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CAPE LOOKOUT NATIONAL SEASHORE

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

EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

S. 251

A BILL TO PROVIDE FOR THE ESTABLISHMENT OF THE CAPE
LOOKOUT NATIONAL SEASHORE IN THE STATE OF NORTH
CAROLINA, AND FOR OTHER PURPOSES

JUNE 3, 1965

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HEARING

BEFORE THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

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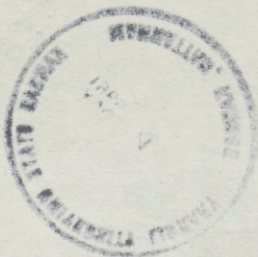
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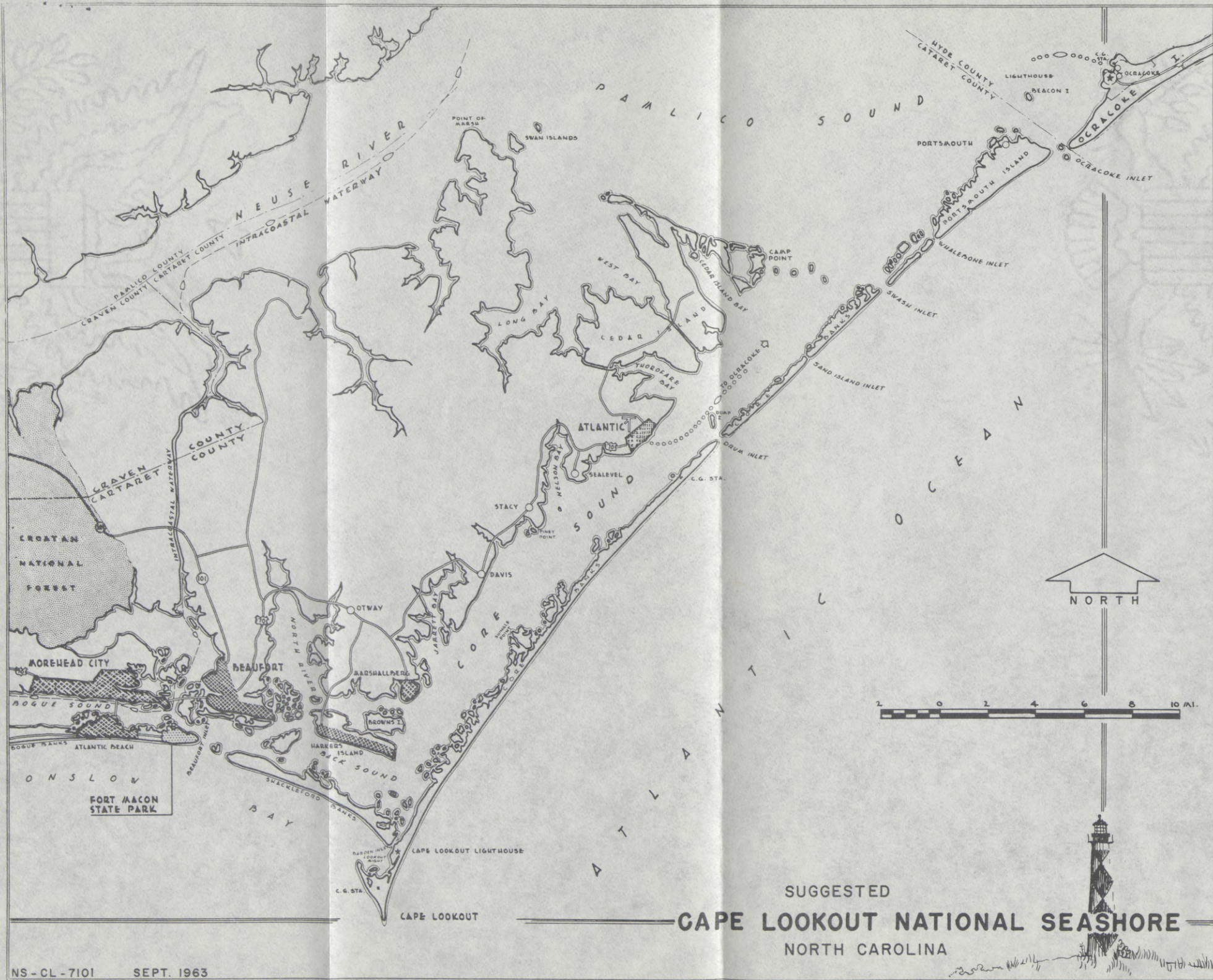
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SUGGESTED
CAPE LOOKOUT NATIONAL SEASHORE
 NORTH CAROLINA





THE UNIVERSITY OF CHICAGO PRESS

CHICAGO, ILL.

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CAPE LOOKOUT NATIONAL SEASHORE

THURSDAY, JUNE 3, 1965

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

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

Present: Senators Bible, Moss, Simpson, Jordan of Idaho, and Fannin.

Also present: Jerry T. Verkler, staff director; R. K. Griswold, professional staff member, and Crocker Price, assistant minority counsel.

Senator BIBLE. The subcommittee will come to order. This meeting of the Parks and Recreation Subcommittee of the Committee on Interior and Insular Affairs is for the purpose of hearing testimony on S. 251, a bill to provide for the establishment of the Cape Lookout National Seashore in the State of North Carolina, and for other purposes.

This proposed national seashore, embracing approximately 20,000 acres of land and marsh, has an ocean shoreline of 58 miles. It constitutes one of the longest stretches of undeveloped ocean beach on the eastern seaboard, extending from Ocracoke Inlet on the north to Beaufort Inlet on the south and west. We anticipate that the State of North Carolina will donate to the United States all but 2,700 acres of the land within the seashore, thus carrying on its commendable tradition of donating lands for national parks and seashores.

The proposed seashore lies within 250 airline miles of a population exceeding 5 million. The Cape Hatteras National Seashore, just to the north, served over 1 million visitors in 1965.

On May 8, Senators Moss, Simpson, Jordan of Idaho, and I were shown this area by its enthusiastic sponsor, Senator Jordan of North Carolina. We inspected the seashore from helicopters, then examined several miles of ocean and sound frontage from sandbuggies. Senator Jordan, always the perfect host, had arranged perfect weather for our visit, and we are in his debt for so doing.

A copy of the bill and the reports of the executive agencies will be entered at this point in the record.

(The data referred to follows:)

[S. 251, 89th Cong., 1st sess.]

A BILL To provide for the establishment of the Cape Lookout National Seashore in the State of North Carolina, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve for public use and enjoyment an area in the State of North Carolina possessing outstand-

ing natural and recreational values, there is hereby authorized to be established the Cape Lookout National Seashore (hereinafter referred to as "seashore"), which shall comprise the lands and adjoining marshlands and waters on the outer banks of Carteret County, North Carolina, between Ocracoke Inlet and Beaufort Inlet, as generally depicted on the map entitled "Proposed Boundaries—Proposed Cape Lookout National Seashore", dated April 1964, and numbered NS-CL-7101-B, which is on file in the Office of the National Park Service, Department of the Interior: *Provided, however*, That such seashore shall not include those lands and interests in lands which are bounded on the north by the Cape Lookout lighthouse property, on the east by a line located seven hundred and fifty feet inland from the mean high waterline of the Atlantic Ocean, on the south by property owned or leased by the United States Coast Guard and other Federal agencies, and on the west by the easterly boundary of property of the Thomas Gold heirs and the waters of Lookout Bight.

SEC. 2. (a) Notwithstanding any other provision of law, Federal property located within the boundaries of the Cape Lookout National Seashore may, with the concurrence of the agency having custody thereof, be transferred without consideration to the administrative jurisdiction of the Secretary of the Interior for the purposes of the seashore. Non-Federal lands, marshlands, waters, or interests therein located within the authorized seashore may be acquired by the Secretary of the Interior only through donation, except that he may purchase with donated or appropriated funds, or may acquire by exchange, the lands, marshlands, and waters or interests therein comprising the Shackleford Banks; and he may acquire by exchange or by purchase with appropriated or donated funds the property held by the Core Banks Gun Club on July 1, 1963, which lies westerly of a line located one thousand feet inland from the mean high waterline of the Atlantic Ocean if there is a change of ownership of such property or if it ceases to be used for the purposes of hunting and fishing.

(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 his jurisdiction not required for other Federal purposes which he classifies as proper for exchange or other disposition. Property 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 an exchange in order to equalize the values of the properties exchanged.

(c) Owners of property which on July 1, 1963, was developed and used for noncommercial residential purposes may reserve for themselves and their assigns, as a condition to the purchase or acquisition by exchange of such property by the Secretary, a right of use and occupancy of the residence and not in excess of three acres of land on which the residence is situated, for noncommercial residential purposes for a term ending at the death of the owner, or the death of his spouse, or the death of either of them, or, in lieu thereof, for a definite term not to exceed twenty-five years: *Provided*, That the Secretary may exclude from such reserved property 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. The owner shall elect the term of the right to be reserved. The Secretary is authorized to accept donations of property for purposes of the seashore in which a right of use and occupancy for noncommercial residential purposes is reserved for the period stated in this subsection if the land on which the residence is situated and to which the right attaches is not in excess of three acres and there is excluded from the reserved property such marsh, beach, or waters and adjoining land as the Secretary deems necessary for public use and access thereto.

(d) A right of use and occupancy reserved in lands that are donated or otherwise acquired pursuant to this section shall be subject to termination by the Secretary upon his determination that such use and occupancy is being exercised in a manner not consistent with the purposes of this Act and upon tender to the holder of the right of an amount equal to the fair market value of that portion of the right which remains unexpired on the date of termination.

(e) The Secretary of the Interior is authorized to purchase with donated or appropriated funds, or acquire by exchange, not to exceed one hundred acres of lands or interests in lands at or near Beaufort, North Carolina, as an administrative site, and for a landing dock and related facilities that may be used to provide a suitable approach or access to the seashore.

SEC. 3. When title to the lands and interests in lands which under section 2(a) of this Act may be acquired for the purposes of the seashore by donation only is vested in the United States, the Secretary shall declare the establishment of the Cape Lookout National Seashore by publication of notice thereof in the Federal Register. Such notice shall contain a refund description or map of the boundaries of the seashore as the Secretary may find desirable and such exterior boundaries shall encompass, as nearly as possible, the area generally described in section 1 of this Act. Following such establishment, and subject to the limitations and conditions prescribed in this Act, the Secretary may, subject to the provisions of section 2 hereof, acquire the remainder of the lands and interests in lands within the boundaries of the seashore.

SEC. 4. The Secretary shall permit hunting and fishing, including shellfishing, on lands under his jurisdiction within the Cape Lookout National Seashore in accordance with the appropriate laws of the State of North Carolina, 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. Except in emergencies, any rules and regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the North Carolina Wildlife Resources Commission and the North Carolina Department of Conservation and Development.

SEC. 5. The Secretary shall administer the Cape Lookout National Seashore for the general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment. In the administration of the seashore and the administrative site, the Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authorities otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act.

SEC. 6. The authority of the Chief of Engineers, Department of the Army, to undertake or contribute to shore erosion control or beach protection measures on lands within the Cape Lookout National Seashore shall be exercised in accordance with a plan that is mutually acceptable to the Secretary of the Interior and the Secretary of the Army, and that is consistent with the purposes of this Act.

SEC. 7. There are hereby authorized to be appropriated such sums as are necessary to carry out the purposes of this Act.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 22, 1965.

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

DEAR SENATOR JACKSON: This responds to your request for the views of this Department on S. 251, a bill to provide for the establishment of the Cape Lookout National Seashore in the State of North Carolina, and for other purposes.

We recommend enactment of the bill with the amendments recommended herein.

The bill authorizes the establishment of a land and water area of approximately 30,000 acres on North Carolina's chain of outer banks, from Ocracoke Inlet on the north to Beaufort Inlet on the south and west, as a national seashore. We anticipate that all but approximately 2,700 acres of the area will be donated to the United States by the State of North Carolina, in keeping with the State's fine tradition of donating land for inclusion in national parks and seashores. The bill authorizes the Secretary of the Interior to purchase all areas that will not be donated by the State. With respect to the areas to be donated, there is no need for the Secretary to have such authority. The approximately 58 miles of ocean shore that will be included constitute one of the longest stretches of undeveloped ocean beach left along the entire eastern seaboard of the United States. Moreover, this area is within 250 airline miles of a population exceeding 5 million.

The proposed seashore clearly offers an exceptional opportunity for preservation of an outstanding segment of our shoreline that has great potential for out-

door recreational use and enjoyment. It has the scenic beauty inherent in a broad beach-water-skyscape. Perhaps more than other coastal areas in the United States, this stretch of shoreline is noted for its contrast from gently pleasant ocean waves quietly rolling upon the beach to the violent, awesome surf that crashes onto the beach and into the dunes during storms.

Within the seashore boundary, as depicted on the map referred to in the bill, are roughly 20,000 acres of land and marsh. As in the case of the nearby Cape Hatteras National Seashore boundary to the north, it follows the mean low waterline on the ocean side and includes the associated marshes and islands on the sound side as well as waters in the sound beyond those marshes and islands to a distance of generally 150 feet from the mean low waterline of the land or marsh.

Recreational opportunities oriented to both water and land would be available; however, the major recreation resource of this area is water—the salt water of the ocean and sound. Water-based activities, such as swimming, fishing, waterfowl hunting, and boating are expected to be the dominant public recreational pursuits within the area. In addition to these activities, the lands within the seashore offer a base for picnicking, camping, nature study, beachcombing, photography, and painting, as well as wild areas where visitors could enjoy solitude.

The history of the lower banks, like the resources of the cape, primarily involves the sea. In the early 1700's the piratical activities of Captain Drummond, better known as Blackbeard, and others curtailed shipping from the nearby ports and deterred settlement on the banks. Blackbeard's death in 1718 marked the end of large-scale piracy and paved the way for settlement. However, some 30 years later, Spanish privateers again harassed the lower banks. Subsequently, several forts were established on the lower banks, but none remain except possibly in the sand.

The lower banks, particularly Shackleford Banks, were originally heavily forested. Oak and juniper trees were cut to supply timber for shipbuilding in the Beaufort yards. Heavy grazing for horses, cattle, and sheep also has been practiced. The removal of natural vegetation through these activities has left the banks particularly vulnerable to storm damage and the less violent forces of erosion.

The boundary that would be established by S. 251 excludes from the national seashore a tract of about 250 acres located just north of Cape Lookout that contains a number of vacation residences and has been subdivided into multiple ownerships.

In view of the anticipated donation of lands of the Core Banks and Portsmouth Island by the State, the Secretary's authority to acquire by purchase and exchange is limited to Shackleford Banks and the administrative site on the mainland. The property of the Core Banks Gun Club, which is located on the sound side of the banks opposite Sealevel, N.C., may also be acquired by purchase or exchange if there is a change in ownership or if it ceases to be used for the purposes of hunting and fishing.

Owners of property, which on July 1, 1963, was developed and used for non-commercial residential purposes, will be permitted under the bill to reserve for themselves and their assigns, as a condition to the acquisition of such property by the Secretary, a right of use and occupancy of the residence and not in excess of 3 acres of land on which the residence is located, for noncommercial residential purposes for a term ending at the death of the owner, or the death of his spouse, or in lieu thereof, for a definite term not to exceed 25 years. However, the Secretary may exclude from such reserved property any marsh, beach, or waters and lands necessary for public access thereto. The Secretary may accept donations of property in which such rights of use and occupancy have been retained. Any right of use and occupancy retained in lands donated or otherwise acquired for the seashore will be subject to termination by the Secretary upon a determination that the right was being exercised in a manner not consistent with the purposes of the act and upon tender of an amount equal to the fair market value of the right remaining unexpired on the date of termination.

When title to lands which may be acquired by donation only (Core Banks and Portsmouth Island—to be donated by the State) is vested in the United States, the Secretary is required to declare the establishment of the seashore by publication of notice thereof in the Federal Register.

In the interest of sound management and economy of operations, section 2(e) provides for the location of the main park headquarters on the mainland—somewhere in the vicinity of Beaufort, N.C. It will include facilities for visitor use and administration of the area. Submaintenance areas and additional administrative facilities will be established on the islands, as needed. We have identified a 40-acre site on the mainland which we believe will be suitable for the main headquarters. We estimate that the cost of acquiring this site will be about \$104,000.

Under section 6 of S. 251, the Chief of Engineers, Department of the Army, may undertake shore erosion control or beach protection measures on lands within the seashore but any such measures must be in accordance with a plan that is mutually acceptable to the Secretary of the Interior and the Secretary of the Army, and that is consistent with the purposes of the act establishing the seashore.

Creation of the national seashore has been recommended by the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments. We have been advised that the Carteret County Board of Commissioners has officially endorsed the establishment of the proposed seashore. State support for the proposal is evidenced, of course, by the fact that North Carolina is willing to acquire and donate to the United States all lands proposed for acquisition within the seashore boundaries between Ocracoke Inlet and Cape Point and—if available State funds permit—a portion of Shackleford Banks. We estimate that the cost of acquiring 1,700 acres of land on Shackleford Banks will be approximately \$161,000.

Planned development of the seashore is expected to cost about \$2,908,700 during the first 5 years following establishment. This cost includes facilities for interpretation of the human and natural history of the area as well as those needed for public recreational uses and administration. We estimate that annual operating expenses will range from about \$90,000 in the first year after establishment of the area to about \$370,000 by the fifth year. The figures do not include the costs of shore erosion control or beach protection measures, which will be necessary in any event to stabilize the banks. A study by the Corps of Engineers of erosion control measures is nearing completion. That agency has indicated that the preliminary estimate of the total cost for shore protection and erosion control is \$5,800,000, and that annual maintenance, including periodic nourishment, would be \$481,200.

We recommend the following amendments of the bill:

1. On page 5, line 12, as a technical amendment change the word "refund" to "refined".

2. On page 3, line 12, delete the words "not required for other Federal purposes". Inasmuch as lands under the administrative jurisdiction of the Department are to be used to acquire lands that are more usable for other programs of the Department it should be unnecessary to canvass the needs of other Federal agencies.

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

The Bureau of the Budget has advised that this legislative proposal is in accord with the President's program.

Sincerely yours,

JOHN A. CARVER, Jr.,
Under Secretary of the Interior.

PROPOSED ESTABLISHMENT OF CAPE LOOKOUT NATIONAL SEASHORE, N.C.

Estimated additional man-years of civilian employment and expenditures for the first 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	1	1	1	1
Administrative assistant.....	.75	1	1	1	1
Secretary.....		.5	1	1	1
Property and procurement assistant.....				.5	1
Clerk-stenographer.....	1.9	4	4	4	4
Total, executive direction.....	3.65	6.5	7	7.5	8
Substantive:					
Chief park ranger.....	.75	1	1	1	1
Park rangers.....	.75	1.5	4	5	7.5
Park rangers (seasonal).....		1	1.5	2	2.5
Chief park naturalist.....	.75	1	1	1	1
Park naturalist.....			1	1	1
Park naturalist (seasonal).....				.5	1.5
Foreman III.....			.75	1	1
Foreman II.....		.75	1	1.5	2
Operator-general.....			.75	1	1
Maintenance man.....	.75	1	1	1.5	2.5
Caretaker.....	.75	.75	2	2.5	3
Caretaker (seasonal).....	.5	1	1	1	1
Laborer.....	.5	1	1	2	3
Laborer (seasonal).....		1	1.5	2	3
Lifeguards (seasonal).....		1.25	2	2.25	2.5
Total, substantive.....	4.75	11.25	19.5	24.25	31.5
Total, estimated additional man-years of civilian employment.....	8.4	17.75	26.50	31.75	39.50
Estimated additional expenditures:					
Personal services.....	\$67,000	\$105,800	\$146,000	\$192,000	\$271,000
All other.....	279,500	294,700	850,000	1,073,000	749,000
Total.....	346,500	400,500	996,000	1,265,000	1,020,000
Estimated obligations:					
Land and property acquisition.....	165,000	100,000			
Development.....	91,500	204,500	1,046,500	1,100,000	466,200
Operations (management protection and maintenance).....	90,000	146,000	200,000	265,000	370,000
Total.....	346,500	450,500	1,246,500	1,365,000	836,200

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 15, 1965.

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

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget on S. 251, a bill to provide for the establishment of the Cape Lookout National Seashore in the State of North Carolina, and for other purposes.

The report which the Secretary of the Interior is submitting favors enactment of the bill as an exceptional opportunity to preserve an outstanding segment of shoreline for public recreational use. The scenic and historical characteristics of the area are described and several amendments are offered.

The Bureau of the Budget concurs in that report and the enactment of S. 251 would be in accord with the program of the President.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

Senator BIBLE. Let me say that I was tremendously impressed when we inspected this seashore from the helicopters, and I so stated at that time. I indicated that we would move forward to this hearing without any delay whatsoever.

I was dramatically impressed with the area. Let me reemphasize the great spirit of cooperation that the State of North Carolina has exhibited here, just as they did in the Cape Hatteras Seashore.

The first witness this morning is the junior Senator from the State of North Carolina, the Honorable B. Everett Jordan.

Senator Jordan, we are delighted to have you and your very fine group with us this morning.

STATEMENT OF HON. B. EVERETT JORDAN, A U.S. SENATOR FROM THE STATE OF NORTH CAROLINA

Senator JORDAN of North Carolina. Thank you very much, Mr. Chairman and gentlemen of the committee.

I believe we have present three out of the four Senators who went down to North Carolina to visit this area.

Senator BIBLE. I think that is a great indication of how much they were impressed with your fine statesmanship.

Senator JORDAN. I appreciate your being here this morning, Senator Bible, because I know you have other places that you ought to be and you will probably have to go before this hearing is over.

We have a fine delegation here from North Carolina today. With your permission I will start off with my statement at this time.

Mr. Chairman and members of the subcommittee, I appreciate the opportunity of appearing before you in support of S. 251, the Cape Lookout National Seashore bill, which Senator Ervin and I introduced in the Senate and our colleague Congressman Henderson introduced in the House.

I want to express my appreciation again to Senator Bible, Senator Moss, Senator Jordan of Idaho, and Senator Simpson for taking the time and trouble to visit and inspect with me the Outer Banks of North Carolina, where this proposed national park will be located. We thoroughly enjoyed having them with us in North Carolina, and I hope that when the park is established they will let us welcome them down there again. I am also grateful to the officials of the National Park Service and the staff members of this subcommittee who helped make our trip a successful one.

Mr. Chairman, we have a number of officials and citizens of North Carolina here this morning to express their interest in this proposed legislation. Governor Moore was not able to be with us, but he has asked me to read his statement in support of the bill. Senator Ervin has an engagement in North Carolina today, and he asked me to present his statement in support of the bill. I will, therefore, try to make my own remarks as brief as possible.

This proposed park will be located wholly in Carteret County and will cover most of a 51.4-mile stretch of the Outer Banks of North Carolina between Ocracoke Inlet and Beaufort Inlet, including Portsmouth Island and Core and Shackleford Banks.

Details of the proposal will be given by officials of the Park Service and other witnesses, so I will not go into them here. Let me say only

that this proposal enjoys as nearly unanimous support from both official agencies and private groups as any legislative proposal I have ever known about. It has been endorsed by the following, among others:

The present and former Board of Commissioners of Carteret County;

The North Carolina Seashore Commission;

The North Carolina Board and Department of Water Resources;

The North Carolina Recreation Commission;

The North Carolina Department of Conservation and Development;

The General Assembly of North Carolina by a resolution adopted May 28;

Former Governor Hodges, former Governor Sanford, and Gov. Dan K. Moore, of North Carolina;

The National Park Service;

The Department of the Interior;

The Bureau of the Budget; and

The President of the United States, who specifically included the Cape Lookout National Seashore as part of his program for natural resources development.

Mr. Chairman, Senator Ervin has asked that I read his statement into the record. I would like to read it with your permission.

Senator BIBLE. Very fine, Senator Jordan. We are happy to receive it.

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

Senator ERVIN. Mr. Chairman, thank you for this opportunity to testify in behalf of S. 251, a bill which I have cosponsored with Senator Jordan, to establish the Cape Lookout National Seashore.

The area which is proposed for inclusion in the national seashore extends from Ocracoke Inlet on the south to Beaufort Inlet on the north, 58 miles of undeveloped ocean shoreline including Portsmouth Island and Core and Shackleford Banks. Part of North Carolina's Outer Banks, it is one of the great natural resources of my State and of the Nation—among the last unspoiled beauty spots in Eastern America.

Originally the area was heavily forested and naturally protected. It served as a refuge for Indian hunting parties, and later, pirates, including the dreaded Blackbeard. The execution of Blackbeard in 1718 made the banks safe for gradual settlement—the first by whalers. Over the years since, the area was garrisoned by early American forts, and settlements grew.

However, unrestricted timber cutting and grazing destroyed the natural protection the banks had thrown up to the elements, and the residents abandoned their homes to the winds and the tides. Today the recreational potential is as great as ever, but man needs to replace what he has destroyed. I am confident that through establishment of the national seashore and adoption of the comprehensive hurricane

protection and beach erosion project which is contemplated, we can restore and preserve the Banks for posterity.

This undertaking has the strong, active support and encouragement of the government and people of North Carolina and of Carteret County. My State has lent all possible financial support and planning help to the project, recognizing its great benefit to the people of the Nation, and particularly to the 5 million population within a 250-mile radius of the area.

The coordinate Federal-State background work, when brought to fruition through enactment of this bill, would provide a model of cooperative federalism in achieving effective conservation.

The proposed project has support outside my State. Internationally famous sport fishing; swimming in waters warmed by their nearness to the Gulf Stream; and the seclusion offered campers, birdwatchers, and painters—all these opportunities would be offered by the seashore. As evidence of the national attention which is focused on our efforts here, I request that an article "Outer Banks Sought for National seashore," by Aubrey Graves, from the February 19, 1965, edition of the Washington Post be inserted in the record of hearing at the conclusion of my remarks.

Mr. Chairman, this subcommittee has before it the favorable evidence and conclusions of every Federal, State, and local government agency concerned with establishing the national seashore. There is little I can add to this impressive array of support. I would, therefore, like to reiterate the clear and succinct first conclusion of the 1963 Report of the National Parks Service, which is eloquent in its brevity:

The suggested Cape Lookout National Seashore offers a nationally significant opportunity for recreational use of natural resources and preservation of an outstanding scenic seashore.

Senator JORDAN of North Carolina. As evidence of the national attention which is focused on efforts here, I request that an article entitled "Outer Banks Sought for National Seashores," by Aubrey Graves, from the February 19, 1965, edition of the Washington Post be inserted in the record appearing at the conclusion of the remarks of Senator Ervin.

Senator BIBLE. Without objection, so ordered.
(The article referred to follows:)

OUTER BANKS SOUGHT FOR NATIONAL SEASHORE—AREA RUNS 58 MILES, OCRACOKE
TO BEAUFORT

(By Aubrey Graves)

When private property is taken for public purposes, almost inevitably some bitter controversy is involved. This is particularly true when the private property happens to be part of such a limited, diminishing, and coveted resource as ocean frontage.

The proposed Cape Lookout National Seashore gives promise of becoming a happy exception.

North Carolina owns most of the 30,000 acres of land, water, and marshes within the seashore's proposed boundaries and wishes to donate them to the Federal Government for protection, restoration, development, and use.

Only about 1,700 acres, located on Shackleford Banks, need be purchased to complete the acquisition on the Outer Banks. In addition, an area not to exceed 100 acres may be acquired on the mainland to serve as a headquarters tract. Besides Coast Guardsmen, there are only half a dozen permanent residents in the entire 30,000-acre area. These live in the village of Portsmouth.

In addition, there are 3 hunting and fishing camps, 3 rod and gun clubs, and 10 weekend or vacation cottages.

The area sought consists of the North Carolina Outer Banks south of Cape Hatteras National Seashore, lying within Carteret County. Forming a long link in the chain of narrow barrier reefs, the area extends for 58 miles from Ocracoke Inlet to Beaufort Inlet.

Fishermen from the Washington metropolitan area know this country well. It has drawn campers, birdwatchers, painters, and others who enjoy solitude.

Rich in recreational potential, and of vital economic importance to the adjacent mainland, it is high on the list of outstanding scenic shorelines the Johnson, and before it the Kennedy administration, have been anxious to preserve for the enjoyment of the public in this generation and in generations to come.

Senator B. Everett Jordan, Democrat, of North Carolina, has introduced bill S. 251 and Representative David N. Henderson, Democrat, of North Carolina, has offered H.R. 1784 in the current Congress to accomplish this purpose.

Along the other banks bottle-nosed dolphin (porpoises) and other marine species are often seen breaking water close inshore. Marsh rabbits scurry about the interior. Along the beaches fiddler crabs, sand crabs, and ghost crabs are numerous.

The abundant bird life includes sea gulls, terns of various kinds, boat-tailed grackle, sandpipers, black skimmers, and many migratory waterfowl.

Channel bass, Spanish mackerel, king mackerel, bluefish, trout, and spot are among sport fish caught by surf casting or trolling near the shore. Commercial watermen find shrimp, crabs, oysters, and clams in fair to plentiful supply.

The ageless ocean rolls in, in all its moods, sometimes lapping gently and pleasantly at the shoreline, sometimes lashing it with awesome violence.

The shoreline has become increasingly more vulnerable to the assaults of wind and wave. Each new storm leaves it a little less resistant to the next.

The hurricanes of 1954-55 and Helen of 1958 caused tremendous damage. Aware that these islands are all that stand between the Atlantic Ocean and the mainland, the State of North Carolina studied the problem of their restoration and protection.

Working out an effective long-range restoration and preservation program with private property owners proved to be impossible. Thereupon, North Carolina's Governor recommended that the State acquire the Outer Banks from Ocracoke Inlet to Beaufort Inlet.

He also recommended a detailed survey and study of what would be required to accomplish the needful.

Then came the disastrous Ash Wednesday storm of 1962, focusing national attention anew on the pressing need to protect and preserve our ocean beaches.

Interior Secretary Stewart L. Udall suggested the time had come for land adjustment and acquisition by the Federal Government of more ocean frontages for public purposes, particularly public recreation and wildlife preservation. He huddled with Gov. Terry Sanford about the North Carolina seacoast.

By mid-1963 the State had purchased about 80 percent of the 58 miles of seashore. The State's 4-year study and the U.S. Corps of Engineers estimates of the cost of beach rehabilitation now made it clear that the scope of the job was beyond North Carolina's ability to undertake.

Five million people live within 250 airline-miles of the Outer Banks. The Marine Corps' Cherry Point and Camp Lejeune establishments are within 40 miles: some 200,000 people live within a radius of 50.

The Outer Banks are accessible only by boat or small aircraft capable of landing on the beaches.

Sometimes jeeps and beach buggies are taken over by boat and driven over the sand. Boats generally reach the area through defined channels from Morehead City, Beaufort, Harkers Island, Davis Landing, and Atlantic.

Under the plan of the National Park Service, the Core Banks Gun Club is to retain ownership of its property, as long as it uses the property only for hunting or fishing.

Except for an ocean-front strip extending 750 feet inland from mean high water, all property between Cape Lookout Lighthouse and Cape Lookout Coast Guard Station land will remain in private ownership.

Use of the national seashore will be mostly day use, except for camping and fishing. Some low-cost overnight accommodations will be provided. Surf fishermen are expected to make the greatest use of these.

But if the Outer Banks are to be preserved just for this, let alone future generations, first and prompt efforts by all means must be concentrated upon dune construction, plantings, and other beach restoration and erosion control work.

Senator JORDAN of North Carolina. That is the conclusion of Senator Ervin's statement, Mr. Chairman, and with your permission, I would like to read the statement of the Governor of North Carolina. Senator BIBLE. You may proceed.

STATEMENT OF HON. DAN K. MOORE, GOVERNOR OF THE STATE OF NORTH CAROLINA

Governor MOORE. The State of North Carolina has a long history of preserving and protecting outstanding scenic and outdoor recreation resources for public use. For many years North Carolina has cooperated closely with Federal agencies, especially the National Park Service, to preserve, to protect, and to make available for public use some of the vast and unique resources within our borders.

Today in North Carolina we have the Great Smoky Mountains National Park. We have the Blue Ridge Parkway, coming in from Virginia and now moving on to Georgia. We have also the Cape Hatteras National Seashore—the Nation's first national seashore.

And now we are prepared—the State of North Carolina is prepared—to cooperate and lend every assistance possible in the establishment of still another national seashore, Cape Lookout.

Our long history of cooperation is not through words alone. We in North Carolina have contributed millions of dollars to the acquisition of lands for the Great Smoky Mountains National Park, for the Blue Ridge Parkway, for the Cape Hatteras National Seashore, and also in anticipation of the proposed Cape Lookout National Seashore.

But I do not want to dwell on our dollars-and-cents contribution; instead, I want to underscore our real interest, our historic interest, in preserving and protecting outstanding scenic and outdoor attraction resources for public use.

North Carolina learned, early, two facts. One was that some of its scenic and outdoor recreation resources were more than merely of statewide importance. For the other we recognized that in order to meet the demands for outdoor recreation opportunities we must have the combined efforts of private enterprise and public agencies at all levels of government.

Monuments to this philosophy are, as I have already noted, the Great Smoky Mountains National Park, the Blue Ridge Parkway, and Cape Hatteras National Seashore.

Today we are prepared to donate approximately 50 of the 58 miles of seashore to be included in the proposed Cape Lookout National Seashore.

We do this because, as we have illustrated, we believe in the preservation and the protection of these outdoor recreation resources and in making them available for wide public use.

Coming as I do from North Carolina's Great Smoky Mountains and being engaged as I am in fulfilling the office of Governor in an energetic State, I am acutely aware of and often reminded of a thought that is expressed in the Bible. In Isaiah 5: 8 there are these words:

Woe unto them that join house to house, that lay field to field, til there is no place where one may be alone in the midst of the earth.

Here in this area of the proposed Cape Lookout National Seashore is probably the longest stretch of undeveloped ocean beach on the Atlantic coast. Yet it is within 250 air miles of more than 5 million people.

It offers much. There are unsurpassed vistas of unusual natural beauty that offer vast stretches of beaches far removed from the sights, the sounds, and the smells of modern civilization. Here on these lonely stretches one can take full and rare advantage of a diminishing commodity—solitude.

Here, "one may be alone in the midst of the earth."

North Carolina has given much to the cause of setting natural resources aside for something more than material gain, for something more than economic needs. It has given much in the belief that natural resources can be used to conserve human resources.

Again we want to contribute. I am glad that here today I have the opportunity to reaffirm North Carolina's interest in and willingness to cooperate in establishing the fourth national recreation facility within our borders in order that our natural resources might be more wisely used to conserve our human resources.

Thank you very much.

Senator JORDAN of North Carolina. Mr. Chairman, there is one thing that really impressed me in the Governor's statement. He says, "Here, one may be alone in the midst of the earth." Another thing was his remark about the diminishing commodity of solitude. I think that is a rather unusual statement.

That is the complete statement of the Governor of North Carolina, Mr. Chairman.

Senator BIBLE. Thank you.

Senator JORDAN of North Carolina. Mr. Chairman, we have a very distinguished group of North Carolinians here with us today. A number of these fine citizens met you members when you went to North Carolina. They are here to present their facts on this situation and to say hello to you again, sir, and the other members who were down there.

With your permission, we would like to introduce these people in the order in which I have them.

First, we have Congressman Henderson.

Senator BIBLE. I have him on the list of witnesses and intended to call him, Senator Jordan, as soon as you had completed your testimony.

Senator JORDAN of North Carolina. I have completed mine. If you wish to call Congressman Henderson now, that will be fine.

Senator BIBLE. I think, if it meets with your approval, I would like to proceed that way. It might be that he has problems on the other side of the Hill, so I would hear him next. Then we will return to you and let you present your very distinguished panel of witnesses.

Before temporarily dismissing you, I want to commend the State of North Carolina for its spirit of cooperation. I have said this time and time again. We handle, as you know, many national parks, lake-shores, and seashores, and we are constantly running into this problem of State parks and State interests within the area. I think

North Carolina has set a standard that can be emulated by many of our States. It seems to me that this is in the best of all national interests, because here you do have a great national attraction. Working cooperatively, the Federal Government and the State government can make it available and preserve it for the use of future generations.

I certainly commend the people of North Carolina and the able leadership you have exerted in this field to bring this about.

Before I call upon Congressman Henderson, does the Senator from Idaho have any questions?

Senator JORDAN of Idaho. Mr. Chairman, I want to add my voice to yours in expressing the feeling I have for the accommodation in the way this area has been preserved, protected, and acquired by the State of North Carolina, and now intended to be made available to us for a national seashore.

I want to thank the people of North Carolina who were so gracious in entertaining us down there. Many of them are here today. It was a very worthwhile educational trip for me. It was my first trip into that particular area and I was certainly impressed. As you have said here, we all are particularly satisfied with the fine vision and foresight that the people have shown in acquiring this valuable property.

Senator BIBLE. Thank you.

The Senator from Arizona?

Senator FANNIN. I want to commend Senator Jordan for a very fine statement and to commend the people of his State for the action they have taken in this regard. It is rather unusual. I was extremely impressed with what was stated by the Governor in his testimony about the donating of the 58 miles of seashore.

I assume this is State-owned land, or being acquired. I was just wondering about that. Is this State land?

Senator JORDAN of North Carolina. Most of it has already been acquired. Practically all has been acquired or arrangements have been made to acquire it; arrangements satisfactory to the Park Service. That is my understanding. Most of it already belongs to the State.

Senator FANNIN. The legislature is providing the funds for this to be done and that is all included?

Senator JORDAN of North Carolina. That is correct, sir.

Senator FANNIN. And the appropriation has been made for that purpose?

Senator JORDAN of North Carolina. It has already been purchased and already belongs to the State of North Carolina; all except this small part which is being handled at the present time by agreement.

Senator FANNIN. That is certainly commendable and very unusual, and I feel that this is a project that is very well worth considering.

Senator BIBLE. Thank you very much.

I will now recognize Congressman David Henderson, of North Carolina.

Senator JORDAN of North Carolina. Mr. Chairman, before you call him, I just wanted to add that I had on my schedule that he was to follow. Let me say that this land is entirely in his district and he has done a very commendable job in getting it together.

**STATEMENT OF HON. DAVID N. HENDERSON, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF NORTH CAROLINA**

Mr. HENDERSON. Chairman Bible and other distinguished members, I want to thank you for the opportunity to speak very briefly at this point in regard to the Cape Lookout Seashore Park which is before the subcommittee.

We always hear it said that one picture is worth a thousand words, and if this is true we would have to add as a corollary today that a visit is worth 10,000 words.

You and other members of this subcommittee have personally visited the area which would be encompassed in the Cape Lookout National Seashore which would be authorized by S. 251 and the identical bill which I have introduced in the House, H.R. 1784.

I am confident that you will agree with me and with my able colleagues from the body whose testimony preceded mine this morning that the scenic beauty of this portion of North Carolina's famed Outer Banks should be preserved in its present natural state, not only for this generation of Americans but for posterity.

Unlike many proposals to establish national parks which you gentlemen have heard and considered in the past, this one is agreed upon unanimously by the public officials and official bodies most concerned. This project has been endorsed, as previously stated, by both of North Carolina's U.S. Senators, who cosponsored this bill; by me as the Representative in the House for the congressional district in which the lands are located; by North Carolina's present Governor, Dan K. Moore, and his predecessor, the Honorable Terry Sanford; by the North Carolina Seashore Commission, and by the Board of Commissioners of Carteret County in which the lands lie.

State authorities have supported the project with more than words. In 1959, the General Assembly of North Carolina appropriated \$600,000 in order for the State to acquire title to the lands included in the proposed park area. The lands have now been acquired, or are in the process of being acquired, and are being offered to the Federal Government without cost to it.

The State water resources board has endorsed the project.

Since my prepared statement was mimeographed, Mr. Chairman, the North Carolina Legislature has endorsed the project.

The U.S. Army Corps of Engineers has issued a survey report favorably recommending a stabilization and erosion control project in the affected area subject to the establishment of a public park.

President Johnson has specifically recommended this park, and the Interior Department and the Bureau of the Budget have submitted favorable reports to the Interior Committees of both House and Senate.

I am sure that many others here will give you technical and statistical information and will answer any questions you gentlemen may have.

I thank you for the privilege of appearing in support of this most worthy project.

I commend the subcommittee and the gentlemen who went with you, Mr. Chairman, to North Carolina.

I tell you that I regret I could not personally be with you on that occasion, but I knew you were in the best of hands and that Senator Jordan was with you on that occasion.

Thank you very much.

Senator BIBLE. I certainly appreciate your statement, Mr. Congressman. As I have indicated time and time again, I am tremendously impressed with this area. Since I have been chairman of this subcommittee I have taken the position that you stated in your first sentence; that is, that there is no substitute for seeing an area, and that a picture is worth a thousand words.

Mr. HENDERSON. Mr. Chairman, I might add that Mr. Bob Simpson is here. He has prepared a movie which the members of the subcommittee who have not seen the area would be interested in seeing. It can be made available to the committee and the staff for such use as you may find necessary.

Senator BIBLE. I appreciate that offer and we will see how our time schedule works out.

When is this scheduled for hearing on the House side, Mr. Henderson?

Mr. HENDERSON. Mr. Chairman, I have spoken both to Chairman Aspinall and to Chairman Rivers of the Parks Committee over there. I am sure as you know, as you have been on this side, they have been so busy they have not had a definite date set for hearings.

My most recent conversation with the chairman of the Parks Committee, Congressman Rivers of Alaska, was to the effect that just as soon as you have completed your hearings here, he would rely upon me to notify him. He would then like to arrange a visit, as you did, to the area and then come back and proceed very quickly with the House hearings.

I suggested to him that the visit would mean much more than the dry hearings. I suggested that perhaps he would be so enthused after visiting the area and after looking at this hearing record that I was sure his subcommittee would perhaps take this up with a 1-day session. Certainly those of us who are in favor of the project and any who might have some questions about it could be handled. Perhaps we could get this bill out very quickly from that side.

Senator BIBLE. Very fine. Well, I rather wondered about the timetable on it. I commend the personal visit of the Members of the House of Representatives. This will certainly sell them if nothing else will.

Mr. HENDERSON. Let me say that Chairman Aspinall indicated to me he would like to include all of the hearings on park proposals in the month of June. So I feel sure that we will be moving very quickly over there.

Senator BIBLE. I appreciate that information. I have no further questions.

Senator Fannin?

Senator FANNIN. Mr. Chairman, I just want to commend the Congressman for his very excellent presentation.

Senator BIBLE. Thank you.

Mr. Congressman, you are certainly welcome to stay through the hearings, but I certainly realize the commitments under which you operate.

Mr. HENDERSON. Mr. Chairman, I am going to stay as long as I can, but there are matters on the other side that will require my attention later.

Senator BIBLE. We fully understand.

Now we will return to you, Senator Jordan.

Senator JORDAN of North Carolina. Mr. Chairman, I am going to call these people in the order in which I have them listed. Some of them will have statements and some will not.

Mr. Chairman, A. Clark Stratton, Associate Director of the National Parks Service.

Senator BIBLE. We know Clark Stratton very well and very favorably. We met his son while we were on our North Carolina trip. I am personally delighted to see Clark Stratton back aboard after his recent bout of illness.

I think that I will call him after you have presented your witnesses from North Carolina, because they may have some commitments.

Senator JORDAN of North Carolina. Thank you, Mr. Chairman.

I will now call Gen. James R. Townsend, chairman of the North Carolina Board of Water Resources. The general has a statement.

Senator BIBLE. Fine. We are happy to recognize you. Please come forward and be seated.

STATEMENT OF GEN. JAMES R. TOWNSEND, CHAIRMAN, NORTH CAROLINA BOARD OF WATER RESOURCES

General TOWNSEND. Mr. Chairman and gentlemen of the committee, my name is James R. Townsend. I am chairman of the Board of Water Resources for the State of North Carolina, a member of the North Carolina Seashore Commission, ex officio, a director of the American Shore & Beach Preservation Association, and treasurer of the National Rivers & Harbors Congress.

I am here in support of Senate bill 251 and its companion bill, H.R. 1784, which is entitled "A bill to provide for the establishment of the Cape Lookout National Seashore in the State of North Carolina, and for other purposes." The area in question extends from Ocracoke Inlet in the north to Beaufort Inlet on the south and west.

This portion of the Outer Banks has a history closely connected to the sea, to the whaling industry, and to piracy and war. These barrier reefs are also considered by many to have provided a large degree of protection to the mainland from tidal forces engendered by hurricanes and severe storms.

Originally, the lower portions of the banks were heavily forested. The cutting of oak and juniper trees and heavy grazing left the area vulnerable to the action of wind and waves from heavy storms. Except for some of the local property owners, the loss of land and the increasing deterioration occasioned no great alarm until two hurricanes in 1944 caused considerable damage. The hurricanes in 1954, 1955, and 1958 were especially severe and those of us interested in preserving the multiple assets of the region came to the realization that positive and prompt measures needed to be taken.

The 1959 session of the general assembly, in a forward looking move, generously appropriated \$600,000 to the department of conservation and development for the purpose of making necessary surveys and land

acquisitions in connection with restoring, stabilizing, preserving, and rehabilitating that portion of the Outer Banks of North Carolina located between Ocracoke Inlet on the north and Cape Lookout on the south, and so much of Shackleford Banks as might be determined by the department to be reasonable to stabilize Barden's Inlet. This responsibility was transferred to the department of water resources upon its organization in 1959.

In November 1959 the department entered into an agreement with the district engineer, U.S. Army engineer district, Wilmington, for a cooperative study which culminated in the survey report submitted early this year by the district engineer recommending protective works at an aggregate cost of \$5,800,000.

Not waiting for the completion of this study, the Department undertook an extensive experimental sand fence program involving the expenditure of \$105,000 by the summer of 1962. Also, the necessary cadastral surveys and a land acquisition program were begun. By April of 1965 the State had spent a total of \$340,000 on land purchase and related mapping, and \$191,000 on the cooperative survey program, and other engineering including the sand fence project.

Quite early, those most closely connected with the project saw the merit of preserving this relatively unspoiled area as a great national scenic resource. It was recognized that the benefits of providing a park area accrued to the people of the United States rather than exclusively to North Carolina residents. Likewise, it was believed that ultimate development and protection would be too heavy a burden for North Carolina to bear alone. For these reasons, plus the fact that 5 million people live within 250 airline miles, the State has offered the area to the Federal Government as a national seashore.

I am taking the liberty here of improvising on portions of a report from the Assistant Secretary of the Interior to Senator Jackson last year because it so aptly expressed my own view of this seashore area. It clearly offers an exceptional opportunity for preservation of an outstanding segment of our shoreline that has great potential for outdoor recreational use and enjoyment. It has the scenic beauty inherent in a broad beach-water-skyscape. Perhaps more than other coastal areas in the United States, this stretch of shoreline is noted for its contrast from gentle, pleasant ocean waves quietly rolling upon the beach to the violent, awesome surf that crashes onto the beach and into the dunes during storms. Recreational opportunities oriented both to water and land will be available. However, water-based activities, such as swimming, fishing, waterfowl hunting, and boating are most likely to be the dominant public recreational pursuits. The lands within the seashore offer a base for picnicking, camping, nature study, beachcombing, photography, and painting, as well as wild areas where visitors could enjoy solitude.

In closing, I want to emphasize that the State of North Carolina has already done a great deal toward protection and preservation of the area, in fact, acquired over 80 percent of the land required, but the fullest realization of its possibilities and the best interests of the people of this county will be met only if the Federal Government will join in and add its resources to assure the establishment and protection of Cape Lookout National Seashore.

I thank you for giving me the privilege of making this statement.

Let me make these points very clear, Senator Bible. We are building more lakes but we are not making any more seacoast, and what we have should be preserved.

We of the Water Board of North Carolina have passed a resolution giving unqualified endorsement to this legislation. We think it is a very fine thing not only for North Carolina but for the entire Nation.

Senator BIBLE. Thank you very much, General Townsend. We are delighted that you are here with us today.

Senator JORDAN of North Carolina. Next is Mr. Woodrow Price, chairman of the North Carolina Seashore Commission.

Senator BIBLE. Very happy to have you, Mr. Price.

Senator JORDAN of North Carolina. Mr. Chairman, Mr. Price has done an outstanding job in chairing this commission for quite some time and his commission has done a lot in coordinating all the efforts that have gone into getting this project into the shape that it is in today. I am happy to introduce him.

Senator BIBLE. Fine. You may proceed, sir.

STATEMENT OF WOODROW PRICE, CHAIRMAN OF THE NORTH CAROLINA SEASHORE COMMISSION

Mr. PRICE. Mr. Chairman, members of the committee, it has been almost 104 years since the Confederate forces abandoned Camp Washington, confident that it was soon to be overrun by superior Union forces which had just taken Forts Hatteras and Clark a few miles to the north.

Camp Washington was situated in Portsmouth, a village at the northern tip of the proposed Cape Lookout National Seashore. Portsmouth had been, in its day, our most populous and busiest seaport.

As chairman of the North Carolina Seashore Commission, I am here today, gentlemen, to advise that we and the four remaining permanent residents of Portsmouth are now prepared to welcome the invasion we have anticipated since 1861.

In North Carolina, we are as near unanimity as it is humanly possible to be in favoring the preservation of one of the most beautiful stretches of our coastland in Cape Lookout National Seashore.

Senator Jordan has already listed the official agencies on record. I would like to add the general assembly of North Carolina which is not likely or not particularly noted for being unanimous in adopting favorable resolutions did so last week without a dissenting vote. That resolution urged the Governor and all the effective State agencies to work diligently for the establishment of this seashore at the earliest possible date. We feel our seashore and Nation will benefit from this action, from the establishment of the Cape Lookout National Seashore and we urge the favorable enactment of this legislation.

Senator BIBLE. Thank you very much. I cannot overlook the opportunity of saying that I cannot believe there is no one against this. We have these day in and day out, year in and year out, and sometimes they engender great feeling and we have great opposition.

If the tenor of this testimony continues, and we have no opposition whatever to it, I think it will be a first in the Halls of Congress. We always have somebody against these, and half the time we have 50 percent for and 50 percent against, which makes the problem very

difficult. You have done your homework very carefully and very well. You made an able presentation and I hope we can have an invasion that is a little different than the first one you describe.

Mr. PRICE. Thank you.

Our Governor is for it, our Senators and the Congressman in whose district the seashore will be located favor it and the council of state has approved it, the seashore commission, the State board of water resources and the Board of County Commissioners of Carteret County, where the seashore is located, are all on record in its favor.

Only last week, too, the General Assembly of North Carolina adopted without a dissenting vote a resolution endorsing the Cape Lookout National Seashore. The resolution urged the Governor and all affected State agencies to work diligently toward the establishment of this seashore at the earliest possible date.

We feel that our seashore, the Nation, and the State will benefit from the creation of Cape Lookout National Seashore and we strongly urge your favorable consideration of this legislation.

Thank you.

Senator BIBLE. The Senator from Idaho?

Senator JORDAN of Idaho. No questions.

Senator BIBLE. The Senator from Arizona?

Senator FANNIN. No questions.

Mr. PRICE. Senator Bible, I wish we were as unanimous as presently appears, but I think there will be one or two who might dissent somewhat, but I think they should speak for themselves.

Senator BIBLE. That is right. I am merely saying that the record appears unanimous up to now. People are entitled to their opinions, and certainly there can be some opposition or some suggested changes. We are happy to hear from them, but this appears to be close to unanimity in the State.

Senator Jordan?

Senator JORDAN of North Carolina. Next is Mr. Roy Wilder, Jr., director, North Carolina Seashore Commission.

Mr. Wilder has a statement.

Senator BIBLE. Please proceed, Mr. Wilder.

STATEMENT OF ROY WILDER, JR., DIRECTOR OF THE NORTH CAROLINA SEASHORE COMMISSION

Mr. WILDER. Thank you, Senator.

I would like to put into the record a detailed report of the action that has been going on in North Carolina on this proposal.

Also, I would like to introduce a letter from Mr. William P. Saunders, director of the department of conservation development, endorsing the proposed park.

I would like to put in another letter to Governor Moore from Mr. Ralph J. Andrews, director of the North Carolina Recreation Commission.

I would like to put these all into the record.

Senator BIBLE. They will be incorporated in full in the record.

(The documents referred to follow:)

* * * * *

SEC. 7. The director of the budget is authorized and empowered to make transfers and changes between the appropriations made in this act, within the appropriations made to each agency, to provide changes to permit completion of the projects as described in the appropriations. When all projects enumerated in the appropriation for any institution or agency have been completed, all remaining funds shall revert to the general fund of the State.

SEC. 7.1. (a) The appropriation made herein to the department of conservation and development for "Outer Banks survey and land acquisition" is made for the purpose of making necessary surveys and land acquisitions in connection with restoring, stabilizing, preserving, and rehabilitating that portion of the Outer Banks of North Carolina located between Ocracoke Inlet on the north and Cape Lookout on the south, and so much of Shackleford Banks as may be determined by the department to be reasonable or necessary to stabilize Barden's Inlet.

(b) In carrying out the purpose for which this appropriation is made, the department of conservation and development shall, subject to other applicable laws of this State, have authority to make such surveys as it deems necessary; to acquire real property of any nature by purchase, condemnation, or other legal means; to enter into contracts and other agreements in connection therewith; and to do any and all other acts and things which may be reasonable or necessary to carry out the purposes for which this appropriation is made.

(c) All receipts of whatever nature relating to this project which may accrue to the State, including funds paid to the State by the Federal Government to be used in connection with this project, shall be deposited in the account established for the purposes of this appropriation, and shall be disbursed in the same manner as provided for this appropriation. When the purposes for which this appropriation is made have been completed, any remaining funds in this account shall revert to the general fund of the State.

(d) Notwithstanding the provisions of this act and any reference herein to the department of conservation and development, when and if a water commission is created by the General Assembly of North Carolina, the Governor of North Carolina may transfer such funds as are appropriated for these purposes from the department of conservation and development to the newly created water resources commission, and the duties and rights of the department of conservation and development herein provided for shall then devolve upon such water resources commission.

* * * * *

RESOLUTION OF THE GOVERNOR AND COUNCIL OF STATE OF THE STATE OF
NORTH CAROLINA

That, whereas the North Carolina Outer Banks Seashore Park Commission, after thorough investigation, has recommended the creation on Core Banks, Shackleford Banks, and Portsmouth Island of a new national seashore park to be designated Cape Lookout National Seashore Park; and

Whereas the bill has been introduced in Congress to authorize the creation of the Cape Lookout National Seashore Park; and

Whereas the National Park Service is the proper agency of the Federal Government to develop the area as the new national seashore park, and has indicated the willingness to accept the land and develop the same: Now, therefore, be it

Resolved by the Governor and council of state, That the State of North Carolina concurs with the recommendations of the North Carolina Outer Banks Seashore Park Commission that the State of North Carolina tender to the National Park Service deed to the State's properties on Core Banks, Shackleford Banks, and Portsmouth Island upon condition that the same be developed as heretofore set forth.

JOINT RESOLUTION ENDORSING THE CAPE LOOKOUT NATIONAL SEASHORE PROJECT

Whereas the President of the United States has proposed the establishment of the Cape Lookout National Seashore on the coast of North Carolina; and

Whereas the State of North Carolina has offered the Federal Government suitable land for the establishment of this facility; and

Whereas the Cape Lookout National Seashore project has the endorsement and active support of the North Carolina Seashore Commission and the department of conservation and development, coupled with the active backing of Govs. Luther H. Hodges, Terry Sanford, and Dan Moore; and

Whereas the history of Cape Hatteras National Seashore Recreational Area has proved the immeasurable esthetic, economic, and recreational value of such an asset within North Carolina; and

Whereas the increase in both population and leisure time in the United States add each day to the importance of outdoor areas for public use: Now, therefore, be it

Resolved by the senate (the house of representatives concurring):

SECTION 1. That the general assembly does hereby endorse the Cape Lookout National Seashore project and encourage the Governor and all affected agencies of State government to encourage and assist the project to the end that its establishment may be assured at the earliest possible date.

SEC. 2. That a copy of this resolution be forwarded to the Governor of North Carolina, the chairman of the North Carolina Seashore Commission, the director of the North Carolina Department of Conservation and Development, the Secretary of the Interior of the United States, the Director of the National Park Service, U.S. Senators Sam J. Ervin, Jr., and B. Everett Jordan, and Congressmen Herbert C. Bonner, David N. Henderson, and Alton A. Lennon.

SEC. 3. That this resolution shall be in full force and effect from and after its ratification.

STATE OF NORTH CAROLINA,
DEPARTMENT OF CONSERVATION AND DEVELOPMENT,
Raleigh, June 1, 1965.

Senator ALAN BIBLE,
*Chairman, Public Lands Subcommittee,
Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.*

DEAR SENATOR BIBLE: It is with great pleasure that I take this opportunity to wholeheartedly endorse Senate bill 251 to provide for the establishment of Cape Lookout National Seashore in the State of North Carolina.

The enormous benefits which a similar area, Cape Hatteras National Seashore, have brought to our Nation are well known.

There is no reason to feel that Cape Lookout National Seashore will prove less beneficial to our country nor less popular with our people. The preservation and placing of this unique and scenic feature of our coastline into the national trust along with other choice and important areas remaining from our great natural heritage may, in the end, be our greatest gift to posterity.

Sincerely yours,

WILLIAM P. SAUNDERS.

NORTH CAROLINA RECREATION COMMISSION,
Raleigh, N.C., May 28, 1965.

Hon. DAN K. MOORE,
*Governor of North Carolina,
Raleigh, N.C.*

DEAR GOVERNOR MOORE: The Federal Government should acquire, develop, maintain and, through adequate programing, make provision for recreation use by its people those park and recreation areas which have scenic, scientific, historic, or other recreation values of significance to the entire Nation.

Great increases in the amounts of disposable time, energy, and money are available to our people. These conditions cause recreation resources to have become more important than at any other time in the history of the world.

With more of time, money, and human energy, that must be expended in our people's leisure interests, the economic as well as the societal factors add significance to the provision of fine recreation resources. These factors apply nationwide.

It is for these reasons, as you are aware, that the State of North Carolina acquired much of the land for the creation of the Cape Lookout National Seashore, and made it available as a national resource that will be unmatched in its unique characteristics anyplace else in the world. In these actions, involv-

ing a great deal more than just verbal approval, is revealed North Carolina's support for creation of the Cape Lookout National Seashore.

The North Carolina Recreation Commission actively supported the first concept of the Cape Lookout National Seashore, has continued its assistance at each stage of the projects development. (This commission is, now, in enthusiastic support of the legislation (S. 251) proposed by our Senators Jordan and Ervin.

It is with pleasure that we convey to you this indication of our strong approval and active support for the creation of the Cape Lookout National Seashore. We do this in response to your request for an expression of our attitude in regard to S. 251.

Sincerely yours,

RALPH J. ANDREWS, *Director.*

Mr. WILDER. Nowhere in the Nation is there a longer, and perhaps a greater, appreciation for this land of ours than in North Carolina.

Our State—North Carolina—is the land of the beginnings.

North Carolina was first to bear the imprint of the English colonists.

North Carolina was first to provide for and claim a national seashore.

North Carolina has the ability, willingness, and good fortune to share with the outside world some natural resources that are loved and lived with, that are respected rather than abused, that are preserved rather than despoiled. These are part of the character of our State, part of the traditional attitude of our people.

The Great Smoky Mountains Park, the Blue Ridge Parkway, Cape Hatteras National Seashore—these are among the resources we share.

Appreciation for the outdoors, appreciation for natural scenic resources, lies deep in North Carolina's life and history. It is an old and continuing story.

Under consideration here and now is a proposal to bring into greater use and appreciation another segment of North Carolina's scenic resources through the establishment of the Cape Lookout National Seashore.

There has been mounting concern over the loss of seashore areas for public use. Commercial and private developments have accelerated the reduction of coastline. Today the seashore is a limited and diminished resource of scenic and scientific interest.

One of the Nation's major remaining opportunities for conservation of natural seashores or coastal areas for recreational or other public purposes is that area encompassed by the proposed Cape Lookout National Seashore. Fifty-eight miles long, it extends from historic and well-nigh isolated Portsmouth Island to the very doorstep of Beaufort. A unique and hardly exploited seashore, it comprises Core Banks, Shackleford Banks, and Cape Lookout.

The area truly presents an unusual opportunity to make available the recreation resources of a nationally significant stretch of seashore for use and enjoyment of the people of the United States—more than 5 million of those people living within 250 air miles of this longest stretch of undeveloped ocean beach on the Atlantic coast.

North Carolina has a history of preserving and protecting outstanding scenic and outdoor recreation resources for public use. Its system of State parks and historic areas is well known.

North Carolina has also a history of toting its share of the load in cooperative ventures to preserve and protect areas that need such treatment.

Back in the early thirties, for example, the State issued \$2 million in bonds leading to the establishing of the Great Smoky Mountains Park. It has provided more than 16,000 acres of right-of-way for the Blue Ridge Parkway and will acquire still more as the route is extended into Georgia. The State provided \$813,000 and 1,500 acres of land for the Cape Hatteras National Seashore.

North Carolina has been realistic in these matters, has participated in cash-on-the-barrelhead arrangements because it learned early some facts about utilizing resources for public use:

One, some of the State's scenic and outdoor recreation resources are of more than statewide interest and importance.

Two, the combined efforts of private enterprise and public agencies at all levels of government are necessary to meet the demands for outdoor recreation opportunities.

For almost half a century North Carolina has cooperated closely with Federal agencies, particularly the National Park Service, to preserve, protect, and make available for public use nationally important scenic and outdoor recreation resources.

Once again paying its share, the State of North Carolina now proposes to acquire and donate some 50 of the 58 miles of seashore to be included in the proposed Cape Lookout National Seashore. Some 13,000 acres, about 80 percent of the Core Banks-Portsmouth Island property have been acquired already.

It is pertinent to state that there is no controversy in North Carolina about the proposal to establish the Cape Lookout National Seashore. Rather, all State and local agencies concerned support the proposal.

The seashore has the support of Gov. Dan K. Moore and his two immediate predecessors. One, Luther H. Hodges, began the land acquisition program for the proposed park. The other, Terry Sanford, came to Washington and conferred with Interior Secretary Udall on the proposal and kept close touch with developments during his administration. Governor Moore offers a supporting statement today.

The Carteret County Board of Commissioners, governing body of the county within which the proposed seashore area would lie, has long favored the project. The board's resolution of endorsement is included in this report.

We hasten to note that while all agencies concerned approve the proposal, there is not 100 percent endorsement of the overall prospect. Some landowners whose acreage is involved are reluctant to trade off their lands and have so stated. There is, however, no widespread or organized opposition.

When North Carolina first manifested interest in another seashore, after Cape Hatteras, is lost in unrecorded history. We know, however, that in 1959, under the impetus of Governor Hodges, North Carolina began acquiring land which is today offered for use as a national seashore.

Acting on a proposal by the North Carolina Outer Banks Seashore Park Commission, successor of the Cape Hatteras Seashore Park Commission and predecessor of the North Carolina Seashore Commission, the Carteret County Board of Commissioners adopted, on June 28, 1963, a resolution calling for the creation of Cape Lookout National Seashore Park.

The seashore park commission, September 13, 1963, requested the Governor and the council of state—

to take such steps as necessary to make State-owned property on these banks available to the National Park Service for inclusion in Cape Lookout National Seashore.

The Park Service by now had expressed interest in restoring this land and developing it into a seashore recreation area. Members of the North Carolina congressional delegation also were preparing to introduce bills for the creation of a seashore.

A bill to provide for the establishment of the Cape Lookout National Seashore Park was introduced in the House of Representatives by Congressman David N. Henderson and in the Senate jointly by Senators B. Everett Jordan and Sam J. Ervin, Jr., on October 17, 1963.

The Governor and council of state, on November 5, 1963, adopted a resolution concurring with the seashore park's recommendation that the "State of North Carolina tender to the National Park Service deed to the State's properties on Core Banks, Shackelford Banks, and Portsmouth Island" on condition that the area be developed as a national seashore.

Meanwhile, Interior Secretary Stewart Udall and Director George B. Hartzog, Jr., of the National Park Service, conferred with Governor Sanford and seashore commission members.

Secretary Udall suggested that the proposed park should not be regarded as an extension of Cape Hatteras National Seashore, but should have its own identity and be a separate and distinct entity named for the area's most salient feature.

Director Hartzog made an on-the-scene inspection and described the prospect as "terrific." This comment came after he had rolled up his pants and clambered barefooted across dunes and had eaten dewberries on Portsmouth Island.

Further impetus was given when the Corps of Engineers submitted a proposal for restoration of this portion of the Outer Banks. Recommended was the construction of a \$5.8 million artificial sand dune along the length of the proposed seashore, from Ocracoke Inlet to Beaufort Inlet. The dune would be built of material dredged from behind the banks. The dredging would form a channel 100 feet wide from Beaufort to Ocracoke—an invaluable boon to both sport and commercial fishermen.

Finally, President Johnson asked Congress 4 months ago to establish the Cape Lookout National Seashore.

Perhaps taking his cue, members of the Parks and Recreation Subcommittee of the Senate Committee on Interior and Insular Affairs came to North Carolina and saw the Outer Banks for themselves. They saw what has been done at Cape Hatteras National Seashore. They saw what can be offered through Cape Lookout National Seashore.

Added now to these endorsements and recommendations is a final one—a joint resolution from the North Carolina General Assembly of 1965 endorsing the proposed Cape Lookout National Seashore.

These expressions illustrate and underscore North Carolina's interest in creating another national seashore.

Cape Lookout National Seashore would restore and preserve a portion of the Outer Banks now threatened, would strengthen the

outer barrier that now protects the mainland from inundation by the sea.

It would be of inestimable benefit to North Carolina and especially to Carteret County, providing economic upgrading that is necessary. This would come through increased tourism and through improved facilities for commercial fishing.

This new seashore, joining two stretches of beach into one vast area, could provide an oceanside playground 128 miles long with unsurpassed recreation opportunities. It would be a playground increasingly valuable as our land fills with people. It would also be a private place, a place removed from the sights, sounds, and smells of civilization. It would be a repository of a diminishing resource—solitude.

Senator BIBLE. Thank you very much.

Senator JORDAN of North Carolina. I want to thank Mr. Wilder for the fine job he has done as a director of this fine commission down there. He has had a lot to do with getting this information together. He used to be on Senator Scott's staff.

Senator BIBLE. I recognized him.

You may have a little different order of witnesses than I do, so I am happy that you suggest the next witness.

Senator JORDAN of North Carolina. I would like to introduce Miss Alida Willis, of Morehead City, and Mr. Braxton B. Dawson, of Washington, N.C., members of the North Carolina Seashore Commission; They do not have a statement, but I would like to have them recognized.

Senator BIBLE. Very happy to have you both stand, and we will see that your names are in the record as enthusiastic supporters of this. We met both of you during our tour of Cape Lookout, and we are delighted to see you here.

Senator JORDAN of North Carolina. Next I have Mr. Robert L. Gavin, of Sanford, a prominent citizen of North Carolina we would like to have recognized.

Senator BIBLE. Mr. Gavin, we are delighted to see you.

Senator JORDAN of North Carolina. Next is Mr. Alfred Cooper, chairman of the Carteret County Board of Commissioners.

Senator BIBLE. Very fine, Mr. Cooper, we are happy to hear from you.

STATEMENT OF ALFRED COOPER, CHAIRMAN, CARTERET COUNTY BOARD OF COMMISSIONERS

Mr. COOPER. Thank you, Mr. Chairman.

I am indeed happy that the plans for the construction of a National Seashore Park at Cape Lookout have progressed to the point of being aired before your committee. The Carteret County Board of Commissioners, of which I am chairman, has formally adopted a resolution in support of the proposed seashore park. I am here to reaffirm the position of the Carteret County board in this matter and to represent the people of Carteret County in this connection.

That portion of the Outer Banks which stretches from Beaufort Inlet westwardly to Boque Inlet, a distance of about 25 miles (with the exception of Fort Macon State Park), is being developed in conformity to county zoning and subdivision regulations under private

ownership. We feel that this area, known as Boque Banks, will provide ample potential for private development, commercial housing and recreational facilities of a particular type for many years to come.

I make this point to emphasize the fact that the establishment of a national park on Shackleford and Core Banks, the remaining 58 miles of our Outer Banks, would in no way curtail private beach development. The recreational facilities here consist of fishing piers, dance halls, bathing beaches, games, rides, and private clubs. Housing is made up of high-quality motels, hotels, privately owned homes, and house trailers. Many concession stands, short order eating places and establishments selling beach attire have been constructed and are operating near the bathing areas.

These afford attractions and entertainment to vacationers, convention attendants, military service personnel, teenagers, et cetera. Those people who want to be with the crowd, people who desire all the modern luxuries during their vacations and those surf fishermen, dancers, and bathers who live within a day's travel time of the beach will find no better provisions to suffice their recreational appetites.

We are aware that there are a huge number of sportsmen, campers, tourists, and vacationers to whom our present facilities do not appeal. These are people who vacation mostly in family groups and form a class of tourists which has been increasing in size rapidly and concurrent with the establishment of controlled camping areas across the country. I refer to that class of tourists who are looking for quiet, peaceful, camping areas from which they may enjoy bathing, boating, fishing, natural beauty, and sites of historical interest. I am talking of those who are looking for recreational areas and campsites of the type presently being maintained by the Park Service and which, for obvious reasons, none but the Federal Government could sponsor.

I am sure that you will agree that we have the ideal property in Carteret County on which and by which the recreational desires of this latter-described group of tourists might well be fulfilled. This, of course, is the stretch of the Outer Banks from Beaufort Inlet to Ocracoke Inlet and known to us and the files of the National Park Service as Cape Lookout National Seashore Park.

(1) It has become necessary that steps be taken to restore this portion of the Outer Banks to the state in which they existed prior to the severe hurricanes of 1954-55 giving due consideration to protection against future erosive action.

(2) It is of prime importance to the economy of our county that this area be developed as a tourist attraction with sufficient controls to preserve its natural scenic and recreational value in the manner prescribed by the National Park Service.

The Carteret County Board of Commissioners has received no verbal or written objection to the establishment of this national park as presently constituted. It has, however, been encouraged by the full and wholehearted support of its constituents. We are very encouraged and enthusiastic over the prospects of this park and want to cooperate with and assist the National Park Service in any way possible toward its realization.

At the March 1 meeting of the Carteret County Board of Commissioners Mr. W. H. Potter, of Beaufort, N.C., was named as chairman of a committee to study, assist, and cooperate with the U.S. Park Serv-

ice and the North Carolina Seashore Commission in all phases of the development of the Cape Lookout Seashore Park. The committee will be designated as the committee of the national seashore park of Carteret County.

This committee will serve in an advisory capacity and act as liaison between the Federal and State agencies and the county board of commissioners in connection with preliminary work on the park.

On behalf of Carteret County, I would like to express our gratitude to the great State of North Carolina for its offer to convey the property under its ownership in the proposed park area to the Park Service. We appreciate the support received from Senator B. Everett Jordan, sponsor of the bill, Senator Sam Ervin, and Congressman David N. Henderson, all of North Carolina.

We are also appreciative of the valuable assistance rendered by the North Carolina Seashore Commission, the National Park Service, and Senator Alan Bible and his subcommittee.

Mr. Chairman, I and the people of Carteret County and the people of the great State of North Carolina certainly hope and pray that you will favorably report this out of this hearing. I truly thank you for giving us this opportunity.

Senator BIBLE. Thank you very much for your statement, Mr. Cooper.

Senator Fannin?

Senator FANNIN. No questions.

Senator BIBLE. Senator Jordan?

Senator JORDAN of Idaho. No questions.

Senator JORDAN of North Carolina. Mr. Chairman, we have Mr. Odell Merrill, register of deeds and clerk for the Carteret County Board of Commissioners.

Senator BIBLE. Very happy to recognize you, sir, and we will note, for the record, that you are here with us due to your interest in this project.

Senator JORDAN of North Carolina. We have Mr. William H. Potter, of Beaufort, a very fine citizen who is here with us.

I would like to have him recognized, Mr. Chairman.

Senator BIBLE. I am very happy to have you recognized and to know that you are here in support of the project.

Senator JORDAN of North Carolina. Mr. Parks Icenhour, assistant State property officer, State of North Carolina. I do not think he has a statement but I would like to have him recognized.

Senator BIBLE. We will also recognize you and show that you are here in support of the project.

Senator JORDAN of North Carolina. The office, of which he is assistant director, has done a great job in getting this property assembled and purchased. It is through his office that this work was handled.

Next we have Mr. Bob Simpson, of Morehead City, representing the North Carolina Wildlife Federation.

Senator BIBLE. Mr. Simpson, we will be happy to hear from you.

STATEMENT OF ROBERT SIMPSON, MEMBER OF THE BOARD OF DIRECTORS OF THE NORTH CAROLINA WILDLIFE FEDERATION

Mr. SIMPSON. Mr. Chairman, I am Bob Simpson, representing the individuals, organizations, and affiliates of the North Carolina Wildlife Federation. I wish to take the opportunity to express the opinions and sincere beliefs of the federation. First of all, I am also president of the Carteret County Wildlife Club, the county in which the proposed National Seashore will be located.

For years, the wildlife clubs and similar organizations have supported the objective of setting aside suitable areas for the purpose of preserving and establishing recreation areas for the present and future public. Cape Lookout is one of these areas. First I would like to establish that the people of North Carolina want this area to become established and maintained as a national seashore, opening its beauty and preserving it for this and future generations. But there must be certain standards established. We wish to request that Shackleford be kept as a primitive area.

My wife and I, one night last winter, sat on a log watching the campfire toss sparks in the air. The night was clear, and overhead a million stars blinked at us. Over the water we could hear some night birds. It was wonderful.

As we sat there, we talked with a great outdoorsman, a naturalist, and he asked about the beautiful sunset that had just faded. He said, "What's that sunset worth to you?"

Well, I was a bit taken aback, "Worth? Why it's free. You can't buy or sell that. It's beauty. It's nature."

"Exactly," said he. "And what are this patch of woods and this bit of shore worth? What is it worth if the woods are cut? The birds are gone. Is it worth more to keep it or to put a housing development here? In dollars, it's worth much more as cut lumber, but then it's gone, and so are its beauties."

What we must decide is what it is worth to have beauty and nature. Each person has a different value. Some feel as if it is useless—so who needs deer and squirrels? So what if the woodpecker or bluebird can't find a place to nest? As long as we have an air-conditioned apartment decorated with artificial flowers.

Well, the county is coming to a crossroads. How much natural beauty do you want to save? Remember 15 years ago? That was 1949. There was no Mansfield Park, no Haupon Terrace, no Mitchell Village. There was no Pine Knoll Shores, no Emerald Isle, no Sportsmen's Village. There was almost no housing on Peltier Creek, and the bluffs were practically a wilderness. Who had ever heard of Cape Carteret or Spooner's Creek Harbor? The road on Bogue Banks, such as it was, stopped at Salterpath.

There was no road on Hatteras, or Ocracoke. There was no bridge across Oregon Inlet, and no ferries except a small mail boat. Down east was way out.

Now look ahead to the year 1979. That is only 15 years, same distance as 1949. At present the United States from Maine to Norfolk, Va., is one vast urban area. Don't you think it will continue to grow? Why, the area from New Bern to Atlantic to Swansboro will be one urban unit, if it grows the next 15 years as it did in the past 15.

What I'm trying to do is show a need for preserving a small amount of presently useless land for a time when it will be impossible to find an area available for recreation.

About 100,000 years ago, up in the area of the Great Lakes, there was one humdinger of a cold snap—lasted all winter and a few summers more. It was called the time of the Wisconsin glacial period. Well, when it melted, it caused two things: A tremendous runoff as all that ice and snow melted, washing a lot of sand down into an area that became a great sand spit extending from Virginia to South Carolina. Then it caused the ocean to rise, not much, but some. The results, with the help of the ocean waves, great storms, and a great deal of time, were our present Outer Banks.

The banks became grass- and tree-grown, and quite stable. Then man landed, cleared a bit here and there—they called it “conquering nature”—causing the banks to become weakened. As they weakened, they began to erode and nature tore them up again—so they hadn't quite finished “conquering nature.” Things got so bad that man had to leave. But he was smart—he left his cattle and sheep there for the free grazing. With no natural forces to control the animals, they destroyed the rest of the growth, and began to starve.

They were starved off Portsmouth and, practically, off Core when they were removed. And now they are starving on Shackleford. Look at the gaunt horses in the spring: hide hanging on bare bones and barely able to stand up. But it's “free grazing.”

Here are the overall brief plans for the future of the banks. The State has acquired 80 percent of the land of Portsmouth, Core, and Shackleford. They offered it to the U.S. Government as a park if the Government would protect and stabilize it. The bill was introduced into Congress, approved by the Department of the Interior.

Plans are to dredge, fill, and raise the level above storm tides, plant grasses, to make Portsmouth a museum town with a visitor center, to put picnic areas on Core, and a couple of marinas near Cape Lookout. There would be a ferry between Beaufort and Shackleford, and main headquarters in Beaufort. Later there would be a bridge to Shackleford, and main headquarters in Beaufort. Later there would be a bridge to Shackleford, and picnic grounds, and roads, and parking areas. Sound good? It will be a recreation area for the people of Carteret County.

It is good. It is very good, except that the plan is way off at one point. To aid the economy of the area best, a park must be maintained that can grow and not become overcrowded. The one flaw is the bridge from Beaufort to Shackleford. Why? It's destroying the whole idea, by putting the heavy pressure—and there will be a great deal—on the smallest of the islands.

How? It will eventually become only a segment of a road from Norfolk to Morehead City, instead of what it is today, an unspoiled bit of nature. Here's how it would come about: At present there is a privately owned land development at Cape Lookout. It will want access to the mainland. With a ferry or a bridge from Shackleford to Beaufort, it will then be but a couple of hundred yards to connect Shackleford with Cape Lookout, providing the desired access.

The rest of Core, with beach buggy or truck route as planned, needs only to be connected to Portsmouth Island, and it can be, you know.

If the State can build a \$7 million bridge across Oregon Inlet, it can and will surely bridge two lesser inlets.

So there you have a main route for tourists south. Now, as you all must know, I'm for tourists. They bring in the easiest money of any industry. But I believe also in getting the most out of them. And we can't get the most out of them by just providing another highway to Beaufort and Morehead City.

What I propose is this: Let's declare Shackleford a wilderness area. This means that anyone can go there, to picnic, camp, or fish as they like, but no motorized vehicles will be allowed on the island. By keeping Shackleford free of roads, beach buggies, and pavements; free of filling stations and refreshment stands, it is available only by the effort of going by boat—but available to everyone.

And for those who must go by auto and cannot visit the banks by boat—put a bridge to Core Banks, providing access to both Portsmouth and Core, then the short hop of bridging, to say, Atlantic.

Then the tourist traffic must come "down east way," giving us 50 miles more to part him from his green. The tourist can still drive to Bougie Banks and to all of Cape Hatteras National Seashore, and to all of Cape Lookout National Seashore, except one little island, Shackleford, only 7 miles long. If we are going to have a park, let's have a park, not a parking lot.

Further, I want to go on the record as saying that there is no opposition whatsoever to this. In fact, we are wholeheartedly endorsing the entire area as a national seashore.

Let me say that we would like to have inserted in the record that we feel as if there is one section, namely, Shackleford Banks, that we would like left as a relatively primitive area. Let me just reemphasize that again. We want to keep the vehicular traffic, automobiles, and so forth, off of this island.

Senator BIBLE. That is the area that comes inland from Cape Lookout lighthouse?

Mr. SIMPSON. Yes; this section here.

Senator BIBLE. We made two flyovers there.

Mr. SIMPSON. The basic reason of this is that it is the best reserve of the area. The western half still has woods, and so forth. It would take very little to maintain that in its natural condition and would provide a primitive area which would be the only one on the east coast that I know of, at least in the central east coast.

Another thing, if I may point out over here.

Senator BIBLE. Certainly, but also, so that the reporter may pick up where you are pointing, describe what you are pointing at.

Mr. SIMPSON. I will do the best I can.

As you know, with the opening of the Chesapeake Tunnel and Bridge, with the Cape Hatteras National Seashore as it is and the new bridge across, there has been a tremendous amount of traffic generated. They are the people from the north that want to come down and see these parts. They want to come south. There is a ferry from Ocracoke to Cedar Island at present. It is vastly overloaded and about half, or three-quarters, of the people are turned away. I have never seen a place yet that a bridge did not follow a ferry where it was reasonable.

Across this area of Ocracoke-Cedar Island is shoal area.

I feel, inasmuch as the Park Service is planning to develop the Portsmouth area as a historic site, and with which we agree, we think it should also be made available to the public relatively easy and we would like to see them consider diverting any traffic that goes across here, across the chain here to Cedar Island or anywhere from Drum Inlet north.

Thank you.

Senator BIBLE. Anything further?

Mr. SIMPSON. We would like to have them consider diverting this traffic, still leaving the lower area, with their developments, available to the public.

The present Park Service plan is considering a ferry or bridge from the Beaufort area to Shackleford. We do not feel that an island 7 miles long by approximately one-half mile wide is big enough to accommodate all of this traffic that is going to come through here.

For example, on the camping areas of both Hatteras and Ocracoke I have seen personally up to 1,000 tents at a single time and I do not think this island is big enough for that. I should say that we do not feel that it is. We would like to see this continued available, with campsites available, et cetera, as much as the Corps of Engineers have proposed the dredging and filling of this entire area and they could at no additional cost provide additional campsites in areas in there that can be developed.

I believe that the Park Service does agree with me that this should be left alone, available to the public but not the vehicular traffic. I feel as if they want to have it available now because this is a long-term project here and I think they feel as if it is necessary to give them something immediately to say, "look, this is your park."

Senator FANNIN. When you say "this" you are speaking of the Shackleford Banks?

Mr. SIMPSON. The Shackleford Banks. I will summarize just to keep this brief.

We would like to have this left as a primitive area, available to people to go across in a boat. If they want to use it for camping, picnicking, and so forth, that is fine, but no vehicular traffic at all on this particular island.

Senator BIBLE. Fine. I understand your position very clearly. The problem, as I see it, is No. 1, you are for the Cape Lookout National Seashore and the thrust of your argument is that the Shackleford Banks area be maintained as a primitive area.

Mr. SIMPSON. That is correct.

Senator BIBLE. This is, in effect, what you are saying. Of course, it is going to take time to develop this seashore. It is not going to be developed overnight. This is a project that runs into \$2.9 million, plus \$5.8 million for shore protection and erosion control. This will depend upon funding, and certainly it seems to me that if you stay in constant touch with the Park Service people you can work out an overall area that lets the best national interest be met, still leaving plenty for a primitive area.

We flew up and down the seashore and it looks to me as if you have plenty of room for growth there for the foreseeable future.

Mr. SIMPSON. May I make one other comment here?

Senator BIBLE. Certainly.

Mr. SIMPSON. This proposes a bridge or ferry. The bridge is a long-term thing. This is approximately 400 yards across. There will be beach buggies allowed on this. Beach buggies makes trails that get washed out and have to be improved. They keep improving and when more improvements are made, sooner or later somebody wants to eliminate that bump in the road and starts paving them. This is the way all trails seem to end up; they all end up as highways.

What we are trying desperately to prevent is a highway through here. Let the tourist traffic come down and have it available, but do not destroy it as a primitive area.

Senator BIBLE. We understand your position. We seem to get some highways in practically every seashore area we look at. I do not think a highway down to Cape Hatteras has done any harm. But this is something that will come along gradually, before reaching full development.

Mr. SIMPSON. I would also like to enter these into the record. These are clippings and various articles by various newspapers on this particular subject.

Senator BIBLE. Very fine. They may be received and incorporated in full in the record.

(The clippings referred to follow :)

[From U.S. Power Squadrons, Winston-Salem, N.C., August 1963]

OUTER BANKS OF NORTH CAROLINA

We have written of lake water in previous editions, but most of us have the urge to go down to the sea. Those of us in this area are fortunate to live close to Carolina's Outer Banks. These banks provide a buffer and protection for our eastern mainland shore.

In some places their width is measured in yards, but in most instances, feet would be more appropriate. Hundreds of miles of virgin beaches—the only sound is the sound of surf and wind. Some small areas are developed to a degree, more or less. There is an area to suit any taste.

Men of vision foresee an ocean highway from Norfolk, south down the various banks. The Taylor brothers, of Sealevel, have proved the need with the ferry that the State now operates between Ocracoke and Atlantic. Their reasoning was sound—the ferry opens up some of the beautiful seashore of North Carolina to tourists. One good idea is to have this future highway cross Core Sound between Drum Inlet and Atlantic. This would leave the southern end of Core Bank between Drum Inlet and Cape Lookout off the main highway. An even greater benefit would be that Shakleford Bank would be spared this intrusion. Here would be an island, close to populated areas, accessible only by boat. If it were designated a wilderness area, it would be preserved in its present undeveloped state.

A large percentage of the water along the Outer Banks is shoal. It has been jokingly said that splints and bandages should be carried instead of lifejackets—if you fall out of your boat you will come closer to spraining an ankle than to drowning.

[From the Greensboro Daily News, June 30, 1964]

KEEPING OUTER BANKS PURE

Now that easy access has been provided to North Carolina's Outer Banks, especially the Hatteras area, through opening of the Herbert C. Bonner Bridge, North Carolina and the general touring or camping public should have new reason for rejoicing that the Cape Hatteras National Seashore Recreational Area was established several years ago.

At the time this Interior Department project was advocated, with Lindsay Warren its principal proponent, there was strong opposition from shortsighted

individuals and agencies who wished to profit from private exploitation of the State's last stretch of natural seashore.

Vision and determination to preserve one of the State's greatest assets fortunately won out. And benefits of the victory became more obvious every season. A long stretch of the Outer Banks has been preserved in its natural wildness and beauty. Designated areas are left where villages exist and where private interests may assure food and lodging. But the area has been saved from the sort of commercialization which would have wrecked it.

Where honkeytonk would have taken over, the beachland has been preserved for campers, lovers of the great outdoors, and wildlife which frequents these outer fringes of sound, marsh, and surf. Thousands are coming into the area because of its preservation as one of the few untouched coastlines which remains.

We earnestly hope that the recreation area will be as fully appreciated as it should be. This presupposes that the horde of visitors will recognize its purpose and as the Durham Sun puts it, "enjoy, not ruin" the Outer Banks. There needs to be constant protection "against the ruthless entrepreneur and the heedless tourist, strewing destruction in their wake."

The unspoiled seashore park area will serve the purpose and attract the people for whom it was intended only as it is kept that way. Easy access is welcomed, but it poses a very real and growing problem.

[From the Greensboro Daily News]

ANOTHER SEASHORE AREA

Scant notice has been taken, or given, of the recent recommendation of the Interior Department for creation of a new national seashore along the lower Outer Banks off the North Carolina coast.

To be known as the Cape Lookout National Seashore, the new area will consist of Portsmouth Island, the almost abandoned spit of land south of Ocracoke Inlet on Core Banks, and Shackleford Banks, separated from the mainland on the southwest by Beaufort Inlet.

Already more than 80 percent of the area is owned by the State of North Carolina. It could be donated to the Federal Government which would then have to acquire less than 2,000 acres by the National Park Service at an estimated cost of no more than \$140,000.

The worth and meaning of this new recreation area are underscored by the fact that it is within a 250-mile range of 5 million people and that it can already be reached by boat from Morehead City and other towns which are accessible from U.S. 70. An influx of visitors could be expected via Interstate 95, only 100 miles from the Outer Banks, and from the tourists and campers who are expected to pour into and across coastal Carolina with the opening of the Chesapeake Tunnel.

If the area does materialize—and odds are that it will—North Carolina will have the responsibility of trying to make it more accessible and should already be assuring Interior Department and National Park Service officials of sufficient ferry service to meet demands.

We have seen what the Hatteras National Seashore Recreation Area, which many of the outer bankers opposed when it was first proposed, has done to preserve a long stretch of beach in its natural state, make this stretch a haven for campers and otherwise strengthen the economy of the banks and the State. One hates to think of what might have happened had not the Park Service gone ahead with its Hatteras program.

What is more logical, as the population grows and recreation becomes more and more a factor in the national life, than to duplicate what has happened on the Upper Banks and around Hatteras on the Lower Banks and in the Cape Lookout area? So long as the Outer Banks are kept in their natural state, preserved, maintained, and operated by the U.S. Park Service, they will not only protect and strengthen the State but give North Carolina something that no other State has to offer nature lovers who seek in vain for unspoiled beauty, calmness, and serenity with which the Outer Banks, so long as they are not overrun, are synonymous.

[From the Carteret County News-Times, May 15, 1964]

BOB SIMPSON ADDRESSES HOME LIFE DEPARTMENT

Mr. Bob Simpson was guest speaker at the May meeting of the home life department Wednesday night at the civic center. His topic was "Conservation of the Outer Banks."

Mr. Simpson read a brief plan of the Park Service for development of the Outer Banks. He remarked that he and others think Shackleford Banks should be allowed to remain a wilderness area.

The speaker gave an insight into what the county will be like 15 years from now, as compared to growth of the past 15 years. He said he favors a bridge from the Outer Banks to Atlantic, to route tourists through the eastern part of the county.

Mr. Simpson showed slides of scenes on tours he and Mrs. Simpson have taken illustrating the conservation theme.

The department went on record endorsing the proposal to leave Shackleford Banks an unspoiled wilderness.

[From the Carteret County News-Times, May 1, 1964]

LET SHACKLEFORD ALONE

While most people are willing to concede that Uncle Sam is the only "hero" who can save Core Banks, the number in favor of a seashore park, operated by the Government, dwindles when Shackleford is considered.

Of those who are willing to have the Government include Shackleford in the park, many say, "Let it alone. Don't touch it. It should be a 'wilderness' area."

There are others who contend that Shackleford should not be included in the national seashore park in the first place; that the park should end at Barden's Inlet (Cape Lookout).

A Beaufort resident gives his views in the following paragraphs:

The thinking of people in high places is often difficult to follow. Unless it be just deliberate bureaucratic empire building. A case in point is the proposed Cape Lookout National Seashore Park.

Assuming the Park Service took over the 40 miles of Core Banks, why must they also include the 8-mile Shackleford Banks, where there is no particular erosion problem. Lots of people love the natural beauty of Shackleford and would hate to see it cluttered up with latrines, etc. Latrines may be necessary in its present state.

Also it would seem possible that some part of the banks could be left where individuals might build their own camp on their own half acre. Worse than all of that is the proposal to run a bridge from Lennoxville Point to the west end of Shackleford and close out, forever, from the inlet, that vast expanse of water to the Harkers Island Bridge. Such a bridge would need two drawbridges and already there are too many drawbridges.

At the southeast end of Harkers Island there is a natural and relatively short approach to Cape Lookout.

Access to the hook of the cape and Core Banks could make one of the playgrounds of the world. Surf fishing east of Cape Lookout, along Core Banks is probably the best on the coast and there is 40 miles of it.

To complete this picture, a bridge should go from Lennoxville Point to the mainland side of the Harkers Island Bridge. This not only would give easy access to Cape Lookout bridge and the Cedar Island ferry, but would give all the people down the sound easy access to Beaufort and Morehead City. People from Harkers Island and that area would be just minutes from town. The two bridges could probably be built for the cost of the proposed monstrosity to Shackleford Banks.

Looking at the map, there is another logical approach to Core Banks, that is across the Chain Shot Shoals at Cedar Island. There it would be a tremendous attraction for people using the ferry.

(NOTE.—Maps on the Cape Lookout Seashore plan can be seen at Huntley's, Beaufort. Persons are invited to put their views on the park on record by writing a letter to the News-Times or writing directly to Representative David Henderson, Congressman, House Office Building, Washington, D.C.)

[From the Carteret County News-Times, July 5, 1963]

CAN'T SHE REMAIN UNADORNED?

If the Outer Banks, from Ocracoke Inlet to Beaufort Inlet, must go to the Federal Government, there is much to be said for leaving Shackleford as is. Several persons voiced this plea at the Outer Banks hearing last Friday in Beaufort.

According to the program outlined by National Park officials, Shackleford is now set up to be shackled with marinas, refreshment stands, camping grounds, "swimming areas," and information centers.

To those who have known and loved Shackleford "as she is" since memory runneth not to the contrary, this section of the banks is a part of pioneer America. You can go there and even on a Sunday when boaters and swimmers swarm over its westward parts, you get the feeling that the frenzy of the world is far behind.

The Federal Government has established in certain parts of the country "wilderness areas," where even the national park system in all its "helpfulness" to the tourist, stops "helping" him. There are no drink stands, no marked parking areas, no manmade things to vie with the lustiness and beauty of nature.

In this whole project of handover of the banks to the Government, there is basis for misgiving. We are, however, on the horns of a sharp-pronged dilemma. Leave the badly ravaged Core Banks and Portsmouth Island alone and there is strong evidence that the sea and sounds will swallow them.

Leave the Outer Banks in hands of private owners and how the banks would be "developed" is highly questionable. "Development" to many means a shack, a rickety dock, and an outhouse. Turn the banks over to the Government and we lose potential tax revenue that may accrue, we give up our freedom to develop the banks for good or ill, and, of course, subject ourselves to all the regulations imposed under the national parks system.

Shackleford at its worst—some garbage on the sound shore, ticks in the woods, gunky mud around a pond, and in a land breeze the the bugs eating you alive—is still unmatched in earthly glory anywhere. It's infinitely better than marinas, guarded bathing beaches, and log-cabined toilets.

If Shackleford and the other banks must go to Uncle Sam, must be given up for what may be "better things," we add our voice to those who plead for Shackleford to stay as she is today, a virtual wilderness which future generations of Americans may enjoy as we have.

Mr. SIMPSON. I will make this film available if you wish to show it any time.

Senator BIBLE. I think it will be helpful when we get into the full committee. They may like to see the film.

Thank you very much, Mr. Simpson.

Are there any questions?

Senator FANNIN. I have, Mr. Chairman.

Since you do not advocate the bridge nor the ferry across the Shackleford Banks, do you advocate it at some other point?

Mr. SIMPSON. The county commissioners are discussing a bridge from Beaufort to Harker's Island. I think it will be perfectly permissible to connect this area, although I do want to keep as much traffic off as possible. The parks that I see and the parks that I like I do not go to because of the automobiles. What I want is something where one can be completely alone, shall we say, except for other nature lovers, and perhaps that is a term that I should use. But I have in mind people who want to bird watch, such as people who go into the remote areas of the Everglades or the other parks—leave one place on the east coast where these people can go and be relatively alone, without having parking areas, concession stands, and that sort of thing. This, to me, is the last chance that we will have in this country to have an area of this sort.

Senator FANNIN. Thank you.

Senator BIBLE. Thank you very much, Mr. Simpson.

Senator Jordan, will you call our next witness?

Senator JORDAN of North Carolina. Next, Mr. Chairman, is J. M. Davis, of Morehead City, who is a property owner.

Mr. Davis has a statement, I believe, Mr. Chairman.

Senator BIBLE. We will be very happy to hear from you, Mr. Davis.

**STATEMENT OF J. M. DAVIS, MOREHEAD CITY, CARTERET COUNTY,
N.C.**

Mr. DAVIS. Thank you, Senator Jordan and members of the subcommittee.

Mr. Chairman, my name is J. M. Davis, of Morehead City, Carteret County, State of North Carolina.

I own, and my family before me for generations have owned, a tract of land on Core Banks of approximately 1 mile in length, the exact location of which is indicated on the small map which I have in quantity for distribution to you gentlemen as a source of information.

Let me indicate on the large map exactly where it is. It is right in this area. It is right here, sir [indicating]. The Cape Lookout Seashore bill, H.R. 1784, as now drawn in section 2(a) discriminates against the use of my lands by permitting the exemption of the Core Banks Gun Club for uses as indicated therein.

I desire to continue the use of my land in the same manner as the Core Banks Gun Club, and respectfully request that section 2(a) be amended to include the same exemption for the lands of J. M. Davis as indicated for the Core Banks Gun Club.

You will note from the map provided that my lands do not go entirely across the outer banks to the ocean, but have a boundary at the center of the beach on the south end and inside the ledge or the growth area on the north end of the property. This property location, if my lands were excluded as Core Banks Gun Club, would permit continuous attachment of all sections of the park by other lands and it will be noted that my lands, being marshlands and creeks, would not be usable for any other purpose than the hunting of wildfowl in the legal season.

Further, my land is not in need of vegetation and has been kept free of fires, which are frequent in this section of the banks and are stabilized and the dunes are increasing year by year.

I would like the record to show that I do not have objection to the creation of the Cape Lookout Seashore Park as such, but I feel and am sure that this committee will agree that section 2(a) would discriminate against my lands and that my request for inclusion as an exempt area such as the Core Banks Gun Club would be the only basis for fair, justified, and constitutional treatment of my lands.

If events would prohibit the inclusion of my lands in the exempt manner referred to herewith, and the only other exempt properties—which are Core Banks Gun Club—were included under this section in the park and under the same restrictions as my land, I would not and could not show further objection to this legislation.

In these times when there is so much discussion of the basic rights, constitutional privileges, and fair treatment, I am satisfied that your interpretation and approval of this request will rectify this weakness in H.R. 1784 and hasten its approval to the benefit of all our people.

Senator BIBLE. I appreciate your statement.

Let me say this. If I understand you correctly, all you are saying is that you want to be treated the same way as the Core Banks Gun Club. If they are in, you want to be in; if they are out, you want to be out. You merely want the same treatment.

Mr. DAVIS. What I am saying, sir, is I would rather be treated as the Core Banks Gun Club, but if it is not possible, they should be excluded.

Senator BIBLE. I understand your position very clearly. Does your property adjoin theirs?

Mr. DAVIS. No, sir. My property is 8 miles north of Cape Lookout and about 8 miles south of Drum Inlet, which is approximately 8 miles from their land, right in this area here.

I believe their land is approximately here and my land is approximately here on the map [indicating].

Senator BIBLE. Well, you have a tract of land approximately 1 mile in length and it is on the bay side.

Mr. DAVIS. Yes, sir, on this southern extremity. This corner would be approximately in the center of the beach, or 400 or 500 feet from the ocean.

On the other end it would go inside the ledge. We call it a beach or marsh; the beginning of the growth area.

Senator BIBLE. What do you use the 1 mile for?

Mr. DAVIS. We use it, and have been using it for generations, as a hunting club.

Senator BIBLE. A hunting club?

Mr. DAVIS. Yes, sir.

Senator BIBLE. So its use is the same as the Core Banks Gun Club, actually?

Mr. DAVIS. That is right.

Senator BIBLE. So we have made an exclusion of one gun club and we have not made an exclusion of yours.

Mr. DAVIS. I would feel that way, sir, because I desire to keep my lands and as it may be determined by you. It is true that the State of North Carolina could still condemn the land and purchase it from the Core Banks Gun Club, but the National Park Service, by the acceptance of these bills, would not have these lands in the park and there would be no reason for them to lose the land to the parks.

Therefore, if my lands were excluded as theirs are, I could keep my land as it is presently. But I do feel that I should not have to sell my land, which we desire to keep and which we desire to use. Everybody using it does feel that we should be treated in the same manner as the Core Banks Gun Club.

Senator BIBLE. I understand your position.

I will ask the Park Service to comment on that, Mr. Stratton or Mr. Harrison, or whoever is going to be there with us.

It seems to me to make some sense.

Let me ask you this: How many other gun clubs do we have up and down along the bay side? You have the Core Banks Gun Club there.

Mr. DAVIS. To my knowledge, sir, these are the only two that are continuously, and have been specifically, used for a great many years.

Senator BIBLE. That is the point I was driving at. I do not know how they make the distinction between you and the Core Banks Gun Club but when they come up we will ask them.

Senator FANNIN?

Senator FANNIN. No questions.

Senator BIBLE. Senator Jordan?

Senator JORDAN of Idaho. No questions.

Senator FANNIN. I do have one question I would like to ask. Is yours a membership organization?

Mr. DAVIS. I own the land and my family and 12 close friends and business associates use it. We have been using it for generations, as I said.

Senator FANNIN. In the statement by the Governor that was read by the Senator from North Carolina, reference is made to the purchase of all this land.

Has money been appropriated by the legislature for the purchase of your land?

Mr. DAVIS. I would not have knowledge of that, sir.

At this point I have not been contacted to sell my lands to the State. Money could be appropriated.

Senator Jordan might possibly be able to answer your question.

Senator FANNIN. I was wondering, Senator Jordan, if money has been appropriated for this purpose.

Senator JORDAN of North Carolina. I cannot state definitely if it has been. I assume it has. I assume they have sufficient money to acquire all the lands they have not acquired so far, if it becomes necessary.

Senator FANNIN. I am just wondering, Mr. Chairman, how many others might be in the same position you are in, Mr. Davis, that would preclude this program being carried through as originally stated.

Mr. DAVIS. I have no opinion on that, sir. I was told the State has in reserve several millions of dollars that they can use for any purpose they see fit, which probably would put them in the position of being able to purchase the land if and when they decided to do it.

Senator FANNIN. Mr. Chairman, I assume that the Federal Government would not be called upon to furnish funds for the purchase of any of these lands. Is that right?

Senator JORDAN of North Carolina. Mr. Chairman, with your permission I would like to ask Mr. Icenhour, who is the State property officer, to answer that.

Senator BIBLE. We will be happy to call Mr. Icenhour if there are no further questions of Mr. Davis.

Mr. Icenhour, would you like to come forward and respond to the question that was asked by the Senator from Arizona?

Do you have the question clearly in mind?

STATEMENT OF PARKS ICENHOUR, ASSISTANT, STATE PROPERTY OFFICE, STATE OF NORTH CAROLINA

Mr. ICENHOUR. Yes, I think I do. I think funds are available to purchase the rest of the land that the State does not own to put in the 58-mile tract.

Senator FANNIN. Thank you.

Senator BIBLE. Thank you very much, Mr. Icenhour.

Senator JORDAN of North Carolina. Mr. Chairman, so far as I know, I have called all the witnesses, but I would like to have you ask if there are any I have not called yet.

Senator BIBLE. I have several more on my list. I have first Mr. Louis Clapper of the National Wildlife Federation.

STATEMENT OF LOUIS CLAPPER, NATIONAL WILDLIFE FEDERATION

Mr. CLAPPER. I would file a statement and request that it be included in the record.

Senator BIBLE. Without objection, it will be included at this point in the record.

(The prepared statement referred to follows:)

STATEMENT OF LOUIS S. CLAPPER ON BEHALF OF THE NATIONAL WILDLIFE FEDERATION

I am Louis S. Clapper, chief of conservation education for the National Wildlife Federation, which has headquarters here in Washington, D.C. The federation is a private organization which seeks to attain conservation goals through educational means. It is composed of affiliates in most States. These, in turn, are made up of individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 2 million persons.

We appreciate the invitation and opportunity to appear here today. We are pleased to be in company with Bob Simpson, of Morehead City, N.C., who represents the North Carolina Wildlife Federation.

Our organization, Mr. Chairman, as members of this subcommittee well know, long has supported the principle of providing suitable outdoor recreational opportunities for the public. We are convinced that outdoor recreational needs are bound to grow in pace with an expanding population which enjoys greater amounts of leisure time and improved modes of transportation. Therefore, it is urgent that appropriate areas be set aside as early as possible.

It is our firm belief that the area described in S. 251, which would establish the Cape Lookout National Seashore in North Carolina, merits preservation in the public interest as a unit of the National Park System and can be established with a minimal cost.

We should like to make these brief specific comments about the proposal.

First, we are pleased that S. 251, in section 4, would continue the concept of permitting the activities of hunting and fishing and shellfishing in accordance with State laws, making due provision for public safety.

Second, it is our belief that the Park Service plan should leave Shackleford Banks undeveloped to offer a wilderness type experience free from autos and beach buggies, housing installations, and other facilities of this sort. We are in accord with recommendations of the North Carolina Wildlife Federation and other conservation groups that Shackleford Banks be kept accessible only by boat. Such a plan would allow more intensive utilization of the longer Core Banks portion for a wide variety of public uses, with appropriate development as generally outlined in parts of S. 251.

Third, to provide greater access, we believe that the Park Service should be authorized to tie the Core Banks to Cape Hatteras National Seashore to the north with a bridge at Ocracoke Inlet. The Core Banks then could be joined to the mainland by a bridge or causeway connecting with the road from Cape Hatteras. It is our understanding that ferries which serve this area presently are inadequate and the motoring public must wait for long periods at certain seasons of the year.

In conclusion, Mr. Chairman, we hope the subcommittee will see fit to issue an early favorable report upon this proposal.

Thank you for the opportunity of making these remarks.

Senator BIBLE. Next is Kenneth B. Pomeroy of the American Forestry Association.

Do you have a statement?

STATEMENT OF KENNETH B. POMEROY OF THE AMERICAN FORESTRY ASSOCIATION

Mr. POMEROY. I have a statement to file, sir, and just a couple of brief comments.

Senator BIBLE. Suppose we hear from you now, then.

Your statement will be incorporated in full in the record and then you can make your statement any way you want.

(The prepared statement referred to follows:)

STATEMENT OF KENNETH B. POMEROY, REPRESENTING THE AMERICAN FORESTRY ASSOCIATION

Mr. Chairman, I am Kenneth B. Pomeroy, representing the American Forestry Association. This national organization of laymen and professional foresters has 840 members in the State of North Carolina. These people are interested in every aspect of conservation, including preservation of areas of scenic beauty.

The proposed Cape Lookout National Seashore has special appeal for two reasons:

1. It will retain some 58 miles of ocean beach in public ownership. This is important because only a small portion of the Atlantic coast is available for public use.
2. It will provide recreation within a reasonable distance of a large urban population.

Therefore, the American Forestry Association endorses S. 251 with the following suggestions:

1. Service roads and other evidences of civilization should be held to a minimum. At least a portion of the "banks" should be kept in a natural state for the enjoyment of people who are willing to get there by boat.

2. Section 4, lines 7 to 9, on page 6 of S. 251 should be amended to read, "only after consultation with the State planning task force."

This amendment would provide coordination with all North Carolina agencies, departments, and commissions concerned with the development of Cape Lookout rather than limiting consultation to the two agencies now named in the bill, i.e., the North Carolina Wildlife Resources Commission and the North Carolina Department of Conservation and Development.

Mr. POMEROY. We have 840 members in North Carolina and we are also affiliated with the North Carolina Forestry Association. On their behalf I would like to offer our support for S. 251.

There is just one point I wish to comment on and this was brought to our attention by our North Carolina members. They wish that at least a portion of the banks shall be kept in a natural state for the enjoyment of people who are willing to get there by boat.

That completes my statement.

Thank you.

Senator BIBLE. Thank you very much, Mr. Pomeroy. I appreciate that statement.

The next witness is Mr. Michael Nadel, assistant executive director of the Wilderness Society.

STATEMENT OF MICHAEL NADEL, ASSISTANT EXECUTIVE
DIRECTOR OF THE WILDERNESS SOCIETY

Mr. NADEL. Mr. Chairman, my statement is very brief. I am Michael Nadel, assistant executive director of the Wilderness Society, and editor of "The Living Wilderness." We are a national citizens not-for-profit conservation organization, founded in 1935, and represented by more than 30,000 members in all the States and in Canada.

It is always a privilege to be able to speak in behalf of preserving suitable portions of our native land for the special values they represent. If such preservation brings with it, as an added bonus, some economic benefit to the community, this can be all to the good.

Our first concern is to dedicate all that we can, in the best state that we can, to serve our best instincts for scenic interest and quality recreation, and to prove our responsibility to posterity.

In dedicating such areas, which cannot themselves be recreated, for the best recreation of our people we wish to keep out of the dizzy vortex of overdevelopment which seems to hold so much of our land in thrall.

In this context we are pleased with the proposal for establishment of a Cape Lookout National Seashore. We support S. 251 in principle. We congratulate its sponsor, Mr. Jordan of North Carolina.

Mr. JORDAN of North Carolina. We congratulate the State of North Carolina for making this fine area a national seashore. We commend the National Park Service also.

Mr. NADEL. The area proposed consists of a chain of barrier islands between our eastern coast and the ocean. The scene, as evidenced in the descriptions, has an appearance of wildness, with relatively little development. It has a natural history, and a human history, which it can continue to interpret to future generations as a living physical document. It is in the words of the National Park Service, a geographic entity.

We should like to see this entity preserved for human enjoyment with all the integrity that we can give to it. For this reason we urge that your distinguished committee give due consideration, as of course you will, to the recommendations of those in the area who believe that a more suitable site be selected for the projected visitor facilities than has been proposed in the September 1963 report of the National Park Service.

Senator BIBLE. At this point we are going to take a brief recess.

Senator JORDAN of North Carolina. May I make one statement before you do, Mr. Chairman?

Senator BIBLE. Yes.

Senator JORDAN of North Carolina. I have to go to another hearing just for a few minutes. I would like to ask all of the North Carolina delegates to come back to my office when this hearing is over.

Senator BIBLE. Certainly. Will the North Carolina group visit with Senator Jordan just as soon as this hearing is completed.

We will be in recess for a few moments.

(At this point a short recess was taken.)

Senator BIBLE. We will resume the hearing.

The record will note how delighted we are that the launch on Cape Kennedy was such a success.

Mr. Nadel, you were in the middle of the second page of your statement.

Mr. NADEL. This report of the National Park Service proposes that intensive day use of the national seashore, when established, be confined to the Shackleford Banks, and that visitor-use facilities on Core Banks and Portsmouth Island be more limited.

Local preference, as expressed by many, including local conservation-minded groups and individuals, would be to maintain Shackleford Banks in its present relatively undeveloped or primitive state. Those who enjoy this area now, they say, enjoy it precisely because of its lack of development. They wish to keep it that way. The establishment of visitor-use facilities on Shackleford Banks, they say, would destroy the essence of wildness which makes it a valuable object for protection and quality recreation.

Their counter-proposal to that of the National Park Service is to situate the visitor-use facilities on the Core Banks following the beach restoration work which everyone appears to agree is necessary. Core Banks at present sustains some beachbuggy use. Under the Park Service proposal this use will not only be continued, but apparently will be encouraged through establishment of truck trails.

While outdoor recreation is often thought of as the primary purpose of the national seashore areas, we must respect the qualities that are a characteristic of the specific area, and that make the area suitable for preservation in the first place.

If the recommendations of the North Carolina Wildlife Federation, for instance, would assure more desirable planning for preservation and quality outdoor recreation than the original proposal of the National Park Service as offered in 1963, we trust that all concerned will give this the thoughtful consideration to which it is entitled.

I thank you, Mr. Chairman, and the committee, for the privilege of appearing at this time.

Senator BIBLE. Thank you very much, Mr. Nadel, for a very effective statement. I have no questions.

Senator FANNIN. No questions.

Senator BIBLE. Thank you very much.

Our next witness is Dr. Spencer Smith, secretary of the Citizens Committee on Natural Resources.

I do not see him here.

His statement will be incorporated in full in the record, when presented.

(The statement referred to follows:)

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

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

We support S. 251, which would establish the Cape Lookout National Seashore in the State of North Carolina.

We do not oppose the procedures detailed in the act to acquire the necessary area recommended for the seashore. It appears to us that by and large, the procedure for such acquisition has become reasonably well established in the

previous creation of other national seashore areas. Of course there are specific matters inherent in each that require some special attention, but by and large the terms of acquisition are essentially those with which we are familiar. These terms would appear, especially in this instance, to achieve such acquisition without undue problems for the private property owner and also to recognize and protect the interest of the State of North Carolina.

The issue in the case of the proposed Cape Lookout National Seashore would appear not to be the authorization but the program for development. We shall not detail, therefore, the reasons which have been obvious to the committee for some time as to the merits of acquiring this area for the purposes indicated, such as availability, overcrowded facilities immediately north in Cape Hatteras, and the necessity to preserve the unique physical features of the area. It is our understanding that these and other arguments strongly support the creation of the seashore.

It is our understanding that the Park Service intends to develop for intensive recreation use that part of the area called Shackleford Banks, leaving in a relatively undeveloped state, or at least not supporting intensive recreation use, the Core Portsmouth Bank. We should like to suggest that the opposite be the case. It would appear, in the present circumstances, that the ferry which runs from Ocracoke to Cedar Island will soon be replaced by a road, which would essentially connect the Cape Hatteras area with the Portsmouth Bank. To the best of our knowledge there is no proposal for such a road at present, but the ferry has had considerable difficulty in handling the traffic, and if the area of Cape Lookout achieves the status of a national seashore, it would seem to suggest a strong probability of continuing the road in that area.

In addition, the Core Portsmouth Bank is windswept and takes the brunt of the weather, including hurricanes. The act proposed takes cognizance of the need for erosion control and beach protection and it is our understanding that the Corps of Engineers will be filling and raising the northwest side of the Core Portsmouth Bank. Also at present there are beach buggies and some places which provide for overnight accommodations. In short, it would be our thought that this area is the one most logical to be developed.

Shackleford Banks at the present time, does not have any extensive development. It is higher ground; its location is such that it does not receive the same buffeting from weather, especially from hurricanes, which lower areas receive, and at least in approximately half of the area vegetation, including trees, is present. The access to this area is primarily by boat and provides a slightly different quality of recreation activity than does the rest of the area. Shackleford Bank is approximately 7 miles long and does not represent a relatively large area proposed for the entire seashore. It would be our hope that the Shackleford Bank could be left essentially in its present stage with the intensive use development in the rest of the area.

I want to take this opportunity to thank the committee for allowing me to present this statement.

Senator BIBLE. Our next witness is A. Clark Stratton, Associate Director of the National Park Service.

We are glad to welcome you back to the witness table after the inclement weather that you went through. We are happy to see you looking so well, Clark. Do you have anyone in your group that you want to bring forward with you; if you have, do so.

**STATEMENT OF A. CLARK STRATTON, ASSOCIATE DIRECTOR,
NATIONAL PARK SERVICE, ACCOMPANIED BY THOMAS MORSE
AND FRANK HARRISON**

Mr. STRATTON. I would like to bring Mr. Thomas Morse up with me to the table.

Senator BIBLE. We are happy to welcome you, Mr. Morse.

Do you want Frank Harrison as well?

Mr. STRATTON. Yes.

Senator BIBLE. Your statement will be incorporated into the record in full.

(The prepared statement referred to follows:)

STATEMENT OF A. CLARK STRATTON, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE,
DEPARTMENT OF THE INTERIOR

Mr. Chairman and members of the committee, the Department of the Interior urges the enactment of this legislation to authorize establishment of the Cape Lookout National Seashore, with two minor perfecting amendments.

As is shown on the map before you, the proposed Cape Lookout National Seashore stretches southward from Ocracoke Inlet some 50 miles to Cape Lookout, and then westward another 8 miles to Beaufort Inlet. It is bounded by the waters of the Atlantic Ocean and of Pamlico Sound, Core Sound, and Back Sound. It lies entirely within the confines of Carteret County, N.C.

The national seashore proposal is approved and actively supported by the State of North Carolina and by the county of Carteret. Also, it meets the criteria set forth by the Recreation Advisory Council, and it has been declared to be nationally significant and endorsed by the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments.

Our seashores constitute scenic and recreational resources of great importance. This committee knows well that the remaining opportunities for conservation of undeveloped seashores for public recreation are dwindling at an alarming rate. This stretch of almost 60 miles of undeveloped seashore is one of the few left on the eastern seaboard. Because of the exceptional cooperation of the State of North Carolina, which is acquiring most of the necessary lands, we have here a splendid opportunity to add it to the national park system at a minimal Federal cost.

The major recreation resource of this area is water—the salt water of ocean and sound. Such water-based activities as swimming, boating, fishing, and waterfowl hunting would, in all likelihood, be the dominant recreational uses. Picnicking, camping, nature study, beachcombing, photography, and painting will also be popular. Here, too, the visitor could simply enjoy the boon of solitude.

The area possesses the scenic natural beauty inherent in a broad beach-water-sky— a beauty sometimes gentle and pleasant, sometimes violent and awesome.

The area still has the appearance of wildness. No bridges connect it to the mainland, and—except in a few scattered locations—no manmade structures intrude upon its skyline.

Shackleford Banks, now separated from Core Banks by manmade Barden Inlet, was once heavily forested. Near the middle of this island there is still a fair-sized wooded area in which the dominant species include live oak and redcedar. The remainder of the area, consisting largely of ocean beach, grass-covered dunes, sand flats, and tidal flats, is almost entirely devoid of trees.

Birdlife is abundant and varied. It includes migrants as well as permanent and seasonal residents. The waters of the sound and ocean harbor many species of fish.

The colorful history of this section of the Outer Banks includes the activities of pirates (of whom the most dreaded was "Blackbeard") in the early 1700's; harassment by Spanish privateers in the 1740's; the rise and decline of the village of Portsmouth from its establishment in 1753 to the present day, when it has only inhabitants; the valorous deeds of the lifesaving and lighthouse services; and the brief life and sudden death of the community of Diamond City.

The 1960 census counted more than 5 million persons living within 250 airline miles of this valuable recreation resource. Within 40 miles are two major military installations—Cherry Point Marine Air Station and the U.S. Marine Corps Base at Camp Lejeune.

Beaufort, Morehead City, and the mainland opposite the proposed national seashore are readily accessible over U.S. Route 70, which in turn connects with such major highways as U.S. Routes 17 and 301 and Interstate 95. The Intracoastal Waterway passes nearby.

There is relatively little development within the proposed national seashore and, aside from the crew of Cape Lookout Coast Guard Station, it has only four year-around residents, all living in Portsmouth. A few summer cottages at Portsmouth, the Coast Guard and lighthouse installations at Cape Lookout, and eight vacation cottages on Shackleford Banks comprise all of the improvements.

The lands, waters, and marshes proposed for inclusion in the Cape Lookout National Seashore—shown on the official boundary map No. NS-CL-7101B, dated April 1964, and totaling about 30,000 acres—form a comprehensive unit embracing the land required for effective preservation, administration, and development for visitor use. Only some 250 acres at Cape Lookout Bight, the most intensively developed section of the entire area, will be excluded from the national seashore.

The State plans to acquire all private lands within the boundary on Portsmouth Island and Core Banks, except about 718 acres owned by Core Banks Club, a corporation. The club now owns about 1,024 acres, which includes a strip of ocean beach. The State will acquire the strip of beach for donation to the United States in order to provide an unbroken ocean frontage for visitors. We are now in the process of discussing with the State and the club the terms of acquisition which would be acceptable to the Government.

With respect to the remainder of the club's lands, you will note that section 2(a) of S. 251 authorizes the Secretary to acquire the property by purchase, including by condemnation, if it ceases to be used for purposes of hunting and fishing or if it changes ownership. We construe a change in ownership as meaning any change in the existing shareholders, since to do otherwise would permit the possibility of land speculation based on future increases in value.

The area to be acquired and donated by the State totals some 50 miles of beach and more than 20,000 acres. The United States will acquire the 8 miles of beach and about 2,400 acres of land on Shackleford Banks and a headquarters site on the mainland.

We estimate that the Federal land acquisition cost for the lands within the seashore boundary will be about \$265,000. Developments planned during the first 5 years after authorization will cost a total of \$2,908,700, and annual operating expenses will range from about \$90,000 in the first year after establishment to about \$370,000 in the fifth year. These development figures do not include the costs of shore erosion control or beach protection measures.

The Army Corps of Engineers is currently completing a study of these matters. The corps preliminary estimate of their total cost was \$5.8 million, with \$481,200 annually for maintenance.

It is anticipated that visitation will reach 1 million in the fifth year the national seashore has been in operation.

The Interior Department plans a variety of developments to provide for public uses. It is proposed that Shackleford Banks be developed rather extensively and that there be a series of lesser developments from Cape Lookout to the village of Portsmouth.

Now starting at Shackleford Banks, we will point out the features and proposed developments:

Initially, vehicular access to Shackleford Banks will be by State-operated ferry. Boat access is planned to the area between Cape Lookout and Ocracoke Inlet. Boat access to this entire area is now extremely limited due to shallow water, so a boat channel should be located close to the outer banks on the sound side and extending from the vicinity of Cape Lookout lighthouse to Portsmouth Island. It is proposed that this boat channel be dug by dredging sand for the construction of dunes.

Shackleford Banks, with 8 miles of ocean front and a considerable length of marsh-free sound frontage is suitable for intensive development for day use. Developments here would include a road system and parking areas, several picnic areas, two or more campgrounds, two beach areas (one on the sound and one on the ocean), interpretive facilities, and a marina.

Its very nature as one of the major capes of the eastern seaboard will attract visitors to Cape Lookout itself. To accommodate its visitors, we would provide a small day-use development with picnic and beach areas, small walk-in campground, and interpretive facilities.

At Lighthouse Bay, we would locate one of the boat access points, the nearest such point to Harkers Island. A marina with a camping and fishing store and a walk-in campground are the developments planned.

At Great Island Bay, opposite the village of Davis on the mainland, would be another boat access point. Only a boat dock and boat-landing area are planned here.

The Core Banks site was selected for development because a small boat channel runs between it and the village of Atlantic on the mainland and because it is near Drum Inlet. The channel makes this site a major access point from the mainland and its proximity to Drum Inlet makes it a major attraction to sports fishermen.

Developments now planned for this site are a small day-use development with picnic area and beach area, boat dock, walk-in campground and low-cost overnight accommodations.

At Sand Island, about a mile and a half north of Drum Inlet, we would seek to accommodate sports fishermen and other visitors with a boat dock, camping and fishing store, a walk-in campground and low-cost overnight accommodations.

The northernmost developments would be in the vicinity of Portsmouth Village. Its quaintness and history would make the village a major attraction. Developments now planned for public use are a marina with camping and fishing store, a walk-in campground and interpretive facilities.

In summary, we believe sincerely that the Cape Lookout National Seashore, like its counterparts at Cape Hatteras, Fire Island, and Cape Cod, will provide sorely needed recreational facilities for present and future generations. We are pleased that it can be established and developed at a minimal cost.

Senator BIBLE. Do you want to highlight your statement and tell us about this exclusion, particularly about the Core Banks Club—why you exclude them and do not exclude Mr. Davis?

Mr. STRATTON. That is what we would like to do.

First, let me say, if I might, this is a rather special occasion as you mentioned earlier.

I had a coronary back in January, so I missed all of the hearings this year on our legislative programs, but due to my long association with the Outer Banks of North Carolina and being a North Carolinian I could not afford to come up here this morning without saying something.

Senator BIBLE. We are happy to see you.

Mr. STRATTON. I helped, among other things, write the legislation for the Cape Hatteras Seashore.

I was superintendent of the project back in the 1930's which took the Bonus Marchers left over here in Washington, and placed them in transient camps. Then they did the first beach erosion control work out on what is now Cape Hatteras. So it is my pleasure to be here.

In view of the fact that everyone is for this project, it is a little different than most of them. Most of our projects I refer to as something like having children. They are easy to conceive, but very hard to deliver. But on this one, it seems just the opposite way.

With your permission, I will just hit the highlights. The Department of Interior as well as the Park Service urges the enactment of the legislation to authorize the establishment of the Cape Lookout National Seashore with the two minor perfecting amendments.

The National Seashore is approved and actively supported by the State of North Carolina and by the county of Carteret.

It also meets the criteria set forth by the Recreation Advisory Council and it has been declared to be nationally significant and endorsed by the Advisory Board on National Parks Historic Sites, Buildings, and Monuments.

I am not sure this was mentioned earlier; and I am only trying, Mr. Chairman, to hit the things that have not already been brought out in the interest of time.

The 1960 census counted more than 5 million people living within 250 air miles of this valuable recreational resource. Within 40 miles are two major military installations: Cherry Point Marine Air Station and the U.S. Marine Corps Base at Camp Lejeune.

There is relatively little development within the proposed National Seashore and, aside from the Cape Lookout Coast Guard Station, it has only four year-around residents, all living on Portsmouth Island.

There are a few summer cottages at Portsmouth, the Coast Guard and lighthouse installations at Cape Lookout, and eight vacation cottages on Shackleford Banks comprise all of the improvements.

Now the State plans to acquire all private lands within the boundaries of Portsmouth Island and Core Banks, except about 718 acres owned by the Core Banks Gun Club, which is a corporation.

The Core Banks Gun Club now owns about 1,024 acres, which includes a strip of ocean beach. The State will acquire a strip of the beach for donation to the United States in order to provide an unbroken ocean frontage for the whole seashore project. We are now in the process of discussing with the State and the club the terms of the acquisition which would be acceptable to the Government.

With respect to the remainder of the club's lands, you will note that section 2 (a) of S. 251 authorizes the Secretary to acquire the property by purchase, including by condemnation, if it ceases to be used for the purposes of hunting and fishing or if it changes ownership. We construe a change in ownership as meaning any change in existing shareholders, since to do otherwise, of course, would permit the possibility of land speculation based on future increases of value.

We estimate that the Federal land acquisition cost for the lands within the seashore boundary will be approximately \$265,000.

We estimate development costs for the first 5-year period after authorization will total about \$2,908,700 and annual operating expenses will range from about \$90,000 in the first year after establishment to roughly \$370,000 in the fifth year. This, of course, depends somewhat on the visitor impact and whether or not it meets our visitation projects.

These development figures do not include the costs of shore-erosion control or beach-protection measures. The Army Corps of Engineers is currently completing a study of these matters. The corps' preliminary estimate of their total cost is \$5.8 million, with approximately \$481,000 annually for maintenance.

It is anticipated that visitation will reach 1 million in the fifth year the National seashore has been in operation.

Now, then, to give you a bird's-eye view of what we are proposing in the way of development, I will ask Mr. Morse to point these things out on the map as I mention them. Boat access is planned to the area between Cape Lookout and Ocracoke Inlet. Boat access to this entire area is extremely limited, due to the very shallow water of the sound, so a boat channel should be located close to the Outer Banks on the sound side and extending from the vicinity of Cape Lookout lighthouse up to Portsmouth Island.

Now it is proposed that the sand dredged to make this channel be used to create a barrier dune which would be the shore protection such as this committee saw when they visited the Cape Hatteras National Seashore.

The Shackleford Banks, with 8 miles of ocean front and a considerable length of marsh-free sound frontage, is suitable for more intensive development.

Development here would include a road system and parking areas, several picnic areas, campgrounds such as you saw at Cape Hatteras, two beach areas, interpretive facilities, and a marina.

I might mention as you did earlier, Mr. Chairman, that these things are going to be some years coming, depending upon our ability to secure appropriations, just the same as it has been in other Park Service areas. There will be a master plan eventually completed and worked out for this area. At that time all interested parties, such as one of the people who testified here this morning, would have an opportunity to have their say-so in it.

Its very nature, as one of the major capes of the eastern seaboard, will attract visitors to Cape Lookout itself. To accommodate visitors we would provide a small day-use development with picnic and beach areas, small walk-in campgrounds, and interpretive facilities.

At Lighthouse Bay we would locate one of the boat-access points, the nearest such point to Harkers Island. A marina with a camping and fishing store, and a walk-in campground, are the developments planned.

At Great Island Bay, opposite the village of Davis on the mainland, would be another boat-access point. Only a boat dock and boat-landing area are planned here.

The Core Banks site was selected for development because a small-boat channel runs between it and the village of Atlantic on the mainland, and because it is near Drum Inlet. The channel makes this site a major access point from the mainland and its proximity to Drum Inlet makes it a major attraction to sports fishermen.

Developments now planned for this site are a small day-use development with picnic area and beach area, a boat dock, walk-in campgrounds, and perhaps low-cost overnight accommodations.

At Sand Island, about a mile and a half north of Drum Inlet, we would seek to accommodate sports fishermen and other visitors with a boat dock, a camping and fishing store, a walk-in campground, and perhaps more low-cost overnight accommodations.

Generally, I think you gentlemen are aware that in new areas acquired in recent years under the national park system, wherever it is possible we have looked to the local people to furnish the public accommodations facilities—the type of operation where you either purchase food or have overnight facilities or fishing supplies, or that sort of thing.

We think here that, because of the isolation factor, it will be necessary to some extent to go into this type of development.

The northernmost developments will be in the vicinity of Portsmouth Village. Its quaintness and its history will make the village a major attraction. That is somewhat similar to Ocracoke Village now, except on a smaller scale.

Developments now planned for public use on Portsmouth Island are a marina with a camping and fishing supply store, a walk-in campground and interpretive facilities.

In summary, we believe sincerely that Cape Lookout National Seashore, like its counterparts at Cape Hatteras, Fire Island, and Cape Cod, will provide sorely needed recreational facilities for present and future generations.

We are pleased that it can be established and developed at a minimal cost.

Another point came up before when we discussed this with the Bureau of the Budget and the Bureau of Outdoor Recreation; that is,

why didn't we add Cape Lookout to Cape Hatteras National Seashore? After all, they do adjoin at Ocracoke Inlet.

Well, actually, putting Cape Lookout under Cape Hatteras would be like putting Sandy Hook under Cape Charles—I mean each is an internationally known geographical location with its own identity. In addition, from the standpoint of administration, from our headquarters for Cape Hatteras it would be well over 100 miles to Cape Lookout where you would have administration and supervision. Also—I am sure your committee found out when you were down there—an entirely different segment of our population visits Cape Hatteras than those who would visit Cape Lookout.

In other words, Richmond, Norfolk, and Washington people largely go to Cape Hatteras. It is the people largely from the Piedmont section of North Carolina and Tennessee—Knoxville and so on—that actually go to Cape Lookout.

Part of this, of course, is the tremendous amount of swampland. You have the Allegheny swampland that lies in between, something like probably 40 by 60 miles, which makes quite a difference in travel time when people are anxious to get to and from the seashore.

I think with that that I will stop. We will be glad to hear any questions that you might like to have answered.

Senator BIBLE. Again, I am happy to welcome you, Mr. Stratton, and you have made a very favorable presentation. I think you have cleared up a few points. I do wish you would comment as to why you exclude the Core Banks Gun Club and you do not exclude Mr. Davis.

Mr. STRATTON. Due to the fact that Mr. Morse has been quite close to this, I am going to ask him to answer that question.

Senator BIBLE. Very fine, and preliminarily maybe I should lay a little more foundation. How many private holdings do you have on the Cape Lookout site—Cape Lookout Lighthouse up to Ocracoke Inlet?

Mr. MORSE. There would be upwards of 20 or 30, I would think. Mr. Icenhour has those figures, I believe. He has been doing the land acquisition for the States.

Senator BIBLE. Is 20 or 30 an approximate figure, Mr. Icenhour?

Mr. ICENHOUR. I would say that is an approximate figure.

Senator BIBLE. Those 20 or 30 are what? Do they have little hunting clubs on them?

We flew over there and there were not very many places that I could see.

Mr. MORSE. Some have nothing on them.

Senator BIBLE. How many have improved property?

Mr. MORSE. Well, outside of the village of Portsmouth, which is of course developed—

Senator BIBLE. Outside of what?

Mr. MORSE. The village of Portsmouth.

Senator BIBLE. Excluding Portsmouth, how many?

Mr. MORSE. There is one area north of Drum Inlet which the State has already purchased which includes a sportsmen's camp. This is not a membership club but it is operated for fishermen and hunters. Any of us could pay the daily fee and go there and fish and hunt. There are about six such areas there and five below. Most of them operate on

other people's lands, on a lease agreement, and many of them have been purchased.

Senator BIBLE. How does this bill treat that type of operation?

Mr. MORSE. The bill does not refer to that type of operation at all. It is the State's intention to acquire all those properties and, in fact, some have already been acquired.

Senator BIBLE. Then the only exclusion that is made under the present bill is of the Core Banks Gun Club, is that right?

Mr. MORSE. Yes, sir, and that came about in this way, if you would like to have the background on it.

Senator BIBLE. Yes, we would like to have a little background because I was impressed with Mr. Davis' statement.

Let me say that I cannot understand why you treat one group one way and another group another way. Maybe the facts are different. I do not know.

Mr. MORSE. The initial discussions about this proposed national seashore were held in Washington in April of 1963 and at that initial discussion the question of exclusion of this particular Core Banks Gun Club came up.

Later, the State officials and Park Service held some public hearings to test public opinion and public desire about this and at that time this gun club proposal again came up for the Core Banks.

Then, in June of that year, 1963, there was a public hearing in the courthouse held jointly by the Park Service and various State organizations, primarily the seashore commission. The proposed development was explained and the exclusion of the Core Banks Gun Club was publicly mentioned for the purpose of giving this publicity and letting anyone else who desired such treatment come forward.

Nobody came forward. The bills were introduced in the last Congress, just as this bill is now.

The State is reluctant to make more exceptions, as I understand it, to open the door further to expansion.

Senator BIBLE. Whether the State is reluctant or not, if this is ultimately rendered into Federal ownership and a national seashore, I should think it would be the concern of the Park Service people rather than the State of North Carolina.

Mr. STRATTON. Mr. Chairman, as a matter of fact, we would prefer to see the same thing done at Cape Lookout that has been done at Cape Hatteras and that is there were no exceptions whatsoever.

Senator BIBLE. Of course, that may be all right, but then this is why I wanted some preliminary questions. We find that the Park Service sometimes is a little ruthless in its dealing with people who have property, and they make concessions and they may make representations. Certainly I, for one, if representation has been made to the Core Banks Gun Club and they are happy because these concessions have been made, it seems to me we have a duty and a responsibility to honor, so far as we can, those concessions.

I frankly cannot see anything inconsistent with gun clubs on the bay side and the public use of the seashore on the ocean side. The hunting season, I assume, is comparatively short. I do not know what it is on the Atlantic flyway. What is it? Is it 3 months or something like that?

Mr. STRATTON. About 60 days.

Senator BIBLE. And the hunting would happen at a time of the year when you do not have your high use, the summertime use. I suppose the season must be November or December or something like that. I do not see anything inconsistent in it. If representations have been made as you attempted to get public support and this unanimity which you appear to have, I think, as far as possible, we ought to keep those commitments, I cannot see how you can treat them differently. Maybe I do not understand all the facts, but I do not see how you can treat the Core Banks Gun Club one way and the Davis operation, which is a gun club, another way. I do not see how you distinguish between them. He says it has been there for several generations, and his family and their fathers and grandfathers ahead of them have had this gun club.

If the Core Banks Gun Club should be permitted to use it, why should not Davis, and others, be permitted to use it?

Mr. STRATTON. I think you have a very good point there, and I think the reason it did not come up before was because it was actually not considered as a gun club.

Senator BIBLE. Well, if it is not a gun club what is it? Maybe it is something else.

Just what is it?

Mr. STRATTON. There were four clubs that were presented as gun clubs and I think more that got cut off in the cut off date as to what the State planned to acquire. Frankly, Mr. Chairman, we will be glad to try and work something out on that for you.

Senator BIBLE. I wish you would take a look at that. Take a look at it while Mr. Davis is here and meet with him.

Could he suffer on a cutoff date, if his statement is true, that they have been operating for generations? You would have to put the date back a long time.

But you work on it as to the detail that should go into the bill. I do not want to be haunted by one operation existing while an identical operation was treated another way. Take a look at it and work with the sponsor of the bill to iron this one point out. I feel that if they are both on the same basis, they should be treated alike.

Will you do that for me?

Mr. STRATTON. We will be glad to do that and work with the State on it.

Senator BIBLE. Fine.

The Senator from Idaho?

Senator JORDAN of Idaho. No questions.

Senator BIBLE. The Senator from Arizona?

Senator FANNIN. Mr. Chairman, from the testimony I would consider that the utilization is compatible as far as Mr. Davis' operation is concerned in the utilization of this club.

I am just wondering if he was given notice or if the group was given notice and had an opportunity to present their case before this decision was made.

Mr. STRATTON. It is my understanding that it was at the time the public hearings were held. Now, as to the extent they were advertised, I do not know, but they were held locally, Senator, and I really wouldn't know that.

Senator FANNIN. You do not know whether applicable treatment is given to all concerned?

Mr. STRATTON. There is this. There is one thing that bothers us to some degree about handling inholdings of this kind. Hunting is one of the things that will be allowed here on Core Banks and Shackleford Banks. It is allowed on Cape Hatteras for the next 75 miles north and when you exclude one property for the use of only a few people whereas in the rest of the area or a certain portion of the area you let the public come in, to some degree you have a discrimination. That was the reason why on the Cape Hatteras area we acquired all the gun clubs and then set up regular public shooting grounds in which you draw for blinds, which are handled just like the State and Federal Government handles skeet, for example. I really would not want to sit here and say that they are entirely compatible, to leave the gun clubs out, because I feel there is a point of discrimination when you allow a segment of 1,000 acres, say in the Core Banks Gun Club, to be used by only a few people, whereas the rest of the people that want to hunt are going to have to draw for blinds and take their chances for hunting.

Senator FANNIN. What I understand, Mr. Stratton, is that you have made the one exception and is it not rather inconsistent to just have the one exception?

Mr. STRATTON. It was my understanding that at one stage of the proposal the exception was regarded as essential to local acceptance of the seashore.

Senator BIBLE. Well, he has a better bargain than Mr. Davis. I do not think this is the way to create a park.

Senator FANNIN. I was wondering whether or not Mr. Davis had the same opportunity that was given to the Core Banks Gun Club.

Mr. STRATTON. That I could not answer personally.

Senator BIBLE. Are there further questions?

Senator FANNIN. No further questions.

Mr. STRATTON. At least at the public meeting, the Core Banks Gun Club was the only one that came forward at the time.

Senator BIBLE. Well, whether they were the only ones that came forward or not is not persuasive to me. If you have someone that had the same type of operation, who has used it for generations, I do not see how you treat one group one way and another group another way.

I cannot agree with you that this is not discrimination. Where people have had a private club for years they must get some recognition of private property rights.

I do not think the problem is one of incompatibility. If there is an incompatibility between the gun club and the use of the seashore, I cannot see it. The gun club is on the bay side, used in the off season. I would hope that you can get this worked out with the sponsors of the bill and make an honest effort to try to reconcile this.

If we do this for Mr. Davis I would like to know how many others you are going to have who say they are in the same boat. If this has not been explored, it should be explored. I hope you will take a look at this immediately so you can come back and report on it. This seems to be the only point in this bill that has not been completely ironed out. All the rest of it is in beautiful shape.

Mr. STRATTON. Mr. Chairman, I am one who the gun clubs do not bother too much because, in my opinion, it is only a matter of years until duck hunting is going to be pretty much a thing of the past.

In my lifetime I saw the limit go from 25 down to 15 and then live decoys were eliminated and limited—that is the kill went down to 10 and then went to 8 and it has been as low as 3 on the Atlantic flyaway, which is hardly worth the effort.

Senator BIBLE. I am an old duck hunter, too, but at the same time you saw the decrease in the limits of ducks I would say you saw the population of the United States explode by about 100 million. So the duck limit came down—and I do not know if that multiplies out correctly—I do not want to make you older than you are, but we are exploding at the rate of about 3 million people a year. We have more leisure time and more opportunities to get the hunting grounds. It is no longer a rich man's pastime, but all the public should share in this, with which I thoroughly agree.

Anyway, Mr. Stratton, see if you cannot iron out this one point. I have no further questions on the bill.

The Senator from Idaho?

Senator JORDAN of Idaho. No questions.

Senator BIBLE. The Senator from Arizona?

Senator FANNIN. No questions.

Senator BIBLE. I want to compliment you, Senator Jordan of North Carolina. This is one of the best presented cases I have ever had the opportunity of hearing. This is so close to unanimity that I am almost willing to say it is unanimous. There is only one little difference and that should be worked out.

Thank you very much, Senator Jordan.

Senator JORDAN of North Carolina. Let me say I greatly appreciate, and my constituents appreciate, you members being here this morning and hearing us through.

Senator BIBLE. We may have to go back and take a look at this a second time, because that is such a great area I do not know whether we can make up our minds without making a return trip.

Senator JORDAN of North Carolina. One condition. You have to take me back with you.

Senator BIBLE. I have a letter here from Dan Moore, Governor of the State of North Carolina, which is in addition to the fine statement Senator Jordan read in his behalf. We will include the letter, also.

Other communications received in the next few days pertaining to this project will also be printed at this point.

(The communications referred to follow:)

STATE OF NORTH CAROLINA,
GOVERNOR'S OFFICE,
Raleigh, May 28, 1965.

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

DEAR SENATOR BIBLE: The establishment of Cape Lookout National Seashore on the Outer Banks of North Carolina between Ocracoke Inlet and Cape Lookout, and possibly a portion of Shackleford Banks, will preserve for the people of this Nation a portion of our national shoreline that has tremendous potentialities for scenic beauty, outdoor recreational use, and historic value. This

seashore, when established, will provide a recreation area accessible to millions of Americans and preserve for the people of the Nation one of the few remaining undeveloped seashore areas of the Atlantic coast.

The State of North Carolina has indicated its endorsement and support of the protection of this area by the appropriation of State funds to participate with the Federal Government in cooperative studies and to acquire State ownership of waterfront property of the area from Ocracoke Inlet to Cape Lookout in connection with restoring, stabilizing, and preserving that portion of the Outer Banks.

I am exceedingly pleased that President Johnson has publicly endorsed this project and that the congressional delegation of North Carolina has enthusiastically supported it. I join with these distinguished Americans in adding my full endorsement to the establishment of Cape Lookout National Seashore, as provided by Senate bill 251 and H.R. 1784.

With best wishes, I am,

Sincerely,

DAN MOORE.

AMERICAN AUTOMOBILE ASSOCIATION,
Washington, D.C., June 4, 1965.

HON. ALAN BIBLE,
*Chairman, Subcommittee on National Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR SENATOR BIBLE: The American Automobile Association supports and calls for early enactment of S. 251 by Senator Jordan, Democrat, of North Carolina, and Senator Ervin, Democrat, of North Carolina, providing for the establishment of the Cape Lookout National Seashore in the State of North Carolina.

AAA policy, as established in annual convention, calls for an expansion of recreational facilities:

"Development of recreation and vacation areas has not kept pace with the requirements of the American people, nor can these regions continue to meet the needs of an expanding population. The AAA believes that Government—State and Federal—must place increasing emphasis on the creation of new recreational travel resources throughout the country."

Development of Cape Lookout National Seashore will provide excellent swimming, surfboarding, sunbathing, fishing, skindiving, water skiing, boating, hunting, camping, and picnicking for American people on vacation.

Within a 350-mile radius of the Cape Lookout National Seashore are the great metropolitan areas of the District of Columbia, Baltimore, Wilmington, Philadelphia, Richmond, Norfolk, Roanoke, Raleigh, Greensboro, Winston-Salem, Charlotte, and Columbia. The Bureau of the Census, Department of Commerce, estimates that within this 350-mile radius reside over 18,500,000 people. The National Park Service, Department of the Interior, estimates that annual attendance will be 1 million people per year after the seashore has been in operation for 5 years.

In 1964, according to the National Park Service, a total of 102,375,100 people visited U.S. national parks and other areas administered by the National Park Service. Of this total, it is estimated that 96 percent visited these national parks and recreational areas by automobile.

The AAA supports the establishment of the Cape Lookout National Seashore because we feel it will help fulfill the need for additional recreational service facilities such as boating, swimming, fishing, hunting, touring, camping, picnicking, and so forth.

It is requested that this letter be made a part of the official hearings of your subcommittee.

Sincerely,

GEORGE F. KACHLEIN, JR.,
Executive Vice President.

MOREHEAD CITY, N.C., June 7, 1965.

Re Cape Lookout Seashore, S. 251 and H.R. 1784.

HON. B. EVERETT JORDAN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JORDAN: With further reference to subject of committee hearings held on June 3 in Washington, D.C.

Near the end of the hearing it was indicated, or rather the impression was left, that I should have attended local hearings on this bill and inasmuch as you had indicated the limited amount of time for this meeting I decided not to ask for time to cover these remarks in rebuttal.

At this time, however, I would like to advise that I had my attorney appear for me at the only hearing I knew of on this matter in this county and the main subject in this meeting was if the Carteret Board was going to recommend the land acquisition program to the State. There was opposition to this proposal but the proposal passed, as you know. The State was authorized to proceed and the matter closed.

The only time I ever knew, or the people of this county, what the Cape Lookout seashore bill contained was when it was printed in the Carteret County News Times on February 12, 1965.

The Park Service also indicated at the hearings that they were not aware of my request for exemption while the records will show that on the advice of Mr. Norwood Price I wrote Mr. Tom Morse of the Park Service at Richmond, Va., on March 25, 1965, advising him of my problem in detail and a proposal to work the matter out short of any formal effort which could affect the prompt passage of the legislation. This proposal has not been accepted or rejected.

Since the hearing it has been suggested that I should contact the State property officer. I contacted these people through Mr. Thomas L. Young, real property attorney, in my letter of March 16, 1960, in which I indicated my desire to cooperate and which to date remains unanswered.

The committee chairman, Senator Bible, recommended or suggested to the Park Service that they get with me and work this matter out and I do wish you would follow through if possible, to the end that we can remove this injustice from this legislation.

I want to thank you, Senator Bible, and the members of his subcommittee, once more, for allowing me to testify in this matter.

Although I have had considerable difficulty in getting this matter cleared up prior to the hearing I can say I never doubted the American way or that a just interpretation of this matter would result in this committee.

I am giving Mr. David Henderson, Representative to the House, a copy of this correspondence and ask that he advise me of the date of the hearing on this bill in the House when the matter is set up.

With best personal regards, I am,

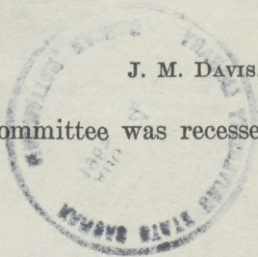
Very truly yours,

J. M. DAVIS.

Senator BIBLE. We will stand in recess.

(Whereupon, at 12 o'clock noon, the subcommittee was recessed, subject to the call of the Chair.)

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Senator Bantz Weill said in a speech (interrupted at 12 o'clock noon, the speaker to the call of the Chair).