm shows the elevations for several miles to be about 1.5 feet above mean sea level, along what once was Baltimore Avenue. These measurements incidentally, were taken at a time when Baltimore Avenue, Assateague, was covered by 12 inches or more of sand. In other words, the one road on Assateague was built virtually at mean sea level. In general, it has been estimated that the average elevation at Ocean City is 7 to 9 feet above mean sea level and on Assateague about 3 to 5 feet. The tidal range being -1.7 at mean low tide and $+1.7$ at mean high tide, large sections in the center of the Ocean Beach, Inc., holdings are in fact only inches above high tide from a short distance west of the berm dune line (the natural line of sand piled up by wave action at high tide) all the way across to the bay. During even small storms these sections of the island are awash. Furthermore, even if a protective dune were to be established on the shoreline, these parts of the island would be subject to flooding from the bay during periods of bad weather which coincided with high tides above average. In view of these elevations, the question is not only whether permanent structures can be created on the island, but also whether egress from the island could be provided in times of emergency and whether, if it cannot, any substantial amount of private construction will actually take place. There is a possibility that the elevation of the entire island, or portions of it, can be increased by dredging

sand from the bay. However, to postulate extensive development on such a costly premise does not seem to be very realistic.

(b) *Hazards to public health.*—At a hearing before the Maryland State House Ways and Means Committee on March 19, 1963, Robert M. Brown, chief of the State of Maryland Department of Environmental Hygiene, testified that any concentration of residential and commercial development on Assateague Island would make it a "cesspool paradise." He further stated that "no safe habitation could be established there without public water supply and sewage facilities impossible to accomplish within the resources of private people."¹⁵ The basis for this judgment appears to lie in the fact that while the 20,000-square-foot lots might be adequate in area for drainage fields, the ground is so waterlogged, due to the low elevations, that the effluent from private septic tanks would not drain off. In the parts of the island that are only slightly above sea level, effluent from numerous septic tanks would be a nuisance if not a health hazard. Mr. Brown added that he would urge the State to step in and prevent development, as the Worcester County Health Department issued permits for the installation of septic tanks on the island.¹⁶ In view of this problem involving public health, it appears that the plans of the private developers are not fully adequate. A public sewage disposal system could be constructed and defrayed by taxes on property owners, but this would entail action and, initially, investment on the part of the county.

(c) *Problems of shore erosion and protection of life and property.*—The private developers of Assateague recognized that some measures were necessary to protect the dissipation of their shoreline through the action of wind and waves and to reduce storm hazards to the structures on the island. Their solution was to erect a dune 12 feet in height, reinforced with driftwood and snow fences. Their dune was located between the oceanfront property lines, which were platted at 160 feet west of mean high tide and the waterline. The dune was constructed and maintained by assessments on the property owners. In the storm of March 1962, the dune was virtually washed away. An assessment was made on the property owners after the great storm to restore the dune but the fall storms of 1962 washed away most of the new protection.

Need for protection from further erosion of the seashore can be measured by the fact that the shoreline of Assateague in the 15 miles north of the Virginia line shifted 100 to 150 feet westward between 1933 and 1962.¹⁷ At this rate of erosion, oceanfront structures erected on Ocean Beach, Inc., lots would be standing at the water's edge in 30 years. Without protection the beach area would narrow yearly and each year would afford less space for shore recreation. Furthermore, the washing of the ocean across the island is likely to result in the cutting through of inlets which would lead to more erosion.

There are serious questions whether (1) adequate shoreline protection is compatible with the private development contemplated by the private owners; and (2) assuming some type of protection is, in fact, compatible, whether it is within the financial capacity of private ownership to provide it.

With regard to the best method of providing beach stabilization, it must be pointed out that this is a matter which has never received complete study. The Corps of Engineers has indicated that effective protection of the island cannot be done piecemeal and that it would cost over \$80,000 to study and prepare a plan for the Maryland shoreline. In general, the following observations can be made: The shoreline can be protected by the interposition of a barrier in the form of a sand dune which is massive enough to withstand the force of wind and water. A second method is to erect jetties or groins at intervals and nourish the beach between them to a width sufficient to absorb the force of the elements. In either case, systematic maintenance is required and in no case can complete protection be assured 100 percent of the time.

There is apparently a close relationship between the width of a beach and the punishment it can withstand from the weather. In constructing protective dunes, the Corps of Engineers has recommended that the seaward slope of the dune be

¹⁵ The Washington Post, Mar. 20, 1963.

¹⁶ The Department of Tidewater Fisheries of Maryland in a letter of Mar. 12, 1963, expressed the opinion that "due to the porous character of the sand composing Assateague Island any sewerage disposed through septic tanks on the island would, within a very short period of time, find its way into the waters of Chincoteague and Sinepuxent Bays."¹⁷ This would not only endanger the recreational use of the bays but would be harmful to the shellfish industry of the area which is currently worth half a million dollars to the county.

¹⁷ Estimate obtained verbally from the Department of the Interior.

started 200 feet back from mean high water. Any dune so placed on the Ocean Beach, Inc., shoreline would encroach upon and, in fact, cover, the oceanfront lots. If maximum dune protection were to be established in this area on the basis of that proposed for Fire Island in New York, the base of the dune would cover 600 feet and wipe out all the lots in the subdivision east of Baltimore Avenue. Since the elevations west of Baltimore Avenue create other problems with respect to development, the question then arises as to what would remain for private development. Even the kind of minimal shore-protection measures taken by the U.S. Fish and Wildlife Service at their refuge on the Virginia portion of Assateague would cover half or even all of the oceanfront lots in the Ocean Beach, Inc., subdivision. This dune was constructed after the March storm to a height of 10 feet with snow fences on top which is expected to enable it to build up to 14 feet. The centerline of the dune is located 180 to 300 feet above mean high tide and has a width at its base of 210 feet. While it successfully withstood the 1962 autumn storms which demolished the new Ocean Beach, Inc., dune, its adequacy has not been tested by a major storm. It should be noted, however, that large portions of similar dunes constructed on Hatteras by the National Park Service have had to be replaced several times within the past 25 years.

If the protection of life and property becomes a consideration in shore protection, as it does when intensive private commercial and residential development is contemplated, there is evidence to support the need for maximum protection. Mr. Robert Moses, head of the Long Island State Park Commission since 1924, said of Fire Island, where considerable private development has occurred:

"* * * Experience of the Long Island State Park Commission over the last 37 years show beyond doubt that the major causes of the periodic losses by flood and tragedies caused by high winds and water on the Fire Island Peninsula are the building of houses and other structures and improvements too close to the ocean and attempting to maintain barrier beaches too low and narrow to withstand these terrific onslaughts of storm.

"By the same token, it has been demonstrated at Jones Beach and elsewhere that the solution is a backbone of hydraulic sand fill with gradual slopes, anchored by a road on top at an elevation higher than any possible storm overflow."¹⁸

The road on top of the dune, referred to above, serves a second and equally important purpose which is not mentioned. It provides an assured escape route in times of emergency. This is no negligible asset when the safety of several hundred and (in the summer) of many thousands of people are involved. The laying of most of Baltimore Avenue on Assateague at sea level may have prevented the undercutting of the road during storms but the utility of a road covered by several feet of water during a heavy storm is not very great.

The cost of obtaining the type of shore protection discussed by Mr. Moses is estimated at \$1 million per mile. How is such a heavy investment to be obtained by the private owners, particularly in view of the fact that it would wipe out the greatest equities presently existing along the oceanfront? The likely answer seems to be that no such level of protection can be achieved in private ownership. Even the minimal dunes which the National Park and Fish and Wildlife Services employ in areas where there are no structures or human lives to be protected, would probably be regarded as an intolerable encroachment upon private property. The cost of maintaining such a dune averaged the National Park Service \$2,000 per mile annually (between 1958 and 1962) which would absorb the entire annual assessment upon Ocean Beach, Inc., members. The cost per mile for reestablishing this dune after the 1962 storm was \$20,000 per mile with an additional cost of \$5,000 per mile for planting it. Would the present ownership be willing and able to finance a \$375,000 dune? If placed closer to the shore than that of the Wildlife Service, it would be more vulnerable to storm damage, and its cost of maintenance would be increased as well as its protective value to life and property decreased.¹⁹

To what extent is the magnitude of private development dependent upon minimal protection from storms? If no more than minimal protection is offered, how will an emergency escape route be assured? Will lack of such a route be a deterrent to private investment?

¹⁸ "Hell and High Water," the problem of New York's Atlantic seashore, Long Island Sunday Press, Mar. 25, 1962.

¹⁹ While protection by jetties has been successfully achieved on many similar seashores, neither cost nor feasibility information is available on this alternative. The Corps of Engineers indicated that full protection of such an area by jetties would cost considerably more than by dunes.

One answer offered to these questions by Ocean Beach, Inc., is that the shoreline is a part of the State of Maryland and the United States and that neither the State nor the National Government will sit by and let the island be washed away, even though it is in private ownership. They are apparently relying on these governmental levels to provide the large investments which will be required to stabilize the shore and secure for them the use of their private rights. Under existing shore protection legislation, the Corps of Engineers may be authorized to undertake the necessary studies to prepare a plan of protection for sections of the shoreline at the expense of the Federal Government. If the shoreline is in public ownership, either State or local, the corps may be authorized to execute the beach protection plan it has devised, with up to 70 percent of the cost to be borne by the Federal Government. If the shoreline is in private ownership the corps may enter into agreements to execute its plans, with the Federal Government bearing no more than 50 percent of the costs provided there is assured public access to the beach so protected.²⁰ To obtain protection from the Federal Government the private owners of the Ocean Beach, Inc., would have to accede to the plans of the Corps of Engineers and assume half of their cost of execution. Such an agreement does not appear likely since it would entail the sacrifice of some portion of the Ocean Beach, Inc.'s most valuable property and a cost of several million dollars.

(d) *Summary.*—None of the problems explored above is without a solution, but each solution has a price. As a practical matter, the extent of development in private ownership and the rapidity with which it occurs will depend upon what kind of solutions are reached. Many of the actions required to bring private development on Assateague to a maximum will entail decisions and investment by the county. Even to achieve the growth to 1975, projected above, will require the county not only to underwrite a third of the costs of the bridge but to enforce building standards, assist in building access roads and streets,²¹ and provide for a satisfactory method of waste disposal. How and at what cost its valuable seashore is to be protected will also require action and possibly expenditures by the county. The benefit which the county can expect to realize from development in private ownership will, therefore, not only be contingent upon satisfactory solutions of these major problems but will be modified by the outlays on the part of the county which the solutions may entail.

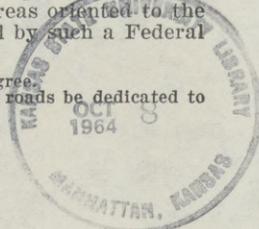
2. *Evaluation of growth potential in public development*

The benefits which the county can expect to realize from Federal ownership and development of the Ocean Beach, Inc., holdings are not dependent upon so many great unknowns. Since the plans of the Federal Government exclude the building of structures to house visitors to the proposed park, the protection of property and life from wind, wave, and water damage become unnecessary. Control of access to the park will enable the park management to keep visitors off the island when conditions are hazardous. Suitable provision for waste disposal and water supply will be made by a single public agency rather than left to the chances and, possibly misjudgments, of several thousand private individuals. The costs will be borne by the Federal Government, thus relieving the county of any present or future necessity for financing these public improvements. Ownership by the Federal Government would place upon it both the costs and responsibility of beach protection. By the same token, it would remove the principal barrier to economical and effective beach protection which is presented by the private ownership of lots only 160 feet from the normal high tide line.

There are tangible benefits which the county can expect to realize from the Federal ownership of Assateague, which cannot be measured in terms of immediate increases in the tax base. One of these is the preservation of the entire bay shore of the county as a high-quality recreation area. In section III, above, we confined our discussion of impact to the development which would be induced in or close to district 10 by the visitors to a Federal seashore park. The Federal plans for development include boat-landing ramps and the dredging of channels to enable small pleasure craft to dock on the bay side of the park. Trails are to be provided across the island and bathhouse and picnic areas oriented to the docking sites. It seems very likely that the facilities offered by such a Federal

²⁰ This is a point upon which the private ownership itself does not agree.

²¹ Is has been suggested that the rights-of-way of the streets and roads be dedicated to the county.



installation would stimulate bay-side resort development, both commercial and private residential, in the years to come. The ways in which this more diffused development might benefit the county are numerous. Small communities along the approach roads to the bay would experience improvements in retail trade, employment opportunities in construction and maintenance would be extended, and land values would, of course, increase. There has been a tendency, since World War II, for light industries to seek plant sites in areas where their employees can enjoy wholesome outdoor recreation and receive the public services necessary to keep them content. The development of Assateague as a public recreation area would be a substantial factor in attracting industry to Worcester County, and especially to Snow Hill. In evaluating long-term impact this cannot be overlooked.

3. Comparative evaluation—Summary

The development of Assateague Island in either public or private ownership may bring great benefits to Worcester County. Up to 1975, there is very little to choose between the change in assessed valuation anticipated under the two alternatives.

The real difference lies in where the benefits will occur within the county and the contingent costs and risks on which any substantial amount of private development depend. From the point of view of the county and the increase in revenues it may anticipate if Assateague is developed in public ownership, it will surrender \$3 million in tax base to the Federal Government on Assateague (about \$50,000 in annual revenues) and achieve a greatly augmented tax base in development elsewhere in the county; on Sinepuxent Neck, at Ocean City and North Ocean City, and ultimately along the bay shore. Experience of counties impacted by Federal recreation areas throughout the United States is evidence that this will occur. And it will occur at little cost to the county. On the mainland, the county has a network of access roads along the bay shore, on Sinepuxent Neck, and on the island north of the inlet, along which development can take place as rapidly as demand develops. There are no problems of shore protection along the bay comparable to those on the seashore, and problems of waste disposal are not complicated by drainage fields of sand below sea level. In private ownership, the growth in valuations of the county will be largely confined to the island, and neither the magnitude nor timing of such growth can be taken for granted. Unless the county is prepared to assume a significant role in fostering and financing private development on Assateague, it may take as many years to bring significant development to Assateague as it has taken Ocean City to reach its present size and value.

APPENDIX I—TABLE PROVIDED BY SUPERVISOR OF ASSESSMENTS FOR WORCESTER COUNTY
Assessable wealth of Worcester County real estate and personal property, 1950-61

District	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961
1.....	\$5,905,315	\$6,097,685	\$6,361,347	\$6,862,598	\$8,303,263	\$8,521,850	\$9,105,924	\$9,423,314	\$9,612,269	\$9,811,650	\$10,170,044	\$10,186,299
2.....	3,155,061	3,331,270	3,544,561	3,593,062	3,640,753	3,856,885	6,150,914	6,428,378	6,554,823	7,134,941	7,225,763	7,371,800
3.....	3,715,781	3,784,171	3,982,286	4,227,699	3,978,232	4,158,823	4,298,376	4,749,164	5,747,803	9,072,630	9,222,408	9,330,776
4.....	980,110	1,231,905	1,219,730	1,227,329	1,295,720	1,158,243	1,976,884	1,308,838	1,400,666	1,406,572	1,412,750	1,408,938
5.....	1,798,998	1,817,463	1,794,250	1,805,815	1,657,410	1,788,627	()	2,028,100	2,174,143	2,194,629	2,225,097	2,229,961
6.....	550,812	713,655	()	()	()	()	()	()	()	()	()	()
7.....	619,809	779,809	823,319	831,947	806,122	811,884	896,718	914,908	943,097	1,126,108	1,142,763	1,165,058
8.....	1,477,582	1,911,650	1,894,280	1,909,195	1,896,445	1,896,733	2,023,934	2,033,220	2,226,138	2,270,080	2,321,086	2,341,381
9.....	2,186,233	2,750,247	2,749,683	2,840,323	2,730,857	2,923,876	3,176,987	3,233,746	()	()	()	()
10.....	9,192,937	9,570,285	10,678,032	14,543,799	16,056,771	19,176,356	20,269,522	26,768,785	27,725,729	29,107,452	31,108,023	38,435,277
Total.....	2,615,136	2,776,970	2,983,072	3,689,850	3,505,394	3,220,445	3,317,646	3,434,800	3,496,350	3,568,680	3,690,154	72,598,589
Business tangible, personal.....	6,642,310	7,247,790	7,946,600	8,923,520	8,585,755	9,463,160	10,175,456	10,905,000	11,924,610	12,290,120	13,068,250	3,815,120
Farms and estates, personal ¹	38,870,034	42,332,880	45,977,130	52,300,937	54,366,722	59,125,570	64,748,045	72,450,185	75,948,895	79,140,070	82,681,081	1,108,461
Corporations.....												12,513,800
Total.....												90,025,970

¹ This district is now included in districts 2 and 7.

² This district is now included in district 3.

³ Until 1956 this was included with real estate.

APPENDIX II—ECONOMIC BACKGROUND OF WORCESTER COUNTY

1. GENERAL CHARACTERISTICS

Worcester County, lying in the extreme southeast of the State, is one of nine counties which comprise Maryland's "Eastern Shore" and, in turn, are part of the Delmarva Peninsula.¹ It is the only county in the State which has frontage on the Atlantic Ocean. From the Delaware to the Virginia line, inland from the barrier reef, its tidal shorefront is formed by numerous bays of which the largest are Chincoteague, Sinepuxent, and Assawoman.

Embracing 483 square miles, Worcester is Maryland's fifth largest county in land area. With a flat terrain, it is almost equally divided between forest areas and fertile farmland. The barrier reef and four incorporated towns account for a relatively small number of residual acres. The greatest portion of the county is drained in a southwesterly direction into the Chesapeake Bay by the 70-mile-long navigable Pocomoke River and its tributaries. Having no rocks or mineral but some gravel, the 147,000 acres of farmland varies from porous sandy or silt to heavier clay. The climate is mild and typically oceanic. Average annual rainfall of 48 inches is, in general, evenly distributed throughout the year, though slightly greater during the summer months.

2. POPULATION—GENERAL CHARACTERISTICS²

Population in Worcester County,³ as in most of Maryland's Eastern Shore counties, declined from 1910 to 1940 and then experienced a reversal during the next two decades. From a base of 21,245 in 1940, it grew 8.8 percent to 23,148 in 1950, and another 2.5 percent to 23,733 in 1960.

In part, the substantial growth during the 1940's can be attributed to the establishment in 1943 of a naval airbase at Wallops Island, just south of the county line in Virginia. With its full complement of 2,500 military and 800 civilian personnel continuing until 1959 when NASA acquired the property, there was a constant demand for housing, particularly rental units, for the families of the 3,300 employees. Real estate in Pocomoke City, Worcester County's largest incorporated area located only 15 miles north of the installation on divided highway U.S. Route 13, met some of this demand. By 1960, this stimulus had passed its peak. Therefore, the overall growth in the county's population of 2.5 percent between 1950 and 1960 was about what could have been expected in the light of the industrial and agricultural growth in the county in these years.

In 1960 nearly two-thirds (63 percent) of the people lived in rural areas. The remaining 37 percent of its 23,733 residents lived in the incorporated towns of Pocomoke City (3,329), Snow Hill (2,311), Berlin (2,046), and Ocean City (983). Negroes accounted for 34 percent of the population, having steadily become a larger proportion of all residents during the past four decades. Nearly three-quarters of the residents were born in Maryland; only a minimal number were foreign born.

There are relatively large numbers of older people and many persons with minimum educational background. Approximately 11 percent of the men and women are 65 and over. Seventeen percent of the residents 25 years old and over have completed less than 5 years of school, a criterion frequently used to measure functional literacy.

3. EMPLOYMENT AND INDUSTRY

The labor force in April 1960 numbered 9,500 men and women, nearly two-thirds of whom were men (6,168).⁴ Thirty-eight percent of all the women 14 years of age and over were in the labor force. At that time, the 8,900 employed people (5,900 men and 3,000 women) worked primarily and in almost equal

¹ The Delmarva Peninsula is comprised of almost all of Delaware, nine Maryland counties (Caroline, Cecil, Dorchester, Kent, Queen Annes, Somerset, Talbot, Wicomico, Worcester), and Accomack and Northampton Counties in Virginia.

² U.S. Bureau of the Census, "Census of Population, 1960, Number of Inhabitants, Maryland," p. 22-11.

³ Selected statistics are available for different political jurisdictions in the county. It has 10 election districts and 4 incorporated towns. Repeated reference will be made to election district 10 and to the incorporated town of Ocean City lying within it.

⁴ U.S. Bureau of the Census, "City and County Data Book, 1962," a statistical abstract supplement, p. 174.

proportions in agriculture (18 percent, 1,618), in manufacturing nondurable goods (18 percent, 1,611) and in wholesale and retail trade, including eating and drinking places (20 percent, 1,742). With only minor exceptions, all industry in the county showed a strong growth from 1950 to 1960.

(a) *Farming*

One of the most important of Maryland's agricultural counties, Worcester's farm industry prospered during the 1950's. In 1959, the value of all its farm products sold reached a total of \$19 million, 46 percent over the \$13 million sold in 1954, with 73 percent of its farm products sold accounted for by poultry and poultry products.⁵

Because of the tempering effects of the bays and ocean, the area has a long growing season. Field crops are grown in quantity and truck farming is significant. Most of the farmwork is done by small operators and their families on small farms with only one or two hired workers. Except on the smallest farms, extra labor is hired during the harvest season. These workers and their families are largely transient Negroes recruited for the most part in Florida. They follow the harvest season, living in migratory work camps, some of which are operated by the Maryland Department of Employment Security.

(b) *Manufacturing*

Manufacturing, principally of nondurable goods such as food products, lumber, clothing, and fertilizer, is another important source of employment and income. At the time of the 1960 census, 2,000 men and women were engaged in manufacture, three-quarters in light industry. During the 1950's, manufacturing like farming, prospered and, as measured by the value added by manufacture and number of employees, increased appreciably. The following table shows the size of this increase.

TABLE 1.—*Growth in manufacturing in Worcester County, 1954-58*¹

Year	Total number of employees	Value added by manufacture
1954.....	2,123	\$12,103,000
1958.....	2,412	\$20,390,000
Percentage change 1954-58.....	+13.4	+68

¹ *Ibid.*, p. 177.

Additional evidence of the value of manufacturing employment to the economy is in the 118-percent increase in total annual payrolls for such employment in the decade following 1951. According to the Maryland Department of Employment Security reports, annual payrolls in covered manufacturing industries increased from \$3,800,000 in the year ending June 1952 to \$8,300,000 for the year ending June 1961.⁶

(c) *Trade and service industries*

With both wholesale and retail trade grew in value during the 1950's, a faster rate of growth was experienced by wholesale trade.⁷ The value of sales by wholesale trade establishments increased 40 percent between 1954 and 1958; that of retail trade, 16 percent. However, even with this faster rate of growth, sales by wholesale establishments in 1958 were only a fourth of the value of retail trade sales, \$11 million as compared with \$43 million. With the Ocean City resort area drawing thousands of visitors during the summer season, it is not surprising that the proportion of restaurants and food stores was 45 percent of all retail trade stores in the county. The more usual proportion of eating places on Maryland's Eastern Shore was 7 percent; food stores, 4 percent.⁸

In terms of available employment, although figures are not readily available for wholesale and retail trade separately, the employees in the 456 retail trade establishments undoubtedly far outnumbered those employed by the 35 wholesale

⁵ *Ibid.*, p. 181.

⁶ Maryland Department of Employment Security, Annual Reports, 1953-62, inclusive.

⁷ U.S. Bureau of the Census, "City and County Data Book, 1962," a statistical abstract supplement, pp. 178 and 179.

⁸ U.S. Bureau of the Census, "Census of Business, 1958, Retail Trade, Maryland," pp. 20-8 and 20-9.

trade concerns. Annual payrolls in wholesale and retail trade in the county as reported by the Maryland Department of Employment Security, increased 54 percent between the year ending June 1952 and the year ending June 1962, i.e., from \$2,900,000 to \$4,500,000. Since a substantial proportion of these earnings are made by temporarily employed seasonal workers in restaurants and retail stores in Ocean City, not all of this gain is of direct benefit to Worcester County in the form of secondary expenditures. (For further discussion of source of summer employees, see (e) below, "Seasonal Employment and Recruitment Pattern.")

A most important segment of Worcester County's economy is found in the selected service establishments which include hotels, motels, repair services, theaters, and other commercial recreation establishments and other personal service firms. Since an overwhelming proportion of these businesses is located in District 10, the story of their growth is presented in a later section devoted to the recreational complex. However, the table on the following page presents a summary picture of these diversified establishments located in the county in 1958.

TABLE 2.—*Selected services in Worcester County, 1958¹—Establishments, receipts, and payrolls*

Kind of business	Establishments, numbers	Receipts		Annual payroll	
		Thousands	Thousands	Thousands	Thousands
Total, selected services.....	232	\$7,423	\$1,755		
Hotels, motels, and tourist courts.....	81	3,705	875		
Auto repair services.....	24	1,179	249		
Personal services ²	55	1,024	344		
Amusements, excluding motion pictures ³	41	949	162		
Motion pictures.....	7	175	28		
Miscellaneous business services ⁴	24	391	97		

¹ U.S. Bureau of the Census, "Census of Business, 1958, Selected Services, Maryland," p. 20-20.

² Includes laundries, drycleaning establishments, beauty and barber shops.

³ Includes dancehalls, bowling alleys, racetrack operations, golf courses, swimming pools, boat rentals, skating rinks, and other tourist attractions.

⁴ Includes miscellaneous repair services.

When several businesses fundamental to the recreation industry in Worcester County are compared with the same businesses in a nonresort county on Maryland's Eastern Shore, a fuller realization of the magnitude of the resort business in the Ocean City complex is obtained. The county selected for comparison is Talbot County, midway between the Washington-Baltimore megalopolis and Ocean City. With U.S. Route 50 passing through it and its largest town, Easton, it is not isolated. Its population (21,578) is only slightly less than that of Worcester County and it has a relatively small additional number of people living in incorporated areas (8,414). Like Worcester, its manufacturing industry is oriented toward food processing. Table 3 demonstrates the effect on the pattern of selected service industries in a county of this type when the recreation business is superimposed.

(d) *Other industries*

The commercial forest and lumber industry and seafood production are the two remaining industries of importance to the county's economy. With half of its land area covered with forests, commercial forest areas are large and in the processing of wood and wood products Worcester County ranks high in the State, third among the counties in the number of board feet of lumber cut and first in the production of poles and piling.⁹

⁹ Maryland Department of Forests and Parks, 17th Annual Report, 1960.

TABLE 3.—Selected services in Worcester and Talbot Counties, 1958¹—Establishments, receipts, and payrolls

Kind of business	Establishments, number	Receipts	Annual payroll
Total, selected services:		<i>Thousands</i>	<i>Thousands</i>
Talbot County.....	141	\$3, 222	\$915
Worcester County.....	232	7, 423	1, 755
Hotels, motels, and tourist courts:			
Talbot County.....	(2)	(2)	(2)
Worcester County.....	81	3, 705	875
Auto repair services:			
Talbot County.....	21	439	(3)
Worcester County.....	24	1, 179	249
Amusements, excluding motion pictures: ⁴			
Talbot County.....	(5)	(5)	(5)
Worcester County.....	41	949	162
All other selected services:			
Talbot County ⁶	120	2, 783	(3)
Worcester County ⁷	86	1, 590	469

¹ U.S. Bureau of the Census, "Census of Business, 1958, Selected Services, Maryland," pp. 20-28 and 20-20.

² Too few in number to be reported separately. Probably no more than 4 or 5.

³ Not available.

⁴ See definition in footnote 3 of table 2.

⁵ Too few in number to be reported separately.

⁶ Includes hotels, motels, tourist courts, personal services, amusements, motion pictures, and miscellaneous business and repair services.

⁷ Includes personal services, motion pictures, miscellaneous business, and repair services.

The county's tidal waters, which include the Atlantic Ocean within 3 miles of the shoreline as well as the waters of the bay, produce shellfish (oysters and clams), crabs, and fish. The creation of the inlet caused changes in the flora and fauna of the bay areas and, because it permitted the invasion of the boring snail and other oyster pests, oyster production in Worcester County has declined. These same changes, however, appear to have been generally favorable to the production of hard clams.¹⁰ The ocean fish catch in Maryland is obtained entirely off the Atlantic shores of the barrier reef. Value of the seafood catch by Worcester County fishermen was \$838,000 in 1960, nearly 50 percent (\$419,000) in oysters; another 20 percent in flounder caught in the ocean.¹¹

Although these two industries do not begin to approach the major industries in dollar value, each offers important opportunities to the county in the development of a broader recreation industry which has recently come to be recognized officially as among its important future assets. These potential roles of the forests and fisheries are discussed more fully in section 4 (a) and (b).

(c) Seasonal employment and recruitment pattern

Seasonal employment in Worcester County is a most important characteristic of the county's economy. Very real winter employment lulls are experienced in the highly seasonal industries of farming, food processing (vegetable canning and poultry processing),¹² trade and recreation in the Ocean City resort complex, construction, and seafood production. These lulls, most serious in the period from October to March, are reflected in the unemployment rate found at the time the 1960 census was taken on April 1 when, with the arrival of spring, unemployment is just beginning to decline.

¹⁰ Maryland Department of Forests and Parks, 17th Annual Report, 1960.

¹¹ U.S. Department of the Interior, Fish and Wildlife Service, Bureau of Commercial Fisheries, "Fishery Statistics of the United States in 1960," pp. 188 and 189.

¹² Covered employment in the food processing industry in 1961 ranged from a high of 2,540 in August to a low of 1,470 in December. Maryland Department of Employment Security, special tabulation.

According to the census, unemployment on that date among all men in the labor force was 4 percent; among women, 10 percent. Among both Negro men and women, who together comprise 32 percent of the labor force, there is, annually, a high rate of unemployment in the winter months because they are principally employed in the less skilled, highly seasonal occupations so prevalent in the county. The unemployment rate among the Negro women was more than twice that of the Negro men, 18 percent (217) and 8 percent (138) respectively, on April 1, 1960.¹³

The summer employment picture is a dramatic and complete reversal of that characterizing the winter months. The employment demands of the harvest season and the recreation industry cause extraordinary recruitment of labor over and above that which can be supplied by the year-round population of the county.

The well-established practice of many growers to hire migrant workers is based on such an important need for temporary farm labor that the interstate recruitment program of the Maryland Department of Employment Security is staggering to contemplate. In 1961 agricultural placements of transient labor in Worcester County numbered 25,000. This does not mean that 25,000 different individuals were placed because the same individual could be placed many times. It does mean, however, that these workers and their families, housed for the most part in migratory labor camps, required large supplies of food and sundries, the value of which is reflected in the value of retail food store sales. Moreover, it can be assumed, although figures are not available, that with such a demand local farm labor would be nearly 100 percent employed during the harvest season. Migrant workers, employed as they are at the going rate for local labor, must in many instances earn a sufficient amount to be able to return to their winter homes with a part of their summer earnings unexpended. This in turn means that the county does not benefit from the payments to these workers to the same degree as it does from the earnings of permanent residents.

The summer worker requirements of hotels, motels, restaurants, retail stores, and places of amusement in Ocean City are likewise much greater than can be met by Worcester County residents. Here again the Maryland Department of Employment Security recruits the necessary personnel over and above that which can be supplied locally. It operates a seasonal employment office in Ocean City each spring and summer and, by means of recruitment throughout the State and interstate clearance, staffs many of the summer businesses. The local office first opened in 1958 as a service to the resort industries. Its increasing value to them is evident in the fact that its placements more than doubled in the 5-year period ending in 1962, growing from 738 to 1,881. About half of the placements in each year have been women. Many of the workers hired for the restaurants, retail stores, and amusement concerns are students from high schools and colleges scattered throughout the country. The more skilled restaurant workers, such as chef and bartenders, are frequently obtained in Baltimore. Significantly, this State service offered to the local concerns emphasizes the fact that the resort demand is too large and too specialized in character to be met by local residents and of too seasonal a nature to attract many additional year-round residents to the county.

(f) *Income—Family and individual*¹⁴

Families in Worcester County in 1959 received, on the average, an income of \$3,721. This median figure included income from all sources; namely, earnings of employed and self-employed persons as well as income from real estate and other forms of investment.

Recalling that Negroes are a third of the labor force of 9,500 and work principally in semiskilled and unskilled occupations as farm laborers, construction workers, food processing operatives, and private household workers, their relatively low median family income of \$2,384 in 1959 comes as no surprise. The income of women as a whole and Negro women in particular was conspicuously low, the median for all women being \$950; for Negro women, \$625.

Examples of median earnings in a few occupations are available. They range from a high of \$4,900 for professional and managerial workers to a low of \$1,500

¹³ U.S. Bureau of the Census, "Census of Population, 1960, Maryland, General and Social Economic Characteristics," pp. 22-150 and 22-158.

¹⁴ U.S. Bureau of the Census, "Census of Population, 1960, Maryland, General and Social Economic Characteristics," pp. 22-156 and 22-160.

for women operatives in light manufacturing. The seasonality of much of the county's industry is reflected in low median annual earnings among men working as factory operatives, \$2,484, farm laborers, \$1,729, and other laborers in construction and manufacturing, \$1,993.

4. RECREATION AND RELATED FACTORS

One of the most significant and interesting aspects of the life and economy of Worcester County is its varied and commercially important recreation industry. While by far the most important segment, the Ocean City resort complex, will be described in detail, several other aspects of recreation in the county should not go unmentioned.

(a) *State forest and recreation area*¹⁵

Worcester County is fortunate in having Pocomoke State Forest, the third largest of the 10 State forests, in the southwestern part of the county on Route 13, 5 miles from Pocomoke City. Moreover, as of 1960, Pocomoke was one of the four forests having a designated recreation area, namely, Milburn Landing, which was chiefly responsible for the impressive growth in attendance at the forest after 1950. Increasing continuously from year to year, there was an overall increase of visitations at the State forest of 255 percent between 1950 and 1962; i.e., from 17,351 to 61,615.

The features that have been attracting visitors to the Pocomoke State Forest ever since the 1930's, namely, the good fishing and boating on the deep swamp-colored, swamp-bordered Pocomoke River, hunting¹⁶ and the long picnic season¹⁷ in a semitropical atmosphere, are to be made even more available in the vacation season of 1963 with the opening of a second recreation area at Shad's Landing. The swimming pools to be provided at the new area will be of particular value because swimming is prohibited in the river because of its depth and pollution. Since the new facilities, when completed, will more than double the capacity of those already in existence at Milburn Landing, the department estimates that attendance at Pocomoke State Forest may rise to triple the 62,000 visitations in 1962, reaching a total of more than 180,000 in 1975.

The officials of Worcester County are enthusiastic about the recreation area within the Pocomoke State Forest and believe that it brings sufficient additional revenue into the county to more than offset whatever loss of taxes may have been entailed by the withdrawal of the 12,000 acres from the tax base.¹⁸ In fact, the county commissioners furnished \$1,600 for the preliminary plans of the new recreation area.¹⁹ According to a member of the Worcester County Park Committee, while the county's share of 15 percent of the income from Pocomoke State Forest and recreation area is, of course, welcome,²⁰ it is not really significant in the total economic picture of the county since the importance of the recreation area lies more in the benefits to the county from the visitors' expenditures in the county for lodging and sales of food and sundries. It is expected that similar but greatly enlarged benefits will accrue when the State park on Assateague becomes operational.

(b) *Bay area—Sports, fisheries, hunting, and boating*²¹

With boating and water sports becoming more popular each year, Worcester County is fortunate not only in being the site of all that goes with seashore recreation, but can offer, also, the opportunity for bay water sports, fishing, and hunting. In the spring of 1963, in addition to uncounted private docks and boating facilities, there are 16 public marine facilities in the Chincoteague and

¹⁵ Information obtained from 17th Annual Report of Maryland Department of Forests and Parks, 1960, supplementary tabulations, and correspondence with the department.

¹⁶ Worcester County also has the 25-acre State public hunting area at Sinepuxent Bay Wildlife Management Area.

¹⁷ For example, in 1962, December accounted for 10 percent of the year's 61,615 visitors.

¹⁸ State property is exempt by law from taxation by local governments. To compensate cities and counties for this loss of revenue, existing laws require that 15 percent of the income from each State forest and State park be returned to the county where the forest or park is located.

¹⁹ Washington Post, Feb. 23, 1963.

²⁰ Visitors using State parks and recreation areas are charged a modest fee for cabins, the use of a bathhouse, rowboats, parking lots, and other facilities. Timber sold from State forests is never sold from sections of the forests designated as "recreation areas." In 1959, the total income from Pocomoke State Forest to the State was \$22,889, \$21,449 of it from timber sales, \$1,440 from recreation fees. The county's share of this was \$3,433.

²¹ Correspondence with Department of Tidewater Fisheries of Maryland, Boating and Recreation Division.

Sinepuxent Bays consisting of a total of 285 slips and the necessary accessories of gasoline, ice and repair services. Depending upon the general direction in which the recreation potential develops but most importantly on the manner in which plans for a Chincoteague Bay-Pocomoke River Canal might be promulgated, it is estimated that marine facilities could double or even increase tenfold by 1975. In any case, with the marshlands and the bay waters offering the added attractions of hunting, clamming, and fishing to those of boating, it can be said that the attractions of this form of recreation could be multiplied in the future and the need fulfilled far beyond any known plans of local officials.

(c) *Ocean City resort complex and measures of its growth*

The Ocean City resort complex, i.e., election district 10, experienced its first important impetus to growth in 1933 when the inlet was cut through. From then until after World War II, it developed primarily as a family residential resort area, principally along the ocean front. City officials have pointed out that after World War II and, more particularly, after the opening of the Chesapeake Bay Bridge in July 1952 the area changed rapidly to one in which hotels, motels, and rooming houses replaced summer single-family residences and offered accommodations to rapidly increasing numbers of visitors. Because of the increased accessibility of the seaside resort to the residents of the Washington and Baltimore metropolitan areas by means of improved highways, people came more readily but for shorter periods of time. Today the typical visit is for a week or 10 days with weekend holidays, lasting from Friday evening to Sunday evening, also attracting literally thousands.

(1) *Population.*—The hub of the complex is the incorporated area of Ocean City. Small in area and small in the number of year-round residents, its sleeping accommodations and dining facilities have mushroomed in the past decade until in 1960 they provided for most of the 4 to 5 million visitors who came to the Maryland seashore that season.²² Verging on this highly concentrated development are North Ocean City, above Ocean City's 41st Street, and Sinepuxent Neck, both of which are larger in land area and much less fully developed. Although North Ocean City is moving in the direction of increasing numbers of commercial establishments, it has a substantial number of single-family residences. Sinepuxent Neck is at this time rural in character, with a number of large farms, a golf course, a State wildlife refuge, and small developments of single-family houses and cottages some of which are used the year around. These three areas, together with Assateague Island, comprises election district 10.

The population trend in the town of Ocean City has deviated from that of the rest of district 10, thereby substantiating the change in its character from residential to commercial which so impresses the officials responsible for managing the manifold operation of a dynamic seashore resort. As the following table shows, population in district 10 as a whole increased steadily from 1940 to 1960 while in the town of Ocean City, even with the 1958 annexation of a substantial area north of 26th Street to counterbalance it, there occurred a substantial decline (20 percent) in year-round residents between 1950 and 1960. In 1940 and 1950 about half of the residents of district 10 lived in Ocean City; in 1960, only one-third. It becomes apparent, therefore, that the contiguous areas rather than the concentrated commercial community of Ocean City proper have appeal for those persons desiring individual homes and cottages for permanent residence in the seashore area.

TABLE 4.—*Population in selected years in district 10 and Ocean City*¹

Year	District 10	Ocean City	District 10 less Ocean City
1940.....	2,037	1,052	985
1950.....	2,508	1,234	1,274
1960.....	2,712	983	1,729

¹ U.S. Bureau of the Census, "Census of Population, 1960, Number of Inhabitants, Maryland," p. 22-11.

²² Maryland Department of Economic Development, "The Maryland Economy," March 1962, p. 71.

(2) *Industry.*—Some idea of the growth of the resort hotel and motel business is found in a comparison of the findings of the 1948 and 1958 U.S. Census of Business. The figures are for Worcester County but, because it is known that little change in this business occurred outside election district 10, they may, for purposes of this report, be said to describe one phase of the growth in the Ocean City complex. The following table shows clearly the magnitude of this rate of growth in the 10-year period in terms of annual gross receipts and payrolls.

TABLE 5.—*Receipts and payrolls for hotels and motels*¹

Hotels, motels, and tourist courts	1948	1958	Percent change, 1948-58
Number, total.....	79	81	+3
Receipts, all establishments.....	\$1,863,000	\$3,705,000	+99
Payrolls, total annual.....	325,000	875,000	+169

¹ U.S. Bureau of the Census, "Census of Business, Selected Services, 1948 and 1958."

One can only surmise from the above table and from seeing Ocean City as it is today that the census tally of number of establishments, with its nominal increase in numbers over the years, reflects the growth of the large elaborate hotels and motels at the expense of much smaller units, many of which obviously have gone out of business. It also is important to point out that the resort area could not absorb all the visitors it does without numerous family owned-and-operated rooming houses for which no official employment and earnings figures are available.

Another measure, similar to the above but with a broader coverage, is found in the covered State-insured employment figures for the service and miscellaneous industries of Worcester County compiled by the Maryland Department of Employment Security.²³ Annual figures for the decade 1962-61 show a steadily upward trend in service establishments, their average monthly employment, and annual receipts. The relative growth of these industries in the 10 years of major expansion is shown in the table below.

TABLE 6.—*Services industries in Worcester County*¹

Year ending	Average annual number of reporting units	Average monthly employment	Total annual payrolls
June 1952.....	126	663	\$1,177,000
June 1961.....	170	851	\$2,052,000
Percent change, 1952-61.....	+34	+28	+74

¹ Maryland Department of Employment Security, "Annual Reports," 1953-62 inclusive.

(3) *Retail sales tax collections.*—Retail sales tax collections in Maryland are a good measure of business activity. Those for Worcester County demonstrate the relative size of the various types of retail businesses particularly important in its resort industry. Table 7 shows that, in the fiscal year ending June 1962, the largest single business group collections were those from hotels, motels, and roominghouses, accounting for 22.8 percent of all collections. Nearly as large were those from restaurants, taverns, and nightclubs, 18 percent. These two groups, together with small amounts from other resort-oriented businesses including card shops, newsstands, and amusement places, amounted to \$359,200 or 43 percent of all collections in the county in that year.

Just as it was enlightening to compare the selected service industries in Talbot County with those in Worcester County, table 7 provides still another comparison of the two counties, throwing added light on the size of the resort industry in Worcester County. Sales tax collections in Talbot County from restaurants are 7.5 percent of all collections; in Worcester County, 18 percent. Even more striking are the returns from the rooming business. In Talbot County, 3.3 percent of all collections were in this category; in Worcester County, 23 percent.

²³ Includes hotels, rooming houses, personal services, and other services.

TABLE 7.—Retail sales tax collections in Worcester and Talbot Counties by type of business,¹ fiscal year ended June 30, 1962

Type of business	Worcester County		Talbot County	
	Thousands	Percent	Thousands	Percent
Grand total.....	\$840.7	100.0	\$687.2	100.0
Food and beverage.....	196.1	23.3	97.4	14.2
Restaurants, taverns, night clubs.....	151.8	18.0	51.6	7.5
Miscellaneous group, total.....	268.9	32.0	127.4	18.5
Hotels, rooming houses, tourist courts, and motels.....	191.5	22.8	22.9	3.3
Card and novelty shops, newsstands.....	14.5	1.7	5.4	.8
Resort and amusement places.....	1.4	.2	.3	
All other miscellaneous.....	61.5	7.3	98.8	14.4
All other industries.....	375.7	44.7	3 462.4	67.3

¹ Maryland Comptroller of the Treasury, "Fifteenth Annual Statistical Report of the Sales Tax Division" for fiscal year ended June 30, 1962.

² Includes apparel, \$38,300; general merchandise, \$146,100; automotive and oil companies, \$63,000; furniture and appliances, \$20,500; building and industrial supplies, \$56,000; utilities and transportation, \$51,700.

³ Includes apparel, \$58,100; general merchandise, \$133,200; automotive and oil companies, \$82,600; furniture and appliances, \$36,400; building and industrial supplies, \$107,600; utilities and transportation, \$44,500.

The seasonal pattern of collections in the two counties demonstrates the concentration of the resort business in Worcester County in the 4 summer months of June, July, August, and September.²⁴ Table 8 shows that 60 percent of the year's total collections for all retail businesses were in the summer months. This is in decided contrast with the monthly pattern in Talbot County where the proportion of collections runs almost at the same level in every month except January when the receipts from the Christmas season sales are recorded. Percentage-wise, receipts in Talbot County for the 4 summer months are relatively little more than half as large as those in Worcester County for the same months. 33 percent as compared with 60 percent.

TABLE 8.—Total retail sales tax collections in Worcester and Talbot Counties by months,¹ fiscal year ended June 30, 1962

Months	Worcester County		Talbot County	
	Thousands	Percent	Thousands	Percent
Grand total.....	\$840.7	100.0	\$687.2	100.0
1961—July.....	89.4	10.6	58.1	8.4
August.....	164.9	19.6	55.4	8.1
September.....	155.3	18.5	54.9	8.0
October.....	93.2	11.1	59.7	8.7
November.....	40.3	4.8	57.5	8.4
December.....	38.4	4.6	58.0	8.4
1962—January.....	50.8	6.0	85.0	12.4
February.....	36.2	4.3	48.8	7.1
March.....	33.8	4.0	43.5	6.3
April.....	40.3	4.8	55.5	8.1
May.....	43.4	5.2	54.2	7.9
June.....	54.7	6.5	56.6	8.2

¹ Maryland Comptroller of the Treasury, "Fifteenth Annual Statistical Report of the Sales Tax Division," for fiscal year ended June 30, 1962.

(4) *Water rents.*—While sales tax collections are not available by minor civil divisions, a good measure of the growth of the resort business in Ocean City is the income received by the town in the form of water rents. The total money received from this source is given below for selected years with the percentage increases indicated. With no change in the water rent rate since 1927²⁵ a remarkable growth of 144 percent between 1950 and 1962 occurred.

²⁴ It should be noted that table 8, presenting monthly collections, is a record of the receipt at the time of reporting rather than at the time of collection a month earlier.

²⁵ Records of the city manager, Ocean City, Md.

TABLE 9.—Water rents collected in Ocean City by years¹

Selected year	Amount collected	Percent change from previous selected year
1950.....	26,526	—
1955.....	34,331	+30
1960.....	49,695	+45
1962.....	64,850	+30
Percent change 1950-62.....		+144

¹ Records of the city manager, Ocean City, Md.

(5) *Traffic patterns.*—Worcester County has an excellent access to three large metropolitan areas, Washington-Baltimore, Wilmington-Philadelphia-New York, and Norfolk-Newport News. Presently U.S. Route 50, via Chesapeake Bay Bridge at Annapolis, provides a convenient highway facility leading from Washington and Baltimore directly southeast through Maryland's Eastern Shore to Ocean City. U.S. Route 13, passing north and south through the western part of the county is the most convenient route from Wilmington, Philadelphia, and New York on the north and, upon completion of the Norfolk-Cape Charles Bridge-Tunnel in the summer of 1964, will provide a continuous first-class highway to Norfolk-Newport News, thus linking by one continuous highway facility the Northeast and Southeast States.²⁶ East of U.S. Route 13 and paralleling it north and south is supplementary highway U.S. Route 113 originating in Dover, Del., and proceeding south to Pocomoke City just north of the Virginia line where it connects with U.S. Route 13.

In Delaware, starting at Dover and Milford, somewhat farther south, drivers with resort destinations are provided two routes alternate to U.S. Route 13. U.S. Route 113, east of U.S. Route 13, goes directly through the center of Delaware to Ocean City. Delaware State 14, originating in Milford, connecting with U.S. Route 113 and later becoming Maryland Route 528, follows the coast from north to south, linking together the shore communities that lie between Rehoboth, Del., and Ocean City, Md. Maryland Routes 611 and 376 provide good secondary highway facilities from U.S. Route 50 and U.S. Route 113 the full length of Sinepuxent Neck, a distance of 12 to 15 miles. Route 611, the Stephen Decatur Memorial Highway, is the only access road to the mainland ferry terminal of the South Point Ferry Co. which now serves Assateague Island.

Growth of automobile transportation to the Ocean City resort area is an excellent indication of the degree to which the resort developed in the decade from 1950 to 1960. A special report, prepared in 1959 at the request of the Worcester County Board of County Commissioners, provides detailed traffic information for the highway approaches to Ocean City.²⁷ Not only does it spell out the growth of traffic on the Chesapeake Bay Bridge, the opening of which in the summer of 1952 was such an important impetus to the growth of the Ocean City complex, but it also analyzes in detail the traffic flow at a point on U.S. Route 50, immediately west of the junction of U.S. Route 50 and Maryland 611. For the purposes of this report the analysis of the traffic flow at this check point west of Ocean City will be briefly summarized.

It was found that annual traffic at this approach to the Ocean City resort complex increased consistently from 1950 to 1958.²⁸ In 1950, the annual average daily traffic was approximately 3,000 vehicles. By 1958, usage had increased to about 4,900 vehicles, an increase of about 60 percent. While there was a very nominal growth between 1950 and 1951, an increase of almost 17 percent in the

²⁶ The distance to the Washington-Baltimore area is approximately 140 miles, a drive of about 3½ hours; to the Philadelphia-Wilmington area approximately 115 miles, a 2½- to 3-hour drive. The New York metropolitan area is within easy weekend commuting distance, 231 miles one way. Norfolk-Newport News is about the same distance as Philadelphia-Wilmington, with current travel time somewhat longer because use of the Chesapeake Bay ferries is still required.

²⁷ "Traffic and Earnings—Proposed Assateague Island Bridge, Worcester County, Md.," Wilbur Smith & Associates, November 1959.

²⁸ The number of commercial vehicles, as a percentage of average annual daily traffic, approximated 15 percent annually. Foreign passenger cars, i.e., non-Maryland cars, accounted for less than 20 percent of the average annual daily traffic in each year from 1954 to 1958.

average daily traffic volume at the check point was realized between 1951 and 1952 when the Chesapeake Bay Bridge was completed. In addition traffic to Ocean City showed a seasonal pattern of extreme highs during the summer months to lows during January and December, winter volumes approximating only one-fifth of the summer volumes. The peak month was August which had a traffic level about 130 percent above the annual average daily traffic. Daily fluctuations followed a pattern within a week: Sunday was the peak day, with traffic volumes amounting to about 146 percent of the weekly average; lowest volumes were recorded on Monday and Tuesday at 76 and 86 percent of the weekly average respectively.

Traffic volume on the Stephen Decatur Memorial Highway, at a check point just south of Maryland Route 376, was equal to approximately 600 vehicles on an average day in August 1959. Most of this traffic had termini at a home along the highway, or at the golf course halfway down the neck. The remainder of the traffic on the Decatur Highway was comprised of either persons destined for Assateague Island or tourists, generally making a side trip from Ocean City. During July 1959 about 10 vehicles a day used the ferry from South Point to Assateague Island.

(6) *Assessed valuations.*—Throughout the text of the report, assessed valuations have been discussed as a measure of growth. Appendix I gives changes in assessed valuations for Worcester County from 1950–61.

(7) *Other measures of growth.*—It is a phenomenon of the type of development which has occurred in Ocean City that certain other methods often used in measuring local economic trends are not significant. Largely because the owners of many of the businesses live elsewhere and because so many of the resort employees come from outside the town as well as the county for the summer season, neither income taxes paid by residents nor local bank deposits are valid economic measures of growth. It is of interest, however, to know that the officials of the town of Ocean City respect the interests of the owners of the businesses to such a degree that anyone who owns property in Ocean City may vote in local elections whether he is a resident or not. While the total population of the town of Ocean City was only 983 in 1960, in the 1958 municipal election for mayor, it was reported that there were 1,800 registered voters of whom 757 voted.²⁰

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²⁰ The Washington Post, Aug. 13, 1958.

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Senator SIMPSON. Just one further question. I have difficulty with this point that you explained to Senator Bible.

The property owners who have invested in Assateague are entitled to know what lies in the future—whether a green light for construction or Federal compensation now estimated at \$16 million.

I don't get the purport of that. What does that mean?

Senator BREWSTER. I mean by that statement that these 3,000 lot owners have held these lots for approximately 10 years. They have been waiting for the State bridge to go over. The State bridge is now over. Now comes the proposal of a Federal taking. They do not know as of this moment whether it is safe to go ahead and build a house or a store on the island next summer or whether the island will be taken by the Federal Government as we propose for a national seashore park.

I do believe that in this case, time is of the essence, peculiarly so, because of the bridge. These people have waited so long that they are entitled to know whether they can go ahead and construct. I mean by that the green light for construction, private development, or that the Federal Government is going to step in. If the Federal Government is going to step in, it should do it now. Several years from now will do great harm to many private property owners because they will be in various stages of developing their land privately, and it will also be infinitely more expensive for the Federal Government.

Now the island is substantially vacant. There are some 18 houses there in various states of repair. Three years from now there will be hundreds if not thousands.

Senator SIMPSON. I appreciate the Senator's answer. I think the difficulty that always confronts us in a matter of this kind is where many, many people are opposed to the acquisition of land of this kind. I think you have to consider the private interests very carefully.

I am very much opposed to condemnation proceedings which causes a great deal of feeling in a community. This type of thing so often points neighbor against neighbor and creates turmoil that exists for many, many years.

I think it is within our province to work it out the best we can to try to ameliorate the condition and bring about happier circumstances in the solution. It might involve leaving out some of the areas and it might involve including others. Personally, I am for the development of some of these eastern seashore and recreation areas, but in some of them it seems to me maybe we are going too fast and not adequately considering the private interests involved.

Senator BIBLE. Thank you very much, Senator Brewster. I might ask if you have any suggestions as to where we might have this hearing next spring. This is just a preliminary hearing. When we get down to the real case and grip with this problem, it is obvious to me that we are going to have to have a larger room. I guess we can use our auditorium or large caucus room here in Washington. Is there something in the area? Do you have an arena or a football stadium around Ocean City that will be big enough to accommodate everyone who wants to come?

Senator BREWSTER. I would invite the committee to visit this island, as the chairman has already said the committee proposes to do, in the good weather of early next spring.

Senator BIBLE. Where would you recommend the hearing be held?

Senator BREWSTER. I would recommend a visit to the island. I imagine there would be someplace in the Capital that would be adequate for the various folks.

Senator BIBLE. I realize this is no great distance. We are going to visit the island. We are going to walk over it, fly over it, buggy over it, whatever you have to do to see it properly and evaluate it.

Do I understand you correctly that on this 15 miles proposed to be taken for the national seashore, there are only 18 homes as of today, approximately.

Senator BREWSTER. As of today, there are 18 homes between the State park and the Virginia line. Then, there is a State park of 2 miles in the middle. North of the State park to the inlet is one large permanent residence owned by Mr. Thomas McCabe.

Senator BIBLE. That is full extent of this island?

Senator BREWSTER. That is the full extent of development as of now.

Senator BIBLE. The rest do not have any improvements? The other ownerships are simply lots which have been sold, blocks, and real property without improvements, the other ownerships? There are only 19 improvements on the island.

Senator BREWSTER. That is my understanding. There are many holdings, as we pointed out, but they are unimproved.

Senator BIBLE. Senator Allott.

Senator ALLOTT. Mr. Chairman, while you were engaged with a member of the staff, I referred to a letter of the county commissioners. I have two letters from the county commissioners, dated July 5 and August 5. I presume they were sent to all members of the committee. I would like to have these two letters included in the record at this point.

(The letters follow:)

COUNTY COMMISSIONERS FOR WORCESTER COUNTY, Md.,
Snow Hill, Md., July 5, 1963.

Re Department of the Interior, Bureau of Recreation, Assateague Island, Worcester County, Md.

HON. GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: For quite some time the intent of the Department of the Interior to acquire Assateague Island, Worcester County, Md., has received a tremendous amount of publicity in the metropolitan news media, as a result of a report of the Department published in April 1963. The local authorities feel that that report is based upon false and misleading information. In order to

answer that report, the County Commissioners of Worcester have prepared their own report, "Assateague—Worcester's Answer," a copy of which has been separately sent to you.

We hope that you will consider the county's answer to Mr. Udall when the project comes to your attention and the detrimental effect condemnation of this area will have upon the local governmental economy.

Very truly yours,

RAY F. REDDEN, *President.*

OFFICE OF THE COUNTY COMMISSIONERS
FOR WORCESTER COUNTY, Md.,
Snow Hill, Md., August 5, 1964.

Re Department of the Interior, Bureau of Recreation, Assateague Island, Worcester County, Md.

Hon. GORDON ALLOTT,
*Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.*

DEAR SENATOR ALLOTT: Since only the proponents of acquisition of Assateague Island will be heard, the county commissioners of Worcester County, Md., wish you to personally be acquainted with the fact that they, and all elected public officials in Worcester County, are opposed to the proposed Federal taking of the whole of Assateague Island.

We are enclosing herewith a copy of "Worcester's Answer" to Secretary Udall's proposal, which we believe should point up the fact that such a taking will be most detrimental to the future of our county. A quick glance at paragraph headings will disclose the inaccuracies of the Udall report and the biased statements of facts contained therein.

Not only were we not consulted before formulation of the Government's plans, but we have been spurned by every public official to whom we could turn for assistance. The attached letter of Senator Brewster and Congressman Morton opposing Federal acquisition of Assateague seem to support our position, but we all know that later each of them introduced bills to do the opposite. Congressman Long does not even represent this area, and should not even be listened to. Even State officials ignored our pleas and erected roadblocks to private development, which, happily, were overturned by the courts, as evidence Judge Prettyman's statement about denial of health permits:

"It is difficult to conceive of a more flagrant case in which the action of an administrative agency could be considered more arbitrary or capricious and more of an abuse of discretion, or a decision more devoid of supporting facts and substantial evidence."

We sincerely believe that, if properly investigated, the Department of the Interior's proposals would merit the same denunciation. For this reason, we request that you inquire very deeply into this matter for the protection of the 3,500 island owners involved and for the protection of the welfare of Worcester County.

All of the county commissioners, other county officials, their attorney and engineer, intend to be present at the hearing, but since the hearing is for the benefit of the proponents alone, we sincerely request that you make this letter and the enclosures a part of the record for the future.

Very truly yours,

RAY F. REDDEN, *President.*

[Attachment]

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
May 20, 1963.

Mr. S. F. RICHARDS,
College Park, Md.

DEAR MR. RICHARDS: I am glad to have your letter of May 2, dealing with Assateague Island.

You will have to search the record a long time to find any proposal of mine for a Federal takeover of any island, much less Assateague. I believe the proper mechanism for national park development is by acquisition of the property by the State, not the Federal Government. To me, this is an inherent State right. I believe that the Federal Government should only exercise its right of eminent

domain in those cases where national defense and security of the Nation are involved.

I sincerely believe that public development of Assateague Island would, in the long run, accrue the most benefit to the people of Maryland, and in this area you and I perhaps have an honest difference of opinion. But, I would not in any way support a "Federal Government takeover."

If the people of Maryland want a park or a national seashore, it should be given great consideration by the State. If they want the Federal Government to manage it along with the other national parks, this, also, should be initiated from State sources.

Rest assured that I understand the controversial nature of this whole proposition. My mail alone would indicate that there are hundreds of people on both sides of the issue. I am grateful to you for your opinion, and for the opportunity to correspond with you on this matter.

With best wishes,

Yours sincerely,

ROGERS C. B. MORTON, *Member of Congress.*

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
October 12, 1962.

MRS. ANNE W. RUNNELS,
*Secretary, Ocean Beach Club, Inc.,
Washington, D.C.*

DEAR MRS. RUNNELS: I welcome the opportunity in answering your letter of September 20 to set the record straight regarding my position on the future development of Assateague Island.

Let me say at the outset that I, too, regret that the island's future has become a political issue. I agree with you that many inaccurate statements have been made.

Let me state categorically that I believe the orderly and proper development of the island's full potential requires that the interests of both the public and private property owners be fully protected. I certainly respect the property rights of the individual owners who have patiently waited for many years to develop their property.

My statement that "* * * this still unspoiled beach and wildlife refuge should be set aside for public use and for the benefit of future generations," was made with reference to that portion of the island which the State of Maryland desired to purchase for a State park.

I believe the State's decision to purchase this portion of the island and preserve it for public use was a wise decision and certainly in the interest of all the citizens of Maryland. I further believe that the private development of that portion of the island generally referred to as Ocean Beach would likewise be in the best interests of all the citizens of the State.

The private development of that portion would have an extremely beneficial effect on the economy of Worcester County and the entire Eastern Shore. This dual development of both the private and public portions of the island cannot possibly be accomplished unless the island is linked to the mainland by an adequate bridge, and it therefore follows that I would favor the construction of such a bridge.

In closing let me state that upon being honored by receiving the Democratic nomination for the U.S. Senate, I announced my complete and absolute retirement from the practice of law in order to devote my full time and effort to public service. I have never received, and never will receive, any fee or other benefit because of my former firm's representation of the owners of a portion of the property which the State has acquired. My sole interest in Assateague Island is in seeing that the legitimate interests of the State, its citizens, and the rights of its property owners are harmoniously and fairly protected.

I hope that I have fully answered your questions. If you feel, however, that any further clarification of my position is necessary, please do not hesitate to contact me.

Sincerely yours,

DANIEL B. BREWSTER,
Member of Congress.

Senator ALLOTT. As part of the committee's records on this I would like to have "Worcester's Answer," which I think is too large to include in the record, itself.

Senator BIBLE. Without objection, that will be made a part of the record by reference.

Senator BIBLE. The next witness will be Congressman Sickles.

STATEMENT OF HON. CARLTON R. SICKLES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. SICKLES. Thank you very much, Mr. Chairman and members of the committee. I realize time is of the essence. I have prepared a statement but I have not included a lot of material which has been put in by Senator Brewster, knowing you would have it before you. I am also aware of Secretary Udall's statement. So, my statement is more in terms of conclusions and to put myself on the record in support of the legislation to preserve Assateague Island as a national seashore.

Senator BIBLE. Would you pardon an interruption and would either you or someone from the Park Service indicate where the bridge is on the map?

Mr. SICKLES. Yes, sir.

Senator ALLOTT. How far south of Ocean City is that?

Mr. SICKLES. Nine miles.

As a cosponsor of the original bill providing for public development on the island, I believe that the revised plan put forward by Secretary Udall, Senator Brewster, and Congressman Morton offers great promise.

A major cause for concern has been removed by the welcome addition of language which would permit the construction of overnight facilities on 600 acres of the island. In addition to providing significant revenue for Worcester County, this change improved the island as a tourist attraction.

Also, the revised legislation is accompanied by more realistic cost estimates. In addition to reimbursing the State of Maryland and Worcester County about \$500,000 each for the cost of the bridge construction, the funds available to pay those individuals who now hold title to the land is more than doubled. This will insure a proper payment to these people.

It is most important that they receive fair compensation for the property in which many of their dreams for the future were wrapped.

Other people, too, have dreams for the future and it is about them that I intend to talk today. Americans traditionally have had a great fondness for the outdoors. It is not enough however, merely to love the outdoors, without taking steps to preserve the outdoors for the future citizens of this Nation.

We are at a crucial juncture when considering the fate of Assateague Island today. We are at a juncture where the dreams of 3,000 land-owners must be weighed against the recreation needs of 3 million people. If our fathers had acted generations ago to preserve adequate land for public use, we would not be in the painful position we are today.

Our fathers did not act and, as a result, of the 3,600 miles of shoreland considered suitable for recreation from New York to Virginia, only 2 percent, 79 miles, is available for public use. As the population of this area has increased, the acreage available for public recreation has decreased. And our population will not decline in the future. It has been estimated that in the Baltimore metropolitan area alone population will increase almost 40 percent between 1960 and 1980 with the actual population rising from 1,727,023 to an estimated total of 2,400,000 people.

Along with the tremendous increase in population the whole eastern seaboard will experience, we are continually making transportation improvements that will make this area more easily accessible to millions of people.

For example, the opening of the Washington Beltway next Monday, August 17, will move a million people in the Washington metropolitan area a half-hour closer to Assateague Island. The construction of a second bay bridge, no matter where it is located, represents another improvement in the transportation field that will bring Assateague closer to many citizens of Maryland.

Other planned transportation improvements like the proposed Pocomoke River-Chincoteague Canal project, which would link the Chesapeake Bay area with the Delaware Bay, will also have an impact on the use of Assateague. Also the increase in leisure time will have an impact on the use of seashores such as Assateague Island.

I know that some of our citizens have misgivings regarding the plan under consideration today. I'm sure that the members of this committee have an open mind regarding constructive suggestions to improve this legislation.

I don't intend to rehash the various arguments that are advanced regarding the merits of public versus private development or vice versa. I'm sure that a primary concern of both the opponents and proponents of this legislation is with the economic future of Worcester County. In making my personal decision to support this proposal, I reviewed the wealth of evidence accumulated by both the State of Maryland and the Department of the Interior.

I also had numerous meetings with those opposed to the concepts embodied in this legislation. I've come to the conclusion that the proposal before us today is in the best interests of all concerned and is based on solid economic ground.

For those who are skeptical of this approach, I would simply say: "Look to the South, where Cape Hatteras presents a bountiful view of the potential of a national seashore area." The Cape Hatteras National Seashore, which is not unlike Assateague Island, increased the tax base in Dare County, N.C., from \$11 to \$25 million in an 8-year period.

Also, and this is significant to local residents of Worcester County, the tax rate was reduced from \$1 to 80 cents per \$100 of assessed valuation. The tourist trade around the area virtually doubled in the 8-year period, bank deposits doubled, and land values multiplied in the vicinity of the national seashore. Perhaps most important of all, Cape Hatteras is preserved for Americans who will follow us.

To summarize, the bill before us today allows us to preserve our heritage of the good life outdoors as well as protect a great natural

resource. It allows us to satisfy the recreation needs of millions of people as well as insure the economic development of Worcester County. Finally, it enables prudent public officials to make a wise investment choice regarding the use of public funds that must be expended for protective dunes under any plan to develop the island.

Thank you, Mr. Chairman.

Senator BIBLE. Thank you very much, Congressman Sickles.

The Senator from Colorado?

Senator ALLOTT. No questions.

Senator BIBLE. The Senator from Idaho?

Senator JORDAN. No questions.

Senator BIBLE. Senator Simpson?

Senator SIMPSON. No questions.

Senator BIBLE. Our next witness will be Congressman Morton.

**STATEMENT OF HON. ROGERS C. B. MORTON, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF MARYLAND**

Mr. MORTON. Mr. Chairman, I appreciate very much the opportunity to appear before this committee. I will say one thing about this: The price is getting better all the time.

It was \$7 million last year. It is \$16 million this year. Maybe if we can put it off another year we can get it up to \$25 million. I think the opposition would dry up.

Mr. Chairman, first. I want to thank you and secondly I would like to say that there are under study two major Federal projects in this area which can have an important effect on the development of the local economy and are of considerable national importance.

One of these projects is the connection of Sinepuxent Bay with Chesapeake Bay by means of a short canal and the development of the Pocomoke River Channel. This would connect this body of water which you see on the map north of the island with the Chesapeake Bay, which, if it were included on this map, would be directly north as you look at it.

Actually, on the ground, it is west. This waterway would be a very important part of the development of this part of our coastline.

The other is the development of Assateague Island into a national seashore.

Assateague Island is a sand barrier stretching from the Ocean City Inlet to the Chincoteague Inlet, some 33 miles in length of which 21 miles are in Maryland, representing approximately one-half of Maryland's coastline. The Virginia portion of the island is largely occupied by a Federal game refuge operated by the Fish and Wildlife Service.

The proposal before this committee is the bringing forth of legislation which will make of Assateague Island a national seashore available for outdoor recreation to the public.

Though the consideration of the canal is not germane to the bill under consideration, it should be pointed out that the canal and the waterway achieved through its construction will have a very significant effect on the utilization of the island as a recreation facility, and on the total economic welfare of Worcester County.

The proposition of Federal and State acquisition of Assateague Island is a very controversial one. It should be pointed out here for the full understanding of this distinguished committee the nature of this controversy.

In area, the total island represents about 18,000 acres. For a good many years the ultimate use of this property has been under discussion and under consideration by a number of agencies of Government both State and Federal as well as by a number of private groups.

At the present time there are approximately 3,100 property owners owning either subdivided building lots or larger tracts of the island. The Maryland portion of the island is about 6,665 acres and is assessed at slightly more than \$3 million.

The property owners pay to Worcester County and the State approximately \$55,000 a year in taxes. This assessment represents about 3 percent of the total assessment of property in the county and if it were abandoned or lost would necessitate a tax increase of 6 cents per \$100 of assessed value in order to make up the loss in revenue.

This is one of the basic factors of the controversy—the fear on the part of the county officials of losing a much needed and important portion of the county's annual tax revenue.

Most of the property owners who have bought lots on Assateague invested in this property in the hope that some day they could construct for themselves a summer cottage for seasonal use or for use in retirement.

On the question of public development, the property owners are divided. The Ocean Beach Club, Inc., which represents a large proportion of these property owners, is on record as being very much opposed to giving up their portion of the island in order that it become a national seashore.

I would like to include a letter from the State senator representing the county of Worcester in Maryland as showing his position on this subject, as part of the record.

Senator BIBLE. Without objection, that will be done.

(The letter referred to follows:)

MAY 8, 1964.

Hon. ROGERS C. B. MORTON,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN MORTON: This will acknowledge receipt of the copy of your letter of May 4, 1964, addressed to Hon. Ray Redden. I wish to thank you therefor.

However, as you know, I am opposed to any takeover by the Federal Government of any part of Assateague Island. In the event, however, that this cannot be avoided, I would prefer to see the entire island taken over rather than the proposal which you have advanced, since I feel that such a proposition would be in direct competition with the private industry of Ocean City.

With kind personal regards, I remain,

Very truly yours,

JOHN L. SANFORD, JR.

Mr. MORTON. The State senate and the members of the house of delegates to the Maryland General Assembly and the local board of county commissioners are also opposed to acquisition by the Federal Government.

They feel that the best interests of their community can be served through private development of at least a portion of the island and

particularly that portion which is most suitable for housing and the establishment of supporting commercial facilities.

The position of these public officials of Worcester County is joined by other groups in the county and individual citizens who feel that private development of Assateague Island as opposed to the establishment of a public facility offer much greater opportunities for economic growth of the area.

On the other side of the issue favoring the development of a national seashore and the acquisition of all of the Maryland portion of Assateague by the Federal and State Governments for the purpose of a national park and State park combination are such organizations as the Izaak Walton League, the Maryland Federation of Garden Clubs, the Citizens Committee for Assateague, the editors of the metropolitan press, and many other organizations as well as a wide segment of the general public.

In addition to those above, the Board of Public Works of the State of Maryland, consisting of the Governor, the Honorable J. Millard Tawes, as chairman; the Honorable Louis L. Goldstein, comptroller of the treasury; and the Honorable John A. Luetkemeyer, treasurer of the State of Maryland, after holding public hearings, have firmly positioned this important board in favor of the development of Assateague as a national seashore and State park.

Other agencies of the State have concurred in this position and based on my correspondence or discussions with members of these various State agencies, it is readily concluded that the executive branch of the State of Maryland is across the board on record as favoring the legislation before this committee to create at Assateague a national seashore and State park.

In April 1963, when the Secretary of the Interior again laid before the public the proposition of Federal acquisition of Assateague for the purpose of a national seashore, I met with many local groups in Worcester County for the purpose of developing a compromise plan of limited private development.

This plan is summarized in a bill, H.R. 8755, which I introduced in the Congress on October 8, 1963. This proposal contemplated reserving approximately 12 percent of the Maryland portion of the island and committing the balance of 88 percent of the Maryland portion to public use as a recreation area. This plan was not favorably received by the Department of the Interior though it was acceptable to nearly all local interests.

This meant that out of the 21 miles of the Maryland beach, only 5 miles would be used for private development and 16 miles of Assateague's broad beach would remain completely conserved in the natural state for use as a public recreation area.

In order to carry this proposal to completion, however, there were complicating legal problems. It would have been necessary for present property owners to exchange property or to sell their present property with an opportunity to buy again in another location.

This was necessary in order to compress and consolidate the privately reserved area into as small packages as possible and to insure that private development took place only on those particular parts of the island which are most suitable for it.

In the face of a negative response by the administration to the proposition of limited private development, we then considered a further compromise of reserving a portion of the island for concession development.

These concessions would be facilities for accommodations such as lodges and motels, restaurants, and other required services, all of which would insure the best opportunity for maximum utilization of Assateague by the public.

It was further conceived that these concessions be taxable by Worcester County and the State of Maryland though they actually be located on Federal property. The Department of the Interior assured me that this was a suitable arrangement for which there was precedent in other national parks.

The establishment of concessions assessed and taxed by the county at the outset would make up for at least a substantial part of the lost tax revenue due to acquisition by the Government.

The concessions also would insure a far greater utilization of the island than the day-use-only concept in the original Udall plan. The influx of large numbers of visitors by reason of the concession facilities would also provide the opportunity for additional economic growth in the surrounding area.

There are specific requirements which I believe must be incorporated in any legislation establishing a national seashore on Assateague. They are:

(1) It should be made clear that Worcester County will be relieved of its obligation for its share of the cost of the almost-completed bridge connecting the island with the mainland. This obligation amounts to approximately one-half million dollars.

(2) The responsibility for the establishment of suitable concessions by the Park Service shall be spelled out and authorized by Congress so that we don't run into the situation of removing the property from the tax rolls and then doing nothing about the establishment of concession facilities.

These two points are covered in H.R. 11117 which I introduced in the House May 4, 1964, when I found that the earlier plan of limited private development would not receive favorable consideration by the Department of the Interior.

And, I understand that these two requirements are met through the amendment to the Senate bill.

Many of the opponents of this legislation and some of those who are opposed to the idea of public development for Assateague have labeled the proposed action by the Federal Government as a "Federal takeover."

They have stated that the passage of this bill would represent a misuse of Federal power. They have proclaimed that their constitutional property rights are being denied.

If this were true or if the sovereign right of the State of Maryland in connection with the peaceful use of its lands were being infringed upon or dominated by the Federal Government, I would be unalterably opposed to this proposition; but the facts are the National Park Service has been invited by the State government of Maryland, representing its citizens, to establish on Assateague a national seashore, and

the Congress is being urged by the administration of the State to enact legislation authorizing this to be done.

Therefore, Mr. Chairman, I urge that this committee favorably consider the proposed legislation provided it be amended to conform to my bill, H.R. 11117.

In addition to this, Mr. Chairman, and because of the deep feelings expressed by many citizens, I urgently request that the opponents of this proposal be given the opportunity to be heard before this subcommittee of Congress and that their views be fully considered.

Senator BIBLE. Thank you very much, Mr. Congressman. In response to your last paragraph, I think you heard my statement, that we will have full, complete and adequate hearings, and we will have a field inspection early next year.

Obviously, that cannot be done in this session of Congress. I am sure you heard my reasons for having this preliminary meeting, so we know exactly what we are talking about.

May I ask you this question: You say you favor this legislation provided we amend it to conform to your bill H.R. 11117. Does the amendment referred to by Senator Brewster in making this size approximately 15 miles in substantial conformity with your legislation on the other side?

Mr. MORTON. I think we are talking about two different things, Mr. Chairman. What I am referring to in the terms of the amendment is this: The basic difference between the Brewster bill and the bill we refer to in the House is that the Brewster bill did not incorporate the authorization for concession facets, and the reservation of a tract of land for that purpose. These concessions would be taxable by Worcester County and established within the regular framework of the Park Service.

That is what I am talking about. The main thing that I am interested in doing here is saving a little of our bacon. I feel that if we do have some overnight facilities there, and we are assured that we are going to have some overnight facilities, not enough to compete with Ocean City, certainly not—Ocean City wouldn't even feel that—enough so that we will achieve maximum utilization of the seashore by the public, so folks can go there and stay there, like they can at Cape Hatteras, like they can at the Everglades National Park, like they can in the Yellowstone National Park, so folks can come there and the lady of the family can enjoy one thing and the man can go surf fishing, if he wants to. But there has to be on Assateague some concession facilities, some place for them to stay, or otherwise we will put this tract of land in mothballs.

If we put it in mothballs, I think Worcester County will be deeply hurt.

Senator BIBLE. My understanding is that the amendment presented by Senator Brewster would come very close but not identically to what you are saying.

Mr. MORTON. I think if I could direct a question to him—the language of the amendment was taken from our bill?

Mr. ELLERY WOODWORTH (legislative assistant to Senator Brewster). That is correct. Yes, sir.

Senator BIBLE. As I understand it, even with that written into the law, you still would not favor the legislation unless it is made clear

that Worcester County would be relieved of its obligation for its share of the cost of the almost completed bridge connecting the island with the mainland.

You think that is a condition precedent, and I assume that is written into your bill.

Mr. MORTON. Yes, it is. The problem here is the question of whether we have the right here to legislate on that matter which is a right between the State government and the county of Worcester.

However, this certainly, I think, with the Governor's letter that was put into this record, and as the report would probably show, the intent of Congress would be that this obligation would be carried out.

The facts are that this county cannot afford this obligation, and it would just hamstring them. Under the circumstances of this being a national seashore, they would have a very difficult time. It just wouldn't be a practical financial way to work it out.

Senator BIBLE. I just wanted to clarify your position. As I understand it, you are the Congressman representing this district?

Mr. MORTON. That is correct, Mr. Chairman.

Senator BIBLE. How large is Worcester County?

Mr. MORTON. In area or population?

Senator BIBLE. Population.

Mr. MORTON. It is in the 20,000 area. Of course, it varies a lot. In the summertime it goes up manyfold because of Ocean City.

Senator BIBLE. But the year-round population is about 20,000?

FROM THE FLOOR. May I say a word at this stage? I want to ask him if he represents the property owners of Assateague Island.

Senator BIBLE. The Chair will not permit questions from the audience. This is going to be run in an orderly fashion. Everyone is going to have the opportunity of having their say. The Chair will not tolerate any type of demonstration from the audience.

We are simply trying to wrestle with a difficult problem. We are doing our best to work it out.

The Senator from Colorado.

Senator ALLOTT. I have two or three questions, Mr. Morton. Do I understand that Worcester County goes down to the Virginia line?

Mr. MORTON. That is correct.

Senator ALLOTT. The second question: This bridge is approximately 9 miles south of Ocean City. I have been so informed.

Mr. MORTON. That is correct.

Senator ALLOTT. And is it not a fact that the Ocean City area is already—I was going to say overdeveloped—overdeveloped in the minds of some of us—but isn't it a fact that it is already developed almost to the maximum of its possibilities?

Mr. MORTON. I don't think I am qualified to answer that because I don't know how many additional lots there are available on which there are no buildings—that buildings can be legally and practically put on.

But Ocean City is a very highly developed area. Then, North Ocean City, which extends from the limit of Ocean City to the Delaware line, is becoming more developed all the time. It is growing quite rapidly.

Senator ALLOTT. Then, it has developed northward to the Bethany Beach area?

Mr. MORTON. Northward to the Delaware line.

Senator ALLOTT. So, for some considerable distance the Ocean City area, as far as waterfront property is concerned, which is what most people are looking for, and most commercial institutions are looking for, is already what could be moderately described as well developed.

Mr. MORTON. It certainly could be described as such; yes, sir.

Senator ALLOTT. The next question I want to ask you is whether or not Maryland has a county zoning provision within its laws or constitution, and if this area is zoned?

Mr. MORTON. The answer to the first part of your question as to the zoning laws: there is a degree of local option in the zoning laws established by the counties.

Senator ALLOTT. But, the counties have the right to zone?

Mr. MORTON. They do.

Senator ALLOTT. Do you happen to know whether this particular area has been zoned?

Mr. MORTON. Which area is this?

Senator ALLOTT. Assateague.

Mr. MORTON. I am not qualified to answer that.

Senator ALLOTT. The last question to answer to ask you is this: Respecting the tax base in Worcester County, which the county commissioners are justifiably concerned and interested in, is it not a fact, and you are a businessman, that if this created a national seashore, and if the bridge is completed this fall, which I take it is an assured fact, that the areas in Maryland and in Worcester County along the road leading to the bridge which would not be touched by the park, would represent over a period of 2 or 3 years at the most a very substantial increase in property valuation?

Mr. MORTON. I think I am testifying here as an expert on real estate development, and obviously, Senator, I am not. But, tourism has a proliferation that is felt throughout an area where it exists in various forms.

We bring in a large number of people to Ocean City, for example, who are visitors, weekend visitors. These people certainly have an effect on the economy, just by buying gasoline and that sort of thing. I have been down to Cape Hatteras about four or five times and have studied there the impact of that particular national seashore on the local economy.

Even though the numbers of visitors to Cape Hatteras are much, much smaller than those that would be contemplated to visit Assateague—just because of the accessibility factor—even though this number is much smaller, the effect that this has had on the economy in Dare County, and in those counties which surround Cape Hatteras, has been remarkable.

Chairman Bonner, of the Merchant Marine and Fisheries Committee, who represents that area, told me that—

You know, you have the same situation that we had. Everybody in the local area was against this proposition and now they are all for it because it has brought a tremendous amount of business into this area.

Senator ALLOTT. Perhaps I shouldn't have asked the question the way I did, Mr. Morton, but I think everyone who has had any experience with this sort of thing realizes that while there would be this \$55,000 loss to Worcester County, there would also be an increase in the

area in Worcester County immediately west of the bridge and along the highway leading to the bridge. There would be an increase in valuation which would ameliorate to a great extent, I believe, over the period of 3 to 5 years, the losses they would suffer in Assateague.

Mr. MORTON. If the Congress is willing to accept the amended proposal, and I think we will hear from the Secretary, and I am anxious to hear what he says in connection with this, we are going to not only ameliorate the situation due to that, but we are going to establish these concessions and these concessions themselves will be taxable.

So, we will pick up some of that revenue right quick.

Senator ALLOTT. Yes; I was aware of that. I was thinking of the matter wholly separate from the concessions which I understand you were speaking to.

That is all I have.

Senator BIBLE. The Senator from Idaho.

Senator JORDAN. Congressman, I am sure I share the concern of the county officials in losing a much-needed and important portion of their county's annual tax base.

You did make one statement on page 2 that the assessment represents about 3 percent of the total assessment of property in the county. Is that correct?

Mr. MORTON. That is correct. The property at this point in time is assessed at \$100 million and the property on Assateague Island is assessed at about \$3 million.

Senator JORDAN. And that is the 3 percent. The amendment to which Senator Brewster referred, and to which you have also referred, would, in effect, move toward the restoration of that tax base by this 600-acre provision that you have set aside.

Mr. MORTON. Providing that the Park Service goes ahead and establishes these concessions on the property.

Senator JORDAN. Thank you.

Senator BIBLE. Are there any further questions?

If not, thank you, Mr. Congressman.

Mr. MORTON. Thank you, Mr. Chairman.

Senator BIBLE. Our next witness is Congressman Downing.

STATEMENT OF HON. THOMAS N. DOWNING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. DOWNING. Mr. Chairman and gentlemen of the committee, I thank you for this opportunity. My name is Thomas N. Downing, and I am Congressman from the First District of Virginia, in which district that portion of Assateague lies, and which is now under ownership of the Federal Government and is a national wildlife preserve—very beautiful.

Mr. Chairman, I thank you for allowing me to appear here. My statement will be brief.

Generally, my people favor the original Udall or Brewster plan which envisioned the Federal acquisition of the entire island with no concessions and no acreage reserved.

However, we felt this for this reason: We think first that that unique island will be of benefit to the American public, some 30 to 40 million being within a day's drive. With the completion of the

Chesapeake Bay Bridge Tunnel, it even makes this island more accessible.

Also, we want to preserve the oyster resources of Virginia, and any rapid development of the island would destroy that resource. The Tom's Cove oysters are particularly delicious and succulent, and we have bountiful supplies of them.

We would not like to see that resource destroyed or diminished. Whereas, we favor the Udall plan, we do not oppose the amendment offered by Congressman Morton and Senator Brewster, provided similar acreage is reserved on the Virginia side.

You will recall the Brewster plan and the Morton plan requires 600 acres to be reserved for concession use.

Senator BIBLE. Why do you put that proviso on, Mr. Congressman? I didn't understand that we had any land in Virginia in this proposal.

Mr. DOWNING. All on the Virginia side has been acquired.

Senator BIBLE. I understand.

Mr. DOWNING. However, there is an area near the bridge which connects Chincoteague with Assateague, which is presently under the authority of a quasi-State agency known as the Chincoteague-Assateague Bridge and Beach Authority.

They have a restaurant there, and people go there and view the wildlife and eat at the restaurant. I don't know what that acreage is. But, we would like to have the same use of that acreage as is proposed under the Brewster amendment and Morton bill, which would allow Maryland 600 acres for the same purpose.

We don't require 600 acres. Perhaps a lesser number of acres would do the same job. But, if we could get that amendment included, and I, at a later date, will offer such an amendment for consideration by this committee, we would want it. We would also be extremely interested that no legislation affect our ponies.

Perhaps you gentlemen are familiar with the Chincoteague ponies. We have just had a pony swim.

Senator BIBLE. There isn't anything in this particular bill that would affect it.

Senator ALLOTT. Congressman, I am not half as much interested in the ponies as I am in the oysters.

Mr. DOWNING. I wish I had some right now, Senator.

The ponies are important, however. We have 300 or 400 of them on Assateague which have grazing privileges under the Federal Government and we would like to see those grazing privileges continued.

Also, if the acreage is reserved to Virginia, as is proposed for Maryland, I would be hopeful that the present Chincoteague-Assateague Authority, which is composed of individuals in the Chincoteague area, would have priority over the operation of that reserved acreage.

These people worked very diligently to provide a bridge from Assateague to Chincoteague, and it is financed by a bond issue. Those people would be the most appropriate people to run the reserved acreage.

Finally, Mr. Chairman, I understand that the Department of the Interior is planning on acquiring 10 acres for administrative provisions of Assateague, and that this acreage would be on the mainland. I just learned that this morning. If the Department of Interior does need 10 acres, I would like to suggest, Mr. Secretary and gentlemen.

that you utilize the Chincoteague Naval Air Station which was abandoned in 1958 and which contains around 1,000 acres, and which is readily available and adjacent to the islands.

Mr. Chairman, that concludes my statement.

Senator ALLOTT. Where is that naval air station?

Mr. DOWNING. The Chincoteague Naval Air Station?

Senator ALLOTT. Yes. Would you point it out on the map?

Mr. DOWNING. The naval air station is in the area I am now pointing to.

Senator ALLOTT. It is not on the island?

Mr. DOWNING. No; not on the island but adjacent to it. It is a huge naval air station which was abandoned in 1958, and, which is now partially occupied by NASA and another Federal agency.

Senator ALLOTT. Thank you.

Senator BIBLE. Does that complete your statement?

Mr. DOWNING. Mr. Chairman, I would like permission to insert a letter from the Secretary of the Treasury, Mr. Roy C. Tolbert, of the Chincoteague-Assateague Bridge and Beach Authority, which sets forth their position in regard to the Federal acquisition of this island.

Senator BIBLE. Without objection, the letter will be made a part of the record.

(The letter referred to follows:)

CHINCOTEAGUE-ASSATEAGUE BRIDGE & BEACH AUTHORITY,
Chincoteague, Va., August 8, 1964.

HON. THOMAS N. DOWNING,
*Old House Office Building,
Washington, D.C.*

DEAR MR. DOWNING: As has been stated before, the members of the board of commissioners of this authority are unanimously in favor of Federal acquisition and development of Assateague Island in accordance with Senate bill No. S. 2128, dated September 9, 1963, and introduced by Mr. Jackson for Mr. Brewster and Mr. Beall. (Udall plan.)

In the event this bill is not approved we understand that the beach part of Assateague Island located in Virginia might possibly be considered for a national seashore park. It is our opinion that the development of one portion of Assateague Island as a free public recreational area, leaving the remainder to be promoted by private enterprise for speculation, would be unfair. In view of the revenue in taxes a State derives from private development this would tend to show some favoritism between the two States involved.

However, if no other alternative is offered, we will be willing to sell to the Department of the Interior all of our assets, same to be used in conjunction with establishing a national seashore park encompassing all of Assateague Beach within the State of Virginia. In view of the population explosion and the rapidly increasing demand for outdoor recreational facilities the area which we now have leased would soon be outgrown and the additional area in Virginia would be needed.

We have also reviewed bill No. H.R. 1117, dated May 4, 1964, and introduced by Mr. Morton. We are not in favor of this bill however if a compromise is made between the two bills we would like you to request that, in reference to section 7(A), page 7 of Mr. Morton's bill, Virginia receive the same rights and privileges as are given to Maryland. We have little doubt that in due time there will be a connecting road between the Maryland and Virginia bridges, therefore we feel you were right in your thinking—the Virginia side of Assateague should have an area that can be developed if or when it should become feasible or necessary.

Here are a few more points we would like to have stressed: First, the importance of our seafood industry and the damage that could be incurred by water pollution. This is especially true of the Tom's Cove area.

Second, some kind of assurance that the Chincoteague-Assateague Bridge will remain open and the beach will be accessible on a schedule at least similar to the one we now have (summer: open 4 a.m. to 10 p.m.; winter: 6 a.m. to 6 p.m.).

There is a difference in the operating policies of the Bureau of Outdoor Recreation and the Bureau of Sport Fisheries and Wildlife. Conservation of our wild fowl is the Wildlife Bureau's first consideration and, with our road transversing the national wildlife refuge, there is a very good possibility that, in the interest of the birds, the road and bridge would be opened and closed intermittently. This point is of some interest to the whole Eastern Shore of Virginia. Although the shore has been referred to as a depressed area little has been done about it. The people on the shore would prefer to take care of themselves and of late have been "courting" the tourist trade. Since the opening of our little bridge there has been a decided increase in business in this whole area.

Third, for many years the original members of this authority worked diligently, gave freely of their time and traveled many miles at their own expense to make a beach accessible to the people of Chincoteague and its visitors. The fulfillment of our dream has not lessened our interest in this project. We know that the National Park Service usually leases its concessions to individuals or groups of individuals however we feel that this authority is better qualified and is more interested in what would be best for the public than any private enterprise could be, therefore we would like to maintain our interest in this public use area if possible.

Fourth, although the Wildlife Bureau does not consider them as such, to the people of Chincoteague the wild ponies are the most important wildlife now living on Assateague. The pony grazing lease issued to the Chincoteague Volunteer Fire Co., and subject to renewal this year, should be mentioned and given careful consideration.

Your attention is appreciated.

Very truly yours,

ROY C. TOLBERT, *Secretary-Treasurer.*

Senator BIBLE. Are there any questions?

If not, thank you very much, Mr. Congressman.

Senator BIBLE. Our next witness will be Congressman Long.

STATEMENT OF HON. CLARENCE D. LONG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. LONG. Mr. Chairman, I am Clarence Long and I represent the Second District of Maryland, in the north-central area of Maryland, far enough away from here to be in a position to take a detached view of this whole problem.

Mr. Chairman, I appear today to urge that this committee approve legislation to make Assateague Island a national seashore park, and to allow the Secretary of Interior to set aside a limited portion for hotel and other commercial accommodations to provide for greater public use of this proposed park.

Assateague is one of the few remaining beaches on the eastern seaboard still in a natural state. It is sufficiently near centers of population to offer recreational opportunities to large numbers of people.

Although some Assateague property owners oppose making the island a Federal park, the majority of owners ultimately would benefit from this legislation, since it would repay them for land which is otherwise likely to remain unsuitable for private development.

Large sums will have to be spent by the Government for improvement of Assateague whether for public or private use. Since the public is going to put up the money, the public should benefit.

If it turns out to be a mistake to make Assateague into a Federal park, it can always be turned back to private use. But once hundreds of homes and hotels are built throughout the island, it would be impossible to reconvert it to public use.

In summary, the island's natural state and proximity to population centers make it an excellent site for a national park; the public must pay for improvement of Assateague whether development is private or public and thus the public should benefit; property owners would be unburdened of land unsuitable for private development; and Maryland and the Nation would enjoy great recreational benefits from an Assateague National Seashore Park.

Thank you.

Senator BIBLE. I thank you very much, Mr. Congressman.

Are there any questions of Congressman Long?

Senator SIMPSON. Congressman Long, what do you mean when you say, "Large sums will have to be spent by the Government for improvement of Assateague whether for public or private use"?

Mr. LONG. Because, as I understand it, the island in its present state, without protection from the winds and the waters, is largely unusable.

In fact, a considerable number of homes have been built before this and have been destroyed by storms. So, unless considerable sums of money, I understand a good many million, are spent, the island will continue to be unusable.

Senator SIMPSON. They couldn't be expended without the sanction of Congress, could they?

Mr. LONG. They would have to be spent by the Federal Government, the State, or the county. The county cannot afford it. The State, I think, is unwilling to spend it, so, of course, the Federal Government would have to do it.

My point is that the so-called private use of this island does not really exist at the present time without large sums of Government money spent on it.

If the Government does spend it, then it ought to be put to public use.

Senator SIMPSON. Where is your district?

Mr. LONG. Baltimore County.

Senator SIMPSON. You are not in this district?

Mr. LONG. No; I am not. My district is in Baltimore, Harford, and Carroll Counties, in north-central Maryland.

Senator SIMPSON. It is difficult to tell what one's district is under the Supreme Court ruling.

Mr. LONG. I stand to lose under that ruling probably about a quarter of a million people.

Senator BIBLE. Are there any further questions?

If not, thank you very much.

The next witness will be the Secretary of Interior.

STATEMENT OF STEWART L. UDALL, SECRETARY OF THE INTERIOR

Senator BIBLE. Mr. Secretary, have anybody you desire to accompany.

Secretary UDALL. Thank you, Mr. Chairman.

I would like my statement to appear in the record and I will summarize the highlights.

Senator BIBLE. Without objection, the statement will be incorporated in full in the record.

Secretary UDALL. First, in a general way, I would like to say this, Mr. Chairman. This is not only one of the hardest working subcommittees but, as the chairman well knows, it is one of my favorite committees in the Congress.

I think the Senate Interior Committee has done an outstanding piece of work during this Congress. There is more and more favorable comment in the press. I noticed an interesting editorial in the New York Times this morning, recognizing that this Congress has an opportunity during the next 2 weeks to go down in history as one of the great conservation Congresses of this century.

Every generation of Congress that comes along does significant things. We are hopeful that—with the conservation fund bill, which the Senate may take up today or tomorrow, the wilderness bill, and at least the first installment of the new national park and outdoor recreation legislation under the fund bill—this will be an outstanding Congress indeed. The prospect at the moment, and it is a good prospect—the House has the bills that the Senate has already passed, one in the West, the Canyon Lands National Park in Utah; one in the midcontinent section of the country, the Ozark rivers proposal; and the Fire Island National Seashore—is that three major park bills are good bets to become law this year as the first installment of this new effort in the out of doors.

I wanted to say, because I think it is important that we put it in perspective for this committee and for the country, what we in the Department are trying to do in terms of our national seashores.

The truth of the matter is that there are only a few areas remaining on the eastern seaboard that could qualify as national seashores. The last Congress approved the Cape Cod National Seashore.

Then we have Cape Hatteras, established in 1953, the only other area on the Atlantic coast. This Congress, it appears, will pass Fire Island. There are only two or three other remaining areas, Mr. Chairman, and Assateague is one of them, that are large enough, that have the scenic qualities, the natural resource values, that would qualify as national seashores.

So, this is a work that should be accomplished as soon as possible. Not that there isn't a tremendous job that the States and counties must tackle in setting up smaller beach parks and seashore parks, but really, between Fire Island and Cape Hatteras, this is the only area on the Atlantic coast that in our opinion will ever qualify for inclusion in the national park system.

During the last 2 years, we have gone through a very interesting gestation period, as far as the Assateague proposals are concerned. I think it is most significant that we have reached a compromise, as far as the congressional delegations and the Department are concerned. I think this compromise, this latest proposal is a good one.

I should like to commend both Senator Brewster and Congressman Morton particularly. Although they are of different political faiths, they work together, standing shoulder to shoulder together here for a sound bill. I think that is the type of statesmanship that produces sound laws instead of merely arguments.

Therefore, it is our feeling that the committee is certainly acting with foresight, as the chairman indicated, in planning to give everyone an opportunity to be heard, yet realizing that time is working

against us on this proposal, and that probably next year is the year of decision for Assateague.

The fact of the matter is that much of the controversy has been eliminated. We know that some of the lot owners on Assateague are opposed and will remain opposed. We can understand their feelings. But, with your permission, I will read to the committee—and I am sure the chairman has this and perhaps has put it into the record—a letter sent to you last week by one of the lot owners, a man who resides in Alexandria. It is such a compelling and eloquent statement that it seems to me it puts the decision, the big decision, into very sharp focus.

This man is George Brickelmeyer. He wrote:

My wife and I own two lots in Assateague Island bought in 1952 from the Ackerman organization. We thought of this purchase partly as an opportunity eventually to build a seashore home and partly as an investment.

We realized the delay inherent in the project due to the time it would take to build the bridge. Now, we realize that what we most love about the island would be destroyed by ourselves and many people like us who attempt to keep the island only for themselves.

The very fact of possession, with the attendant bulldozing, paving, removal of natural cover, loss of wildlife, defeats what we were looking for. Gradually we have come to feel that this, one of the few remaining natural shorelines, should be developed in such a manner to preserve as far as possible its natural sweep and beauty and make it available to many people instead of a few.

There is no reason why with careful far-reaching planning we cannot make Assateague a place where many people can enjoy themselves and the while maintaining the base necessary for wildlife, the natural cover and dune preservation.

These things are not and cannot be irreconcilable. There are a wealth of areas along the Delaware-Maryland coast where land is available, where land does not have the problem of conservation and protection, since the subdividing, bulldozing, and roadbuilding have occurred.

There is no lack of areas to build summer homes. The removal of Assateague from the commercial subdividers would create no shortage and no hardship. The payment of fair value to the present Assateague owners would leave them presumably able to pay current prices for possibly equivalent property in other locations where building has already occurred.

It seems to me that this summarizes the situation properly in terms of the choice that is offered.

I think it is significant that the Maryland State people have had an opportunity to consider this, have held hearings on it, and that the State favors the proposal. Indeed, it is a necessary predicate to action by the committee.

What we really face at Assateague, as we faced it at Fire Island, is the fact that opportunities which seemed to be lost were regained as a result of the March 1962 storm. I think the evolution of the Fire Island proposal is one of the most extraordinary things that has happened in the conservation field.

I went up there after the storm, in June 1962, and I was told by none less than the very formidable Robert Moses that I was 20 years too late, that he and others had looked at this area, that the cost was too high, that nothing could be done. Indeed, they had a plan to develop it and run a four-lane road down this rare remaining natural seashore area.

Any why wouldn't I be a good young man, go back to Washington and leave them alone.

I went back to Washington. But the people of New York and Long Island, the local people, the people in this great metropolitan area, organized a campaign for a national seashore, and we ended up with a proposal that this committee largely framed, which eliminated all of the controversy.

Today everyone, including the local people who own land in the immediate vicinity, are for the bill. At Assateague Island, again, I think we have the same type of opportunity. This is an area which, once the subdivision began, was written off by the National Park Service in 1955 as an area which could never be acquired as a national seashore.

The 1962 storm, however, made it clear that it would take a very substantial expenditure of public funds to protect the area. Under the circumstances, the island should be preserved as a national seashore to provide outdoor recreation for all the people in these growing nearby metropolitan areas.

In closing, Mr. Chairman, I should again commend the Maryland officials and the members of the Maryland congressional delegation, all of them. I think there is complete unanimity in the delegation on the proposal at this time.

I would like to thank the members of the committee also for giving its attention to this proposal. I think it is a good thing for the committee before it goes home—to indicate, as you have, that there will be full hearings next year, and that a decision, hopefully, will then be reached.

With the completion of the bridge later this year, I think that everyone, the lot owners, the State, and the Members of Congress, have a right to expect that a decision, a firm decision, will be made and should be carried out one way or the other, so that everyone concerned can make his plans accordingly.

I commend the committee for holding this hearing this morning and I think that the testimony already taken indicates that we have made a great deal of headway in the last few months in trying to reconcile divergent points of view.

(The statement referred to follows:)

STATEMENT OF STEWART L. UDALL, SECRETARY OF THE INTERIOR

Mr. Chairman and members of the committee, I am pleased to appear before you today to endorse this proposed legislation for establishment of the Assateague Island National Seashore. Accompanying me are Director Crafts of the Bureau of Outdoor Recreation, Director Janzen of the Bureau of Sport Fisheries and Wildlife, and Assistant Director Price of the National Park Service, who are prepared to answer specific questions regarding this proposal.

Some time ago, I assigned to the Bureau of Outdoor Recreation the responsibility for coordinating our studies of the project. The National Park Service and the Bureau of Sport Fisheries and Wildlife have assisted materially in this undertaking.

If this national seashore is established, the primary responsibility for its administration and development, subject to management of the wildlife refuge at the south portion of the island by the Bureau of Sport Fisheries and Wildlife, will rest with the National Park Service. Assistant Director Price of the National Park Service therefore has prepared for presentation to the committee a factual statement explaining in some detail the various features and values of Assateague Island and setting forth our plans for development of the area if it is authorized by the Congress.

A short background statement may be helpful to this committee. Various studies have been made of Assateague Island. The first significant investiga-

tion was in 1935, when the National Park Service conducted its initial survey of the Atlantic coast to ascertain which areas along the coast should be acquired and preserved for public use and enjoyment. Assateague Island was identified in that study as one of 12 areas that were suitable for national seashore status.

Again, in 1955, the National Park Service surveyed the Atlantic and gulf coasts to obtain up-to-date information on various seashore possibilities. By this time, however, much of Assateague Island had been subdivided by a private developer and lots were sold to several thousand individuals. At that time, because extensive private development appeared to be imminent, the National Park Service believed the opportunity to acquire the area for public recreation had been lost. For that reason the island was not recommended for Federal or State ownership in the report entitled "Our Vanishing Shoreline."

Comparatively recent events, however—particularly the severe storms of March 1962 which caused the inundation of much of the island—raised serious doubts as to the feasibility of private development in the manner planned. We therefore considered various alternatives including the possibility of a Federal seashore area. Governor Tawes of Maryland and I agreed to make a joint study to determine the best use of Assateague. It is our final conclusion that the greatest public benefit would be achieved through public ownership and development of the island. A special report prepared in 1963 by this Department recommended that a national seashore be established encompassing all of Assateague Island. Under this plan the Maryland State Park would remain State-owned and the Chincoteague National Wildlife Refuge on the Virginia end of Assateague Island would retain its identity.

On September 10, 1963, we submitted to the President of the Senate and the Speaker of the House of Representatives letters transmitting draft legislation to provide for establishment of the Assateague Island National Seashore. Subsequently S. 2128, H.R. 8371, H.R. 8385, and H.R. 8755, superseded by H.R. 11117 have been introduced in Congress. We have studied these various proposals and are making separate specific recommendations concerning them. The most recent proposal, H.R. 11117, contains a provision for a concession area in the national seashore which is acceptable to this Department. That bill would authorize the setting aside of an area of 600 acres to permit the construction by private persons of suitable overnight and other public accommodations for visitors to the seashore. The land on which these accommodations would be located would remain the property of the United States, but the facilities shall be subject to taxation by Worcester County and by the State of Maryland.

There is, of course, the problem of beach erosion control and hurricane protection for Assateague Island. Pursuant to a resolution adopted by the House Committee on Public Works in June 1963 the Corps of Engineers has instituted a study of beach erosion control and hurricane protection on the Atlantic shores of Worcester County, Md., which includes all of the Maryland portion of Assateague Island. The corps has conducted hearings on this matter. In this connection, we believe it is important that there be full coordination between the Secretary of the Army and the Secretary of the Interior in the planning of protective works on Assateague Island. We also believe that any works that may be undertaken by the Chief of Engineers should be in accordance with a mutually acceptable plan that is consistent with the purposes of a national seashore.

Assateague Island is ideally located to serve the large population centers of Washington, Baltimore, Wilmington, and Philadelphia. It constitutes one of our few remaining opportunities to provide for the seashore recreation needs of the several million people living in this region. I urge that favorable action be taken on this proposal at the earliest opportunity.

As previously stated, I have with me Directors Crafts and Janzen and Assistant Director Price. They will be pleased to supply such further information as may be desired by the committee.

Senator BIBLE. Mr. Secretary, would you comment upon the amendment referred to by Senator Brewster in his opening statement and also mentioned by Congressman Morton in his statement, as being incorporated in his bill, the set-aside provision?

Would you explain how that works, that 600 acres?

Secretary UDALL. Our report favors this as a compromise, for, as you know, we try to be as flexible as we can, just as this committee tries, within the context of protecting the National Park Service standards, to compromise where compromise is feasible.

What we would do is take the 600-acre area indicated on the map as relatively near the bridge, and set it aside as an area to be developed in the same manner that concessions are developed by private enterprise in our existing national parks.

All the members of the committee are familiar with that. This area would have a varied type of development, both overnight facilities, special camping facilities, and the type of stores and other facilities necessary to meet visitor needs. These concession-type developments would explicitly be made taxable. Thus they would provide and are intended to provide much of the tax base that the county would otherwise lose.

Indeed, we are convinced that this plus the increase in tourism potential will more than offset what would be lost if the land were merely developed for private purposes.

So, this would be a zone to be developed on a commercial basis, under the usual policies of the National Park System, with private organizations taking care of the needs of those who visit the seashore.

I think this is a good compromise solution to the problem that we are confronted with.

Senator BIBLE. Do I understand correctly that title to the land embraced in the 600 acres is now in private ownership?

Secretary UDALL. Yes. That is correct.

Senator BIBLE. If this became law, and this amendment was adopted to conform with Congressman Morton's proposal, as I understand it, the Secretary of Interior would acquire this land in fee simple, the 600 acres?

Secretary UDALL. That is right.

Senator BIBLE. And after you acquired it in fee simple, then you would permit individual owners to come in and construct overnight facilities? Is that correct?

Secretary UDALL. That is right, on the usual long-term leases. The property that would be constructed, the buildings and everything, would, as is explicitly provided in the language, be taxable, the full value would be taxable, by the State and local governments.

Senator BIBLE. Have you any estimate of how much tax wealth would be created by doing this?

Secretary UDALL. On the basis of full development—and this is just an estimate, of course—we estimate it would bring in \$30,000 to \$35,000 annually in tax revenue.

Senator BIBLE. That is after the full development of the 600 acres taxable under provisions of the amendment?

Secretary UDALL. Yes.

Senator BIBLE. This theoretically is to compensate Worcester County for their loss of tax revenue that they would have received if the island were fully developed by the 3,100 property owners, I assume?

Secretary UDALL. That is right. That, of course, is only part of the picture, Senator. The normal thing that occurs, as this committee well knows, with any park, where there is an acquisition program, is that some of the land is acquired, and that is taken off the tax rolls.

This is a loss, but the development—both the erection and operation of commercial buildings to provide services for the people who come there, and the moneys spent and what is realized in terms of sales taxes and other taxes—would more than compensate for the loss.

But this is intended to provide relief in terms of real property taxes, because most of your local governments look primarily to local property taxes. It will provide a substantial replacement of the real property taxes that would be lost as a result of the acquisition.

Senator BIBLE. Is there any precedent for this type of approach at any other seashore or lakeshore or national park?

Secretary UDALL. No. I think I have to answer, Senator, that there is not, and that this is a new departure for Atlantic coast national seashores. At Hatteras, at Fire Island, at Cape Cod, there were already existing communities.

What we are really going to do is, in effect, create here what we already had at Cape Cod and at Cape Hatteras, where there were small existing communities, with motels, stores, and facilities of that kind.

Since this island hasn't been developed—due to the lack of a bridge and of approach facilities—there hasn't been the development that would otherwise occur. So, we are really doing the same thing, but we are having to approach it in a different way.

Senator SIMPSON. Will the chairman yield?

Senator BIBLE. Yes. The Senator from Wyoming.

Senator SIMPSON. This seems at variance with the whole principle we have had enunciated by the Park Service with respect to the taking of inholdings. In others the Service was interested, Mr. Secretary, in taking up the inholdings. Here you build new holdings on long-term leases. How long a term would they be?

Secretary UDALL. They would be in the usual types of leases that we have, Senator Simpson. I think most of them are 25 years.

Senator SIMPSON. And at the termination of that time, would you take over the inholding?

Secretary UDALL. No; we would renew the lease, which is not the same thing at all as an inholding. I think the oldest leases we have, practically, are with the Yellowstone Park people and others, where the same company, if it performs properly, goes on and on.

Senator SIMPSON. But it is at variance with the principle of establishing inholdings.

Secretary UDALL. In a sense, it is; yes, but only for this special reason, Senator, that in almost every area you look at, and Sleeping Bear is a good example, you have these communities which already provide the services that people will need. It was our thought here to set aside an area and create a community, a service community.

Senator SIMPSON. In order to provide services?

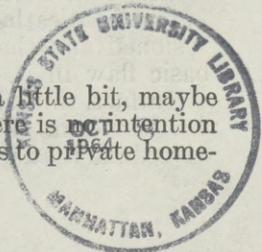
Secretary UDALL. Yes; that is the purpose of it.

Senator SIMPSON. Thank you.

Senator BIBLE. I have no further questions.

The Senator from Colorado.

Senator ALLOTT. Mr. Secretary, I am confused a little bit, maybe by an inadvertent statement that you made, but there is no intention in this 600 acres that you would give long-term leases to private home-builders, is there?



Secretary UDALL. No, this is intended to be a commercial area.

Senator ALLOTT. This is my concept of it. But, you made some statement which might have implied something else.

Secretary UDALL. There would be motels, apartments, stores, and that type of thing.

Senator ALLOTT. In other words, it is to take care of the demands of the public who would come there?

Secretary UDALL. A service community that would provide the services; yes.

Senator ALLOTT. I have never been on Assateague, but what is the comparative difference between the Atlantic shoreline and the bay shoreline? Is the bay shoreline equally or comparatively equally desirable for sunbathing, swimming and these other sports that you talk about?

Secretary UDALL. Do you mean on the bay side? I think the answer there is "No," judging by the look we had over a year ago, Senator. Of course, you get on down to the wildlife refuge, and on the bay side there are these marshes, with concentrations of migratory waterfowl.

Of course, these refuge areas add a great deal of interest to the area, and we do hope to provide some limited and appropriate outdoor recreation facilities in the wildlife refuge.

But the seashore values, the beach values, are all on the ocean side rather than the bay side.

Senator ALLOTT. What is the average width, would you say, of the area down to the Virginia line where the Government would take over?

Secretary UDALL. About a mile, I think, is probably the average. You can see that it does vary. It narrows down up to the Ocean City area.

Senator ALLOTT. I can see that, but not having seen it and just having to look at a map, it is hard to tell whether this is a mile, 2, 3, or 4 miles.

Secretary UDALL. I think the average distance is fairly close to 1 mile.

Senator ALLOTT. I take it you have never considered the possibility that the centerline of this island might be left in private ownership with a wide area along the beaches to public use, and with a certain set-aside for what you have termed "commercial use." I know this is not in conformity with your pattern, but it seems to me that this might be a possibility worth exploring in this particular matter.

Secretary UDALL. Senator, we considered several different proposals. I think I should say that this is one that was considered and rejected.

The real problem that you have there, and this was the thing that was disclosed by the March 1962 storm, is that you need a protective dune. This is the reason that the developer himself, Mr. Ackerman, before his death, concluded that the type of development he had envisioned and that he had promoted with his sales campaign had a basic flaw in it.

In fact, this island is a sandspit. It was moved several yards inland by the storm. The main need is to construct a rather expensive protective dune that would be built to protect what is built in back of it.

Of course, if you are going to have private development you would require a higher dune, one that would be more secure, than if you have a national seashore type of development.

Probably, this would be an ideal place for one of these youth conservation camps, if this program is implemented by the Congress. These youngsters could help in constructing the protective dune that will stabilize the island, because much of the island is not stabilized at the present time.

Senator ALLOTT. From your description of the island, I am very tempted from the pictures I have just been shown, that the letter from the man in Alexandria, portions of which you read, might have been prompted by a desire to get out from what he considered a bad investment at a rather attractive price, based upon promotion.

The question has been raised whether the Corps of Engineers has to come in here and do some protection and jetty work.

The Corps of Engineers does not make any distinction in flood protection and general protection work between private and public lands, so this argument by itself is not a real argument, is it?

Secretary UDALL. It is in this sense, Senator. It would require the expenditure of several million dollars to build some jetties and to build a dune to stabilize the island. If you are going to spend public funds, Federal funds, to do this, and if the beneficiaries constitute a relatively small group of individuals, how do you justify the expenditure of public funds?

This is the question that the Maryland State officials addressed themselves to. We did likewise. We concluded that this really was a very strong argument for a national seashore at a threatened island of this kind.

Senator ALLOTT. Of course, you get on the other side of the moral question, too, which we have faced in all of these situations, and that is, What justification do you have for taking private property of 3,000 people, even though there may be 3 million people on the other side? So you have both sides.

It has been stated repeatedly that this is the only area available for development, and I assume it is a desirable area, from the pictures I have just seen, for swimming, sunbathing, and other sports.

Isn't there also another area between this and Cape Hatteras immediately south of Virginia Beach, Cape False? There is 43 miles of ocean area there which is completely undeveloped.

In fact, there are 55 miles there and 43 miles does not have a road.

Secretary UDALL. Is this in the State of Virginia?

Senator ALLOTT. Yes. It is in Virginia. It is north of Hatteras.

Secretary UDALL. As you know, Senator, the beach areas are evaluated in terms of their sandiness and attractiveness. There are relatively few prime areas, such as Assateague, that have these qualities. The Park Service has studied the entire Atlantic coastline. The only other area we are currently looking at, and I hope that the committee will have a chance to consider it, is Cape Lookout in North Carolina. In this instance the State of North Carolina, to show you the type of partnership we have down there, has actually bought most of this seashore and is offering it free to the Government if we will set up a national seashore like Cape Hatteras.

This is a 70-mile stretch south of Cape Hatteras. But this Virginia area to the north, in the main, does not have the quality of beaches that are suitable for this type of high-intensity use. So, with reference to Baltimore and Washington, this whole growing metropolitan area—with estimates that there will be 10 million people 50 years from now—Assateague, is the only prime beach area left in this section of the Atlantic coast. This is the reason we think this is an unusual opportunity.

Senator ALLOTT. I am informed that this also has a prime possibility for this type of development. I might point out that in two particular instances that I know of, the Park Service has not confined itself just to fine, sand-rolling beaches.

One of them is Padre Island, where, if you go down the southern or southeasterly shore of the island, there are many, many miles there where the gravel, of which the beach is formed, is so coarse that it would be impossible for a person to walk barefooted on it.

Another one, of course, is the recent one, which passed this committee, in which they attached noncontiguous bogs and things of that sort to the so-called Indiana Dunes.

So, the fact that the Cape False item is not completely a sand beach as this appears to be, as Hatteras is to those of us who know it, I don't think is a consistent argument with the park department's position.

I am not sure what will happen with the State of Maryland's 2 miles of park. What is your understanding? They plan to acquire 7 more miles, I understand.

Secretary UDALL. There has been some uncertainty with State people as to just what they did want to do. They acquired 2 miles. They originally were talking about a larger stretch. Subsequently, they said to us, "You go ahead and acquire it and we would like the right, if we decide to enlarge the State park, to acquire it from you at cost."

This does create to some extent, however, the problem that this committee has been confronted with in other national park areas, where a State park area is included within a proposed park, almost as an inholding.

This is not at the present time a developed park. I think you should understand that. It is a proposed park.

Senator ALLOTT. I thought the State of Maryland owned it.

Secretary UDALL. Yes. They own it. They have acquired it but they haven't developed it. I think this is something that we can review with them as we go along. The State might ultimately decide to transfer it to the Federal Government to be administered the same as the rest of the national seashore.

I think that is another option that we would certainly consider to be a good one.

Senator ALLOTT. What would be your position in the event the State of Maryland decided that they wanted to retain this solely as a State park?

Secretary UDALL. As is stated in our report on the bill, we would go along with this, if this is what the State desires to do.

Senator ALLOTT. This is inconsistent with your position on Indiana Dunes, where you have insisted that the Indiana State Park be made a part of the Indiana Dunes.

Secretary UDALL. I would explain the position we took on that, Senator, by saying that, in order to have a national lakeshore of any true significance, the State park is the largest real beach area in the park. Without it, we felt that there really wasn't a sufficient area in which to create a national park. There is a difference in that sense.

Senator ALLOTT. There is a difference in quantity, and with this I will agree, Mr. Secretary. But, there is also a great area of the Indiana shore there, extending up to the northern boundary, of what is now the boundary as defined in the bill, which would make, as I recall it, leaving the State park out, an area for development available of some 7 or 8 miles.

Secretary UDALL. To us, one of the main requirements of a national seashore—and this is the reason that there are a really very few sites eligible, perhaps no more than 12 or 15 in the whole country—is that you have something of such size and scope and scenic grandeur that it is of national significance. As far as smaller areas are concerned, we think that those should be developed by States and counties and cities.

Senator ALLOTT. Do you have a precedent for including a State park completely within one of these areas?

Secretary UDALL. If the thinking of this committee has been pointed in any direction, and I know Senator Bible has rather strong views on this, it is in opposition to having State parks, in effect, as inholdings within a national park. As I recall it, Senator Bible insisted upon this position in connection with the Ozark Rivers bill, where there were two State parks within the area and it was his feeling that they should be placed in the national park.

There is a certain logic and rationale to that. We propose to work along with the State of Maryland people. As far as I am concerned, I think the better result would be not to have a State park as an inholding within the national seashore.

However, if the State people feel strongly about it, I think the alternative certainly doesn't do great violence to the national seashore concept. It is a question really of what is a proper land management approach to an overall area of large dimensions.

Senator ALLOTT. I have had handed to me a map by the Department of the Interior, entitled, "Proposed Assateague Island National Seashore," identified as BOR-AINS-1002, which shows the proposed State park running what I would presume is about a mile or two south of the bridge, and apparently running up almost to Highway 50, or the end of the island.

Is this their present thinking, do you know, to acquire this?

Secretary UDALL. That map is dated July 1963, and represents the State's thinking at this time. Really, the Maryland people should speak for themselves. But, they own 2 miles and their planners talked about a 9-mile park, running all the way to the inlet.

I think at the last discussions we had the State indicated, because they have a lot of other projects where they would like to spend their acquisition money, that they would be very happy to have us go ahead and acquire the entire area, have it all put into the park, and we would then discuss the future as we went down the road.

Then, they would decide either to enlarge the State park or not, depending upon their own future planning and requirements.

Senator ALLOTT. There is just the one other thing. On page 25 of your brochure, "Assateague Island and Vicinity," there is a map of Assateague Island and vicinity, and on this they have Annapolis located a little bit north of Ocean City and east of Chesapeake Bay. I would suggest that they move the capitol back where it belongs.

Secretary UDALL. I am all for that, Senator.

Senator ALLOTT. That is all I have.

Senator SIMPSON. Mr. Chairman, there are a lot of questions I would like to ask the Secretary. However, I wonder if at the continuation of the hearing, we would have an opportunity to go into other features of this. I am not unmindful, Mr. Chairman, that there is a lot of opposition here. I don't think we can blink at it.

I don't think we can just bypass the county commissioners, who are all in accord in their opposition, and the great number of people who have their interests in some of these constructions in the area.

This doesn't lend itself as Fire Island did, referred to by the Secretary, because there seemed to be no opposition there at all.

They were in accord for acquisition by the Government. I would like to have the chairman's assurance that when you recall the hearing, the Secretary will be available.

Senator BIBLE. I am sure the Secretary will be available for recalling at almost any time. I think I have made it abundantly clear, but I will repeat it, that certainly this is just preliminary, in order to be informed about the current proposal of the Department of the Interior.

I think we understand this. It has been modified by a letter that was sent yesterday, as a matter of fact, on August 10. This is a new proposal.

I think people who are analyzing this, particularly the opposition people, will find it of some interest. I recognize their keen feeling in this. They should have the opportunity, as I view it, of seeing exactly what the proposal is as of August 11, 1964, and that is today.

I would hope that we could have the Secretary recalled at a future date before we adjourn for a wrap-up of whatever questions any members of the committee might have. I then propose to have this entire transcript printed in a pamphlet which will be made available to all interested people.

Then, there will be no further hearings of any kind or nature whatsoever until sometime next February, March, or April. We would then have a full hearing. I do apologize—it always makes me feel uneasy—for seeing so many people who have been forced to stand in the hearing.

I am sorry, but I did not anticipate the number of people who appeared here today. You can rest assured that when we go into these hearings again next spring we will find a larger hearing room. We want you to be comfortable.

We have a tough problem here. It is obvious that there is a lot of controversy and a lot of feeling. We will do our best to attempt to resolve it.

Senator SIMPSON. I would not want the record to indicate that I did not appreciate the chairman's position on this. I know the chairman and consider him a very fine Member of the Senate. I just wanted him to assure the people, as he now has, that they will get a very fair opportunity to present their views on the matter.

Senator BIBLE. This is the noon hour and it is going to be impossible, I think, to keep asking questions that might suggest themselves to the Secretary of the Interior. I would suggest that we recall him just as soon as we can find a date within the next week, just to complete this phase of the record.

Again, I want to make it crystal clear that after this is completed, if any of you care to leave your names, or write in, to ask our staff people, you will be furnished a complete transcript of what has been heard today.

It will be made available very soon. I don't know the time required, but it will be out in 3 to 4 weeks, I am sure. That will serve as a basis for the hearings which we will have next year, when you can be heard.

I would hope, and I don't know how many of you are represented by a spokesman, but it is very helpful to the committee to have those of you who have a common interest, a common point of view, to select someone as a spokesman for you.

I hope that you will do this. Maybe you have already done it. But, on either side, we hope that you will limit as much of it as you can to having a spokesman for the group of you.

I would like to put in the record a letter from Ray F. Redden, chairman, county commissioners of Worcester County, stating that the county is planning a road on Assateague Island.

I also want to put into the record at this point a statement from the National Park Service. Also, a letter from Mr. Robert Craighead Walker, protesting having this hearing held at this time. I hope I have assured him both personally and by the statements I have made publicly as to how I plan to proceed.

Senator BIBLE. Are there further questions of the Secretary?

Senator ALLOTT. Is there fresh water available on the island by drilling?

Secretary UDALL. I am informed that the answer is "Yes" in some areas if you go deep enough, apparently.

Senator BIBLE. That is a good question, a fine question, something that we should have an authoritative answer for.

(The letter and statement referred to follow:)

OFFICE OF THE COUNTY COMMISSIONERS,
FOR WORCESTER COUNTY, MD.,
Snow Hill, Md., July 20, 1964.

Re letter July 14, 1964.

Senator ALAN BIBLE,
*Chairman, Public Funds Subcommittee of Senate Interior and Insular Affairs
Committee, Senate Office Building, Washington, D.C.*

HONORABLE CHAIRMAN BIBLE: In reviewing the letter sent you as aforementioned I notice that Mr. Carter forgot to advise you that the county is planning to construct a road on Assateague Island as soon as the bridge and road projects are open and we may move equipment across.

Yours truly,

RAY F. REDDEN, *Chairman.*

STATEMENT OF NATIONAL PARK SERVICE

Mr. Chairman and members of the committee, we have prepared two maps which may be helpful in familiarizing you with our recommendations regarding Assateague Island National Seashore.

The first map shows the existing national parks and national seashores in the Northeastern United States. The 11 States on the map have a population of over 48 million persons. These 11 States contain one national park—Acadia in

Maine—established in 1919 and one national seashore—Cape Cod in Massachusetts—authorized by Congress on the recommendation of this committee in 1961.

Assateague Island in Maryland and Virginia is one of the two most important remaining undeveloped seashores between Cape Hatteras in North Carolina and Cape Cod. The other, also under consideration by this committee for establishment as a national seashore, is Fire Island, in New York, located midway between Assateague Island and Cape Cod.

Assateague Island is located about 130 miles from Baltimore, Md.; 140 miles from Washington, D.C.; 115 miles from Wilmington, Del.; and 140 miles from Philadelphia, Pa. It is readily accessible to the Baltimore and Washington metropolitan areas via the Chesapeake Bay Bridge and U.S. Route 50. Access from Wilmington and Philadelphia is by U.S. Routes 13 and 113. The completion of the bridge and tunnel between Cape Charles and Norfolk, Va., on U.S. Route 13 is expected to increase travel tremendously along this route. This highway passes about 15 miles west of the southern end of Assateague Island.

While an Assateague Island National Seashore would serve primarily the high-density population centers of Washington, Baltimore, Wilmington, and Philadelphia, it would also draw people from a much wider area, particularly in the crowded Northeast. The population within a 150-mile radius is over 11 million, while more than 33 million reside within a 250-mile radius of Assateague Island. The Bureau of Outdoor Recreation, in determining that Assateague Island meets the criteria for a national recreation area, estimates that an Assateague Island National Seashore would accommodate 3 million visitors per year initially and several million more by 1975.

The second map shows Assateague Island in detail with the boundary recommended by the Department of the Interior and the preliminary development for the national seashore as suggested by the National Park Service.

The proposed boundary will encircle the entire 37-mile-long island, extending from the Ocean City Inlet on the north to the Chincoteague Inlet on the south. This boundary includes most of the adjacent marsh islands and the submerged lands between them and Assateague Island in Sinepuxent and Chincoteague Bays. It provides for a water boundary one-quarter of a mile out into the Atlantic Ocean. About 22 shoreline miles of Assateague Island are in Maryland; the remaining 15 miles are in Virginia.

Assateague Island is a low barrier reef ranging from about one-third to a little over 2 miles in width. It parallels the coast and is separated from the mainland by Sinepuxent Bay at the northern end and by Chincoteague Bay in the middle and southern portions. The island's outstanding feature is its clean sand beach which is wide and gently sloping. Inland from the ocean beach the sand mounts into low dunes, some of which are bound by beach grasses or other sand-loving dune plants. Toward the bay side of the island, the vegetation increases and the dunes fall away into salt marshes. Within the marshes are patches of firmer, higher ground, forested with loblolly pine and occasionally carpeted with thickets of myrtle, bayberry, baccharis, sumac, and catbrier.

The marshes on the bay side north of the State line provide an excellent natural resting place for a vast variety of shorebirds and waterfowl, particularly brant and black ducks. Within the Chincoteague National Wildlife Refuge on the south end of the island are found thousands of ducks, geese, swans, and other birds in season, attracted by the five fresh-water pools which have been developed. This is also the historic habitat of the famous wild ponies and tiny, exotic Sika deer.

The proposed Assateague Island National Seashore would contain 39,630 acres, consisting of 19,096 acres of land and 20,534 acres of water or submerged lands. Approximately 9,453 acres of the land on the island is in Federal ownership, 922 acres in State ownership, and 8,721 in private ownership.

The principal features and present landownerships now existing on Assateague Island, proceeding from north to south, are as follows:

The northern 6 miles of the island consists of two large tracts, the Atlantic Ocean Estate, an undeveloped area subdivided by John T. Moton, and the Thomas McCabe tract. The McCabe property contains a private lodge, an apartment and boathouse, a dock and lesser structures. Otherwise, the northern 6 miles is devoid of improvements.

Next come the newly acquired Maryland State park lands comprising 692 acres and occupying about 2 miles of ocean shoreline. The State park area, now

undeveloped, will soon be accessible by a bridge presently under construction from Sandy Point to the island.

The next 14 miles of the island, from the State park to the Maryland-Virginia State line, contains the Ocean Beach, Inc., subdivision, plus several other private ownerships on the bay side of the island. This stretch also includes 418 acres of the Chincoteague National Wildlife Refuge. Ocean Beach has been subdivided into 5,850 lots which are now owned by an estimated 3,200 individuals. There are 15 summer cottages but no year-round residences in this area. It also contains 17 gun clubs and a few miscellaneous structures.

The Chincoteague National Wildlife Refuge, acquired in 1943 and administered by the Bureau of Sport Fisheries and Wildlife, occupies the southern third of Assateague Island. The refuge is about 15 miles in length and contains 9,030 acres in Virginia and 418 acres in Maryland. Until recently the development of the refuge was confined principally to impoundments for feeding, resting, and nesting of migratory waterfowl. In 1962 a toll bridge constructed by the Chincoteague-Assateague Bridge and Beach Authority was opened to the public. The authority's lease covers the southern 4 miles of the island, including the "hook." It is being developed as a day-use recreation area. A restaurant, a bathhouse, restrooms, and a parking area have recently been built here. An active Coast Guard station is located in the southern hook.

Finally, the preliminary development plans for the proposed national seashore, from north to south, are as follows:

1. *Inlet jetty area.*—This area, located adjacent to the Ocean City Inlet, would provide facilities for surf and jetty fishing and for picnicking. Access to this area would be on foot or by boat.

2. *Maryland State park.*—The State would develop, maintain, and administer this park as an intensive use area. It is our understanding that the State plans to build several bathhouses, beach facilities, picnicking and camping facilities, a restaurant, a marina, riding stables, and other recreation facilities. Because the new bridge's island terminus will be the State park, it is anticipated that this area will receive the heaviest visitor use of the national seashore.

3. *Concession area.*—This proposed development would be immediately south of the State park and would contain about 600 acres of land and a mile of ocean beach frontage. It would consist of overnight lodging and eating accommodations and related facilities, including motel units, restaurants and snack bars, a marina, recreation building, and outdoor game courts. The land would be owned by the United States but the accommodations would be provided by private capital and operated under a concession contract with the Federal Government.

4. *Sinepuxent Neck area.*—The Department proposes to acquire a 10-acre area on the mainland, just south of the north entrance road to the national seashore, as a site for the seashore's administrative headquarters. This would be the point of first contact and orientation for most seashore visitors. Developments here would include a visitor center, the park headquarters, and the park residence and maintenance area.

5. *Lumber Marsh area.*—This would be the first of three major recreational areas to be operated by the National Park Service. Beach access and facilities for swimming and picnicking would be provided.

6. *Sugar Point area.*—This area would be similar to the Lumber Marsh area, with provision of beach access and facilities for swimming and picnicking.

7. *Green Run Bay area.*—Planned to be more completely developed than Lumber Marsh or Sugar Point, the Green Run Bay area would provide a visitor contact station, a marina, swimming facilities, camping and picnicking facilities, and interpretive trails. Access to these three areas will be provided by a 15-mile park road starting at the State park and terminating about 2 miles north of the Maryland-Virginia State line.

8. *Chincoteague National Wildlife Refuge.*—It is planned that the Secretary of the Interior will acquire all of the lands, improvements and other assets of the Chincoteague-Assateague Bridge and Beach Authority upon authorization of the national seashore. Then the Bureau of Sport Fisheries and Wildlife will develop and operate recreation facilities in these refuge areas under authority of Public Law 714, 87th Congress. A major development near the present restaurant and several small beach shelters along the hook are contemplated. Interpretive services including a visitor center would be provided at refuge headquarters near the bridge.

That concludes our description of the proposed Assateague Island National Seashore.

BERLIN, Md., August 11, 1964.

PUBLIC LANDS SUBCOMMITTEE OF THE INTERIOR AFFAIRS COMMITTEE,
Senate Office Building,
Washington, D.C.

HON. SENATOR BIBLE, CHAIRMAN, AND MEMBERS OF THE COMMITTEE: I stand in protest and in understandable opposition to the premature convening of this hearing on proposed condemnation of Assateague Island for national seashore park purposes, under the arbitrary and discriminatory regulations and restrictions imposed against the acceptance of testimony from the opposition.

Assurance of another hearing early next year, at which additional testimony may be heard, both in support and opposition, does not preclude the presumption that first impressions made on committee members at this time by testimony of Secretary Udall and his administrative assistants in the Department of Outdoor Recreation, supplemented by the expected enthusiastic endorsement of some Members of Congress, may prove most difficult to overcome.

I respectfully request the postponement of the hearing until some date after the convening of the 2d session of this 88th Congress, by which time some members of the committee may be replaced by others, who should have the privilege of hearing all testimony, both for and against the proposed condemnation.

In support of this request for postponement I submit the following summary of pertinent facts for your consideration:

Congressman Bland of Virginia introduced H.R. 27, early in the 2d session of the 79th Congress, in January 1945, which proposed Federal acquisition of practically all of the ocean shore of Delaware and Maryland and some of Virginia, 30,000 acres in the aggregate, excluding only incorporated municipalities, at a total cost to the Government of only \$950,000 at that time. No companion bill was introduced in the Senate and insufficient public interest was aroused to warrant a congressional hearing.

Again in 1949 Congressman Bland introduced House bill 1141 in the 81st Congress, which proposed the acquisition of a reduced acreage along the same shoreline for \$1,500,000, but that bill did not win Senate support or even get a House hearing.

After those two rejections of the subject area by the Federal Government I assembled about 15 miles of Assateague Island for a real estate developer and recorded its subdivision into about 6,000 lots which were subsequently sold to over 3,000 individuals, who hoped to build retirement homes or summer cottages, or hold the land as an investment for future sale.

In 1955 the National Park Service, Department of the Interior, published a report on its seashore recreation area survey of the Atlantic and gulf coasts and with reference to the Maryland portion of Assateague Island wrote as follows: "Present use: The area is the site of one of the largest seashore developments along the Atlantic coast. A hard-surfaced road has been constructed the length of the island and lateral streets have been graded and marked out. Several cottages have been constructed and several thousand lots have been sold." "Analysis: The advanced stages of real estate development appear to preclude the possibility of this area being set aside for public recreational use." That survey and analysis by a responsible Government agency was sound and should be respected.

In March 1962 a disastrous coastal storm inflicted millions of dollars worth of damage to ocean-front properties from Florida northward to New England and this tragedy was immediately exploited by Secretary Udall as justification for a belated expropriation of Assateague Island for public use and the summary ejection of private property owners who were ready and willing to repair their cottages and restore a temporary eroded beach without Government assistance.

To that end several consultants and research economists were retained and their reports were published at taxpayers' expense and widely distributed as an elaborate brochure entitled "Assateague Island and Vicinity" which contained many distortions of the truth with respect to the extent of storm damage, topography, and elevation of the island above mean sea level, its elevation above Chincoteague Bay and its alleged unsuitability for habitation without extravagant expenditures for sand dunes, central water supply, and sewerage.

Your staff consultant and another retained in a similar capacity by the House Committee on Interior Affairs have visited the island and checked its actual elevation against the grossly erroneous photogrammetric maps upon which Secretary Udall is basing his claims and I believe that both of them will testify in support of my demand that new and accurate maps of Assateague Island

should be prepared by some responsible Government agency before any hearings are convened.

If I am not permitted to testify at considerable length as an opponent and submit evidence in support of my statements before this hearing is recessed, I respectfully request the inclusion of this statement and its publication as a part of the official transcript of the first day's proceedings and I also request the privilege of some extension of this submission in refutation of the testimony of others.

ROBERT CRAIGHEAD WALKER.

SENATOR BIBLE. The hearing on the proposed Assateague Island National Seashore will stand in recess. We will have a full hearing sometime in the range of February, March, or April of next year.

We have one other matter that we have to hear, which has no relationship at all to the Assateague Island proposal. This hearing is now recessed, subject to call.

(Whereupon, at 12:20 p.m., the committee proceeded to other business.)

(Subsequent to the hearing the following communication was ordered to be printed:)

BERLIN, Md., August 15, 1964.

PUBLIC LANDS SUBCOMMITTEE OF THE INTERIOR AFFAIRS COMMITTEE,
Senate Office Building, Washington, D.C.

HON. SENATOR BIBLE, CHAIRMAN, AND MEMBERS OF THE COMMITTEE: Pursuant to my request conveyed in the last paragraph of my submission in opposition on the occasion of the committee hearings on Assateague Island last Tuesday, I am presenting this supplementary extension of my comments in refutation of some of the statements made before your committee by Secretary Stewart Udall and respectfully request their inclusion in the transcript.

His prepared statement, which was mimeographed prior to the hearing and distributed to those in attendance, was not too bad, but his frequent and extended digressions from it were not entirely factual and data supplied by his staff was slanted.

Most of Assateague Island is as high or even higher in elevation as Ocean City and North Ocean City, and its shorelines have not receded appreciably within the past century, except at the northern end where a diagonal jetty on the south side of the Ocean City Inlet has induced serious erosion for a few miles.

Potable drinking water has been tapped by over 35 artesian wells, ranging in depth between 150 and 200 feet, and those wells were cased from the surface down to an impervious clay stratum, thus precluding any possibility of pollution of the excellent water supply, either by tidal salt water overwash or subsurface discharge of septic tank treated sewage effluents.

Sewage disposal has been legally and adequately provided for by minimum recorded lot size of approximately half an acre and streets 80 feet in width. Percolation tests conducted by the highly qualified Worcester County Health Department officials, and by me at various locations all over the island, have proved that individual sewage disposal systems can be installed in multiple numbers with assurance of their continued satisfactory operation, in spite of one Maryland State Health Department official's very derogatory and unwarranted assertions to the contrary.

If the health of the public is his real concern, then Mr. Robert M. Brown, chief of the Maryland Bureau of Environmental Health, should campaign against the existing situation in Ocean City and in North Ocean City where dozens of substandard sewerage installations, including many cesspools, are tolerated upon lots less than one-third the size of all of those on Assateague Island.

Ocean City has managed to develop over a period of 90 years and survive many disastrous coastal storms without benefit of the Army Engineers extravagantly expensive dune protection and it is my considered opinion as a professional engineer with many years experience in erosion control and beach protective structures, that Assateague Island can certainly do the same, if sound construction of all buildings upon adequate pile foundations is mandatory.

Those who advocate the requirement of extensive barrier sand dune construction, central water system and municipal sewerage prior to approval of construction on Assateague Island, are putting "the cart before the horse." Neither

Ocean City nor any other town on the Atlantic coast would be in existence today if the senseless requirements now being proposed for Assateague Island had actually been imposed upon them in their infancy or even in later years.

Progressive residential and commercial development along 15 miles of beautiful ocean frontage on Assateague would in the course of a few years, assure a multimillion dollar increase in both State and county tax assessments, to the great financial benefit of schools, road system, and all other public facilities at less expense to local residents through maintenance of present or lower tax rates.

Federal condemnation, on the other hand, would eliminate all taxes presently assessed against island property owners and so deprive Worcester County of future income from private development.

Many people have been led to believe that acquisition by the Department of the Interior of their lots on Assateague Island would be promptly followed by generous payments from the Federal Treasury, but nothing could be further from the truth. When I was retained in 1955 to design a bridge across Assateague Channel from Chincoteague to the Virginia end of Assateague Island I was closely restricted in my choice of an access location for the bridge by the fact that only two narrow parcels of property abutting on the said channel were then owned by the Government, while all others were in process of being acquired by condemnation after a period of 12 years.

Stewart Udall is an ambitious politician, who apparently aspires to a high niche alongside Theodore Roosevelt and Gifford Pinchot, as a "great conservationist," and he may realize that ambition, at least temporarily, through wanton waste of taxpayers' dollars on the acquisition of much more land than he and his eager associates can possibly develop or even properly administer within the foreseeable future, but that image may become tarnished in the eyes of succeeding younger generations, when our children and grandchildren find that they have inherited more public lands than they can traverse or even visit in a lifetime.

ROBERT CRAIGHEAD WALKER.

