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# YOUTH CONSERVATION CORPS

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## HEARING BEFORE THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

NINETY-FIRST CONGRESS

FIRST SESSION

ON

### S. 1076

A BILL TO ESTABLISH IN THE DEPARTMENTS OF THE  
INTERIOR AND AGRICULTURE A YOUTH CONSERVATION  
CORPS, AND FOR OTHER PURPOSES

APRIL 21, 1969



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Committee on Interior and Insular Affairs

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YOUTH CONSERVATION CORPS

HEARING

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

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# YOUTH CONSERVATION CORPS

MONDAY, APRIL 21, 1969

U.S. SENATE,  
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Washington, D.C.*

The committee met, pursuant to call, at 10:55 a.m., in room 3110, New Senate Office Building, Senator Henry M. Jackson (chairman of the committee) presiding.

Present: Senators Henry M. Jackson (Washington), Clinton P. Anderson (New Mexico), Frank E. Moss (Utah), Gordon Allott (Colorado), Len B. Jordan (Idaho), Paul J. Fannin (Arizona), Mark O. Hatfield (Oregon), and Ted Stevens (Alaska).

Also present: Jerry T. Verkler, staff director; Stewart French, chief counsel; William Van Ness, special counsel; Denny Miller and Daniel Dreyfus, professional staff members; and Charles Cook, minority counsel.

The CHAIRMAN. The committee will come to order.

The purpose of today's hearing is to receive testimony on S. 1076, a bill which I introduced on February 18 to establish a Youth Conservation Corps within the Departments of Interior and Agriculture. I have been joined by 24 of my colleagues in sponsoring this measure.

A copy of the bill and the reports from Agriculture, Interior, and Budget will be included in the hearing record at this point.

(The data referred to follows:)

[S. 1076, 91st Cong., first sess.]

A BILL To establish in the Departments of the Interior and Agriculture a Youth Conservation Corps, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## POLICY AND PURPOSE

SECTION 1. The Congress finds that the gainful employment of American youth in the healthful outdoor atmosphere afforded in the national park system, the national forest system, the national wildlife refuge system, and other public land and water areas administered by the Secretary of the Interior and the Secretary of Agriculture creates an opportunity for understanding and appreciation of the Nation's natural environment and heritage. Accordingly, it is the purpose of this Act to further the development and maintenance of the natural resources of the United States by the youth upon whom will fall the responsibility for maintaining and managing these resources.

## YOUTH CONSERVATION CORPS

SEC. 2. (a) To carry out authorized programs with respect to the lands and waters referred to in section 1 of this Act, there is hereby established in the Department of the Interior and the Department of Agriculture a Youth Conservation Corps (hereinafter referred to as the "Corps"). The Corps shall consist of young men and women who are permanent residents of the United States,

its territories, or possessions, who have attained age fourteen but have not attained age nineteen, and whom the Secretary of the Interior or the Secretary of Agriculture may employ without regard to the civil service or classification laws, rules, or regulations, for the purpose of developing, preserving, or maintaining lands and waters of the United States under the jurisdiction of the appropriate Secretary. Members of the Corps shall be appointed without regard to geographical location or economic status.

(b) The Secretary of the Interior and the Secretary of Agriculture shall determine the areas under their administrative jurisdictions which are appropriate for carrying out programs using employees of the Corps. The rates and hours and other conditions of employment in the Corps shall be as jointly determined by the two Secretaries: *Provided*, That members of the Corps shall not be deemed to be Federal employees other than for the purposes of the Act of June 25, 1948, as amended (28 U.S.C. 2671 et seq.), and the Act of September 6, 1966 (5 U.S.C. 8102 et seq.): *And provided further*, That no member of the Corps may be employed for a term in excess of ninety consecutive days during any one calendar year.

(c) The Secretary of the Interior and the Secretary of Agriculture may provide for such transportation, lodging, subsistence, and other services and equipment as they may deem necessary or appropriate for the needs of members of the Corps in their duties.

(d) The provisions of title II of the Revenue and Expenditure Control Act of 1968 (82 Stat. 251, 270) shall not apply to appointments made to the Corps.

(e) There are hereby authorized to be appropriated to each Department such sums as are necessary to carry out the purposes of this Act.

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., April 18, 1969.

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

DEAR MR. CHAIRMAN: Your Committee has requested a report from this Department on S. 1076, a bill "To establish in the Departments of the Interior and Agriculture Youth Conservation Corps, and for other purposes."

The bill provides that the Youth Conservation Corps would be composed of young men and women 14 through 18 years of age. They would be employed for periods not to exceed 90 days in any 1 year by the Secretaries of Interior and Agriculture. Their employment would be without regard to Civil Service classification laws or regulations. Members of the Corps would be considered Federal employees only for purposes of the Tort Claims Act, and laws relating to compensation for injuries. Rates, hours and other conditions of employment would be jointly determined by the two Secretaries, and each would be authorized to make appropriate provisions for transportation, lodging and subsistence.

If the bill were enacted, experienced personnel would be needed to work with young people between the ages of 14 and 18 and to provide them with the necessary supervision. Additional staff with these capabilities would be required if the Department were to successfully operate the youth conservation program. Because of present budgetary and personnel limitations, it would be extremely difficult to recruit such qualified people partially because of the temporary nature of their employment. Thus, while we support the objectives of the bill, our present departmental priorities dictate that any additional personnel made available must be used in other critical areas.

The Department also believes that the short term nature of the proposed projects, the fact that youths could not remain over 90 days, would mean constant change and substantially limit the learning experience. The participants would have to be assigned to the simplest types of activities which would not require continuity. The opportunity to develop a useful environmental orientation would be limited. This Department is concerned that the type of environmental exposure envisioned by the youth conservation program would not be realized under the present bill.

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

Sincerely yours,

RUSSELL E. TRAIN,  
*Under Secretary of the Interior.*

DEPARTMENT OF AGRICULTURE,  
OFFICE OF THE SECRETARY,  
Washington, D.C., April 21, 1969.

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

DEAR MR. CHAIRMAN: As you asked, here is our report on S. 1076, a bill "To establish in the Departments of the Interior and Agriculture Youth Conservation Corps, and for other purposes."

The purpose of S. 1076 would be to further the development and maintenance of the natural resources of the United States by the youth upon whom will fall the responsibility for maintaining and managing these resources. It would declare a Congressional finding that gainful employment of youth in the healthful outdoor atmosphere afforded in the National Park, National Forest, and National Wildlife Refuge Systems, and other public lands administered by the Secretaries of the Interior and Agriculture creates an opportunity for understanding and appreciation of the Nation's natural environment and heritage.

The bill would establish in the Departments of the Interior and Agriculture a Youth Conservation Corps. The Corps would consist of young men and women who have attained age 14 but have not attained age 19. The Secretaries of the Interior and Agriculture would employ such youths for the purpose of developing, preserving or maintaining lands and waters of the United States under their jurisdiction. Members of the Corps would be employed without regard to Civil Service or classification authorities, and would be appointed without regard to geographical location or economic status.

The rates, hours, and areas of work and other conditions of employment in the Corps would be determined by the two Secretaries. Members of the Corps would generally not be deemed to be Federal employees. No member of the Corps could be employed for a term exceeding 90 consecutive days in any one calendar year.

The Secretaries would be authorized to provide transportation, lodging, subsistence and other services and equipment for the needs of members of the Corps. The provisions of Title II of the Revenue and Expenditure Control Act of 1968 (82 Stat. 251, 270) would not apply to appointments made to the Corps.

We recommend that S. 1076 not be enacted. As presently structured, the bill could be interpreted to duplicate or overlap a number of youth programs presently authorized and operating.

Further there are not sufficient funds available to devote to such a program at this time. We, therefore, believe the present mix of programs can better meet the objectives for our Nation's youth. The conservation work which would be accomplished by a youth conservation work program should be done. However, there are more effective ways to do this work with the funds that are available for this purpose.

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

Sincerely,

J. PHIL CAMPBELL,  
Under Secretary.

EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D.C., April 21, 1969.

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 our comments on S. 1076, a bill "To establish in the Departments of Interior and Agriculture Youth Conservation Corps, and for other purposes."

The bill provides for a Youth Conservation Corps consisting of young men and women between 14 and 19 years of age. Members of the Corps would be employed by the Secretaries of the Interior and Agriculture for periods not to exceed 90 consecutive days in any one year in order to further the development and maintenance of the natural resources of the United States and to create an opportunity for understanding and appreciation of the Nation's national environment and heritage. They would work on public land and water areas under

the jurisdiction of the two Departments. Their employment would be without regard to Civil Service classification laws or regulations. Rates, hours and other conditions of employment would be jointly determined by the two Secretaries, and each would be authorized to make appropriate provisions for transportation, lodging, and subsistence.

The Bureau of the Budget generally concurs in the comments of the Departments of Labor, Interior, and Agriculture, and the Office of Economic Opportunity on this bill.

While the Youth Conservation Corps is intended to promote conservation objectives, the short time period of employment in the Corps would make it of doubtful value in promoting conservation work of more significance than the simplest of activities. It would also limit the usefulness of the Corps in terms of providing training and work experience of lasting value. Moreover, the Federal Government is already specifically involving young people in conservation and related activities, for short and longer term periods, through the Neighborhood Youth Corps, Community Action agencies, and Job Corps conservation centers.

In view of the many demands on the always limited availability of Federal budget funds, we do not believe this program represents a high priority use of scarce budget dollars. For one thing, the provisions in the bill for lodging and subsistence could result in a significant expense per enrollee, estimated by the Department of Labor as at least \$1,000 for the 90 days of employment, excluding transportation. As the Department points out in its testimony, this compares with \$400 per enrollee in the Neighborhood Youth Corps summer program. In addition, this program is not directed to disadvantaged youth, who are most in need of manpower services and jobs.

For these and the other reasons cited by the various executive branch agencies asked to comment, the Bureau of the Budget recommends against enactment of S. 1076.

Sincerely yours,

WILFRED H. ROMMEL,  
*Assistant Director for Legislative Reference.*

The CHAIRMAN. The Youth Conservation Corps program would be open to both young men and women between the ages of 14 and 18 who would be employed during the summer months for periods of up to 90 days. They would perform a wide array of conservation duties in national parks, forests, and wildlife and recreation areas.

Let me make it clear that this is not an effort to continue the Job Corps program under a new name. The Civilian Conservation Centers which are operated under the Job Corps are designed to train and rehabilitate youth who have not received an adequate education, or who do not have vocational skills necessary to enter the domestic labor force. In my view, the Job Corps program has been extremely useful both in terms of its contribution to the development and management of our natural resources and in its role in providing youth with the basic skills to make a contribution in our society. I deeply regret that the administration has chosen to cut back this program.

The legislation under consideration today is designed to provide summer employment opportunities for youth, primarily those from urban areas, who have varying economic, social and racial backgrounds. Far too many young Americans never have an opportunity to receive meaningful work experiences. Because of the summer employment problems in our urban areas, young men and women often turn from walking the streets seeking jobs to roaming the streets in pursuit of socially unacceptable goals. This can be and is intended to be a preventive program. It can prevent a youngster from dropping out of school by providing summer earnings and by stimulating interest in learning. It can prevent delinquency by providing meaningful work.

The unemployment rate among our Nation's youth has remained at unsatisfactorily high levels during the current sustained period of

economic growth. More than a year ago, the President's National Advisory Commission on Civil Disorders reported that the lack of substantial employment opportunities for the youth trapped in urban ghettos was one of the principal causes of riots. The youth of these areas were characterized as encountering a life of despair and hopelessness.

The Commission recommended greatly expanded training and employment opportunities for ghetto youth as the primary component of an attack on the causes of urban poverty. We hope to reach many of these young men and women through the Youth Conservation Corps and to demonstrate to them that they can play a significant role in the functioning of our society.

At a time when there is great national concern for the maintenance of the natural environment and for meeting the burgeoning demands for outdoor recreation, measures must be taken to intensify our resource management programs. If the future leaders of our Nation are to be expected to understand that the great out-of-doors has a relevant role in their lives, they must gain this appreciation through means other than reading textbooks. They must actually experience the sense of accomplishment in completing a difficult task, of understanding the intricacies of land and water conservation and management, and of working in programs to assure that future generations of Americans will enjoy life in a quality environment.

These young men and women would be employed in meaningful conservation duties. They could help to reduce the tremendous backlog of maintenance and development work necessary in our park and recreation lands. They could assist in intensive forest management programs designed to increase the long-range sustainable harvests from these lands. They could be expected to perform such duties as trail maintenance, wildlife habitat improvement and watershed conservation work.

There is also an intangible benefit which would accrue to the Youth Conservation Corps enrollees. The program would provide unique opportunities for youth to understand the causes and to learn to overcome the prejudice and misunderstanding which exist in our society. Youth from a variety of social, economic, and racial backgrounds could work and learn together in an environment conducive to open communications, understanding, and companionship.

During the first year of operation, I visualize that this program would be conducted on a pilot basis for approximately 3,000 trainees in an effort to minimize initial costs and to provide an opportunity for a review before expansion in future years.

The Chair will also state that the Senator from Alaska, Mr. Stevens, has a statement.

#### **STATEMENT OF HON. TED STEVENS, A U.S. SENATOR FROM THE STATE OF ALASKA**

Senator STEVENS. Mr. Chairman, it is a privilege to submit my testimony today in support of S. 1974, a bill to establish a Youth Conservation Corps. Alaska, probably more than any other State in the Nation, is replete with wilderness areas untouched by man. The opportunities are boundless in Alaska for the sustained and orderly development of a matchless system of parks and recreation areas.

If the funds for this project are available, Alaska could put many hundreds of young people to work during a summer on needed conservation projects. This is true, even if we utilize every available Alaskan youth for this work—the magnitude of the task in Alaska is that great.

Mr. Chairman, although Alaska is a largely rural State that is without the problems of the large urban areas of the Nation, we can appreciate the difficulties that exist today. Literally thousands of our Nation's youth have never really seen a wilderness area, let alone experienced the joy of living in one. They have grown up in huge cities with smog and traffic jams and no opportunity to get away from these conditions. Our urban environment today is basically hostile to man. The air and water are too often poisoned, the noise level is unbelievable, and human beings are sandwiched together like spawning salmon. This is not the way men and women were intended to live, and the result is crime, filth, poverty, and a steadily growing alienation of man from the land on which he lives.

One of the purposes of this bill is to give young people—the young people whose future is our own future—a chance to breathe, a chance to step outside their normal surroundings and the stifling urban environment to look around and see that life has real meaning. One of our paramount objectives for the future must be to increase the quality of life in our country, whether in the urban area or the rural. And this legislation can make a good beginning in accomplishing just that objective. For, once a young person has tasted the joys of clean air and seen a thousand miles of forest untouched by man, he will be more readily convinced of the immediacy of the problems in his home area. We will be building character in these young people, new recreational and park facilities for all Americans, and, most important, a deep resolve for the future that we can control and beautify our environment for the benefit of all. Surely such an objective is worthy of our unstinting support.

The CHAIRMAN. Does any other committee member wish to make a statement at this time?

Senator Hruska of Nebraska has sent a statement for the record that will be included at this point.

#### STATEMENT OF HON. ROMAN L. HRUSKA, A U.S. SENATOR FROM THE STATE OF NEBRASKA

Senator HRUSKA. Mr. Chairman, every summer the statistics on unemployment published by the Government show a striking leap upward. For example, in 1968, we are told unemployment advanced from 2,303,000 in May to 3,614,000 in June.

The increase should not surprise us. It represents, of course, the young people getting out of school and college for the summer and wanting jobs. Unfortunately, there are never enough jobs to go around. Some find good jobs; some make do with part-time jobs; some can find nothing at all to do.

Unfortunately, the latter group includes a disproportionately large number of those who, for racial and other reasons, have already had more than their share of discouragements and other obstacles to contend with.

Meanwhile, there is in fact plenty of summer work to be done in this country. We can use constructively the energies of these young people, or at least a good many of them. I am thinking of the conservation work that needs doing in our forests and parks, the needed construction of simple facilities such as campsites and trails, and so on. This is work that can be done with unskilled labor under proper supervision.

I endorse the program to be authorized by the bill, S. 1076. Simply put, it is a program of creating outdoor jobs in large numbers for our young people. The jobs would be 90-day summer jobs only, for youths of high school age only, and chiefly at the unskilled level. I am assuming that the wage scale offered would be appropriate for unskilled teenage labor, and that lodging, subsistence, and so on could be provided on an inexpensive basis.

It would offer an opportunity and fair pay for those willing to work, but no reward for those looking for a "free lunch." It would also give us a means of getting much-needed conservation work done. I will not attempt to speculate how large a program it should be. Previously, it was noted that more than 1 million young people are listed as unemployed in June, but I am not suggesting that the program should attempt to take care of any such number. Let us start this program small, and make practical and effective use of the labor of the young people we employ. On the basis of experience, it can then be determined how widely the program might be extended.

The program is described in S. 1076 as a Youth Conservation Corps. The title may be descriptive enough, but I cannot help thinking that it may unintentionally cause public confusion as between this group, and the Job Corps, the Peace Corps, and other specialized organizations. Without reflection on those other groups, it is therefore suggested that consideration be given to finding another title for this program which omits the word "Corps." We are here proposing simply to give summer jobs to young people, mostly unskilled, on the traditional American principle of fair pay for hard work. If we can adhere to that principle, I believe this program can make a most constructive contribution.

The CHAIRMAN. The first witness will be Dr. Leslie Glasgow, Assistant Secretary of the Interior. Dr. Glasgow, we are delighted to have you with us this morning.

**STATEMENT OF DR. LESLIE L. GLASGOW, ASSISTANT SECRETARY FOR FISH, WILDLIFE, PARKS AND MARINE RESOURCES, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY FRANK A. BRACKEN, LEGISLATIVE COUNSEL**

Dr. GLASGOW. I have with me this morning Mr. Frank Bracken, Legislative Counsel, whom I would like to introduce to the committee.

The CHAIRMAN. Mr. Bracken, we are delighted to welcome you.

You may proceed, Dr. Glasgow, you have your prepared statement.

Dr. GLASGOW. Yes; I do.

Mr. Chairman and members of the Senate Interior and Insular Affairs Committee, I appreciate the opportunity to appear before you today on behalf of the Department of the Interior and to testify on S. 1076, a bill to establish in the Departments of the Interior and Agriculture a Youth Conservation Corps, and for other purposes.

The bill provides that the Youth Conservation Corps would be composed of young men and women 14 through 18 years of age. They would be employed for periods not to exceed 90 days in any one year by the Secretaries of Interior and Agriculture. Their employment would be without regard to civil service classification laws or regulations. Members of the Corps would be considered Federal employees only for purposes of the Tort Claims Act, and laws relating to compensation for injuries. Rates, hours, and other conditions of employment would be jointly determined by the two Secretaries, and each would be authorized to make appropriate provisions for transportation, lodging, and subsistence.

If the bill were enacted, experienced personnel would be needed to work with young people between the ages of 14 and 18 and to provide them with the necessary supervision. Additional staff with these capabilities would be required if the Department were to successfully operate the youth conservation program. Because of present budgetary and personnel limitations, it would be extremely difficult to recruit such qualified people partially because of the temporary nature of their employment. Thus, while we support the objectives of the bill, our present departmental priorities dictate that any additional personnel made available must be used in other critical areas.

The Department also believes that the short-term nature of the proposed projects, the fact that youths could not remain over 90 days, would mean constant change and substantially limit the learning experience. The participants would have to be assigned to the simplest types of activities which would not require continuity. The opportunity to develop a useful environmental orientation would be limited. This Department is concerned that the type of environmental exposure envisioned by the youth conservation program would not be realized under the present bill.

Thank you very much.

The CHAIRMAN. Dr. Glasgow, I realize this is not within your province because you have been directed by higher authority; namely, the Bureau of the Budget, to the effect that the administration cannot approve the present proposed bill, but I would hope that the administration would reconsider its position, particularly with the idea of handling this program on a trial basis this summer.

I think the budget estimates that we have received is that my proposal would cost about \$2 million to employ 3,000 youngsters for 90 days. I would hope that you will take that message back.

I am not expecting you to necessarily comment on my remarks, because I believe there is general agreement, if there is agreement on priorities, that this is a very important program as far as the Department of the Interior is concerned. Is that correct?

Dr. GLASGOW. It is.

The CHAIRMAN. The Department feels that there is a real need for this sort of program, but you are under a directive that involves the budgetary limitations; is that correct?

Dr. GLASGOW. We have very critical budgetary limitations.

The CHAIRMAN. You mentioned in your statement, and I quote: " \* \* \* our present departmental priorities dictate that any additional personnel made available must be used in other critical areas."

I wonder what those other critical areas are?

Dr. GLASGOW. At the present time we do not have technical staff sufficient to carry out the program of the Department. We do have some severe limitations which I think would receive top priority.

The CHAIRMAN. Dr. Glasgow, you mentioned the difficulty in recruiting qualified supervisory personnel to administer the program. I had in mind, of course, that we would utilize the great reservoir of high school and university instructor talent available during the summer months, plus college students who would serve as assistants. I am sure you would agree that these people could do a good job, if properly recruited, would you not?

Dr. GLASGOW. I am sure they would, but on the other hand some of the needs or objectives of our bureaus cannot be carried out now and if we were to add additional employees, we would like to fill those vacancies.

The CHAIRMAN. Our parks and recreational areas and national forests are sorely in need of maintenance support, and I would just like to express the hope the administration will reconsider its position, especially keeping in mind the need to meet these critical items in our conservation program. I think, too, that a summer program limited to 3,000 youngsters would represent a very small dent in the budget. I just want to express that opinion. I would hope that in the light of all these needs that the administration will reconsider its position on this matter.

Senator Anderson?

Senator ANDERSON. I don't have any questions.

I was the Relief Administrator in 1935. I am sure that this could be done very well and would be very helpful.

The CHAIRMAN. Senator Stevens?

Senator STEVENS. No thank you, Mr. Chairman.

The CHAIRMAN. Senator Moss?

Senator MOSS. I just reiterate at this point that I feel regret that we have not been able to get clearance to undertake this project, because I think it would be very successful. I know the needs in the forests. We have problems out our way. I also know about the personnel limitations because I have been complaining about closing our national parks 2 days a week just because of lack of personnel. It seems to me that we have to come around to the point where we do what we have to do in these recreation and scenic areas, and this, I think, is a good program, also.

The CHAIRMAN. I think that there may be some misunderstanding in the original presentation of this matter that we were to start on a massive program. The bill is permissive, and I would hope that we could reach some kind of agreement with the administration on a pilot program for this summer to see how it works. I think this would be a sensible and reasonable approach, and it would be very helpful from the standpoint of conserving both the youngsters and our great natural resources.

Thank you very much, Dr. Glasgow. We appreciate having your statement and we are delighted to welcome you. I believe this is your first appearance here since you were confirmed.

Dr. GLASGOW. It is, and I thank you very much.

The CHAIRMAN. We will look forward to having you back here when you can tell us that you are going to go along on this pilot program.

Dr. GLASGOW. Thank you very much.

The CHAIRMAN. We hope that won't be long. Thank you, Doctor.

The next witness is Dr. Alfred L. Edwards, Deputy Assistant Secretary for Rural Development, Department of Agriculture. We are having all doctors here this morning. Dr. Edwards.

**STATEMENT OF DR. ALFRED L. EDWARDS, DEPUTY ASSISTANT SECRETARY FOR RURAL DEVELOPMENT, DEPARTMENT OF AGRICULTURE**

Dr. EDWARDS. Mr. Chairman and members of the committee, I do not have a prepared statement on S. 1076. I do have a few notes which I would like to refer to.

The Department of Agriculture concurs in the administration's position as outlined by my colleague, Dr. Glasgow, as will be further, I hope, detailed by the representatives of the Department of Labor.

As we indicated in our report to the committee, the bill could be interpreted to duplicate or overlap a number of youth programs which are presently authorized and operating. We believe, particularly in view of the limited available funds, that the present mix of programs perhaps can better meet the objectives of our Nation's youth at this time.

On the other hand, we also believe that the conservation work which could be accomplished by a youth conservation work program should be done, but we believe there may be more effective ways to do this conservation work, particularly given the funds that are available at this time.

Thank you very much, Mr. Chairman.

The CHAIRMAN. I realize that you are here under circumstances that require you to present a view that may not be your own personal view; that you are carrying out an administrative assignment. We are all familiar with that responsibility. But don't you feel that there is a real need to get the youngsters out of the ghettos and to give them an opportunity to work, I am just asking you this as a general question, in the national parks, recreation areas, and our national forests to give them an opportunity to get that unusual experience of the out-of-doors?

I was shocked when I found out that in the central area of Seattle where we have a large number of minorities, that almost all of the youngsters have not even visited what we call Woodland Park, which is right in the city. Their whole record or tendency is that they stay right in the ghetto. This legislation, of course, would give them an opportunity to work in the national forests and national parks only an hour and a half away from where they actually reside. Don't you feel this would be very useful for youngsters 14 to 18 years old?

Dr. EDWARDS. Yes, sir. We could do this, however, with some of the existing programs. For example, I suspect that the real reason some of the youngsters don't get out to these parks is because they are unaware of them and don't know the opportunities that exist, so we are suggesting perhaps a good informational program among the existing youth organizations without going to the additional expense of providing employment. I suspect there are other programs that would give youth employment benefits, but we suggest taking

the extension of the 4-H program which, if brought into urban areas, which we are trying to do, could give these kids the additional experience without the expense involved.

The CHAIRMAN. Isn't it a fact that neither the Department of Agriculture nor the Department of the Interior can hire youngsters 14 to 18 years old to work in the forests or parks? You don't have that authority?

Dr. EDWARDS. I am not thinking about hiring. I thought the thrust of the whole thing was to give the student or youngster an opportunity to take advantage of nature, and what I am suggesting is that this might be accomplished without having to employ them by simply voluntary programs where they can get out and enjoy the existing facilities.

Mr. CHAIRMAN. It is a cinch that nothing is being done about it. Most of these youngsters don't have the advantages of kids that belong to a Scout troop and who can get out and hike in the mountains and so on. The point is that this is an effort to move these youngsters out of the ghettos and give them an opportunity to work in the forests during the summer when they are out of school. I know there are some limited community programs which involve summer camps and recreational outlets. That has been going on for 50 to 60 years in this country.

Don't you feel that the youth conservation program is a move in the right direction, and that we ought to try it and see what kind of a response we get?

The U.S. Forest Service is in need of a lot of maintenance work. I feel that we are way way behind in our maintenance work, particularly in trails and roads.

We also have a timber problem on our hands, primarily a shortage of logs, and there is a real need to conduct intensive reforestation measures. I feel the Youth Conservation Corps enrollees could plant trees, clear brush, and conduct other necessary duties.

I don't know of anything better for a youngster than to do some hard work during the summer. I worked in a sawmill during the summer months pulling 2 by 12's. I worked out in the out-of-doors on construction work before I was 18 years of age, and it didn't do me any harm, in fact, I think it provided me some valuable experience.

I just hope that the Department will reconsider this legislation in light of the suggestion that we at least try this on a pilot basis, such as employing some 3,000 youngsters for a period of 90 days this summer. I realize the directives that you are operating under, and I think you have done a very good job of presenting it under those limitations. However, I hope you will take this message back to the Secretary because I know the members of the committee feel that there is a real need for this, first for the youngsters, and second, to conserve our resources.

Dr. EDWARDS. I will be pleased to convey this to the Secretary, sir.

The CHAIRMAN. Thank you very much. Senator Anderson?

Senator ANDERSON. No questions. Thank you very much, Doctor.

The CHAIRMAN. Mr. Nicholas Peet, Manpower Administrator, Department of Labor.

Mr. Peet.

STATEMENT OF NICHOLAS PEET, MANPOWER ADMINISTRATOR,  
U.S. DEPARTMENT OF LABOR

Mr. PEET. Mr. Chairman and members of the committee, effective conservation programs in the Nation's parks and forests and efforts to instill the Nation's young people with an appreciation of their natural heritage are highly laudable objectives. Therefore, I regret that I cannot appear before you today in support of the bill to establish a Youth Conservation Corps. The proposed legislation does not provide a sound basis for furnishing trained manpower to carry out useful conservation activities. In my estimation, it does not offer an efficient and practical way for developing the occupational skills of young men and women. And it overlooks the various employment and work experience programs for young people that are already in existence and which have conservation components in many instances.

I shall discuss our reasons for opposing this bill under five principal headings.

1. *Limited usefulness of experience.*—First, the usefulness of experience contemplated by this bill would be severely limited because of (a) the extremely short period of time during which any person would be permitted to be enrolled and (b) the inexperience of the youth involved. Employment under this bill would be restricted to 90 days in any calendar year. The periods of time which would be required in orientation, instruction regarding the operation of tools and equipment, physical conditioning, and the rudiments of first aid, and woodcraft would leave little, if any, time for productive work at remote locations. In general, the young people enrolled in the program could only be given light work involving simple hand tools or cleanup activities suitable for inexperienced labor.

Thus, it would not be possible for these youth to undertake in the short space of 90 days much of the work contemplated by this bill. It was indicated that projects would include the "maintenance and construction of campgrounds, bridges, trails, water control structures, picnic facilities, plus assistance in forest reseeding, timber stand improvement, and other basic forest, soil, and conservation and wildlife habitat measures." These seem beyond accomplishment by youth who lack a substantial background in mechanical and conservation skills.

2. *High cost.*—Second, the residential character of this program would raise costs significantly. Based on costs encountered in similar programs, it is estimated that the program proposed by this bill would cost at least \$1,000 per enrollee. Costs might well range higher, particularly if extensive transportation were involved. This compares with costs of about \$400 per enrollee incurred last summer and expected next summer in the Neighborhood Youth Corps programs.

3. *Alternative summer youth opportunities.*—Third, the Federal Government has a host of summer work programs which will reach over 600,000 youth this summer. Some of the specific projects already involve conservation activities.

This summer it is expected that the Neighborhood Youth Corps will provide employment experience to more than 350,000 youth. A number of these projects are in the conservation area, involving maintenance, beautification, painting, tree trimming, and planting.

Much useful conservation work which can safely be performed by youth is available near their homes and does not involve the heavy cost of transporting and maintaining them at remote locations in the National Parks and Forests. In addition, it should be noted that these NYC programs encompass counseling, orientation, and frequently remedial education as well as work experience.

Examples of these projects include—

Project "Weld," New York State Department of Labor at Albany employing 335 enrollees in conservation work.

United Planning Organization, Washington, D.C., employs approximately 230 enrollees in conservation work.

Economic Opportunity Council, Inc., Malone, N.Y., employs approximately 200 enrollees in conservation work.

Illinois Farmers Union, Springfield, Ill., employs 200 enrollees in conservation in 72 Illinois counties.

Rockingham County Community Action Council, Portsmouth, N.H., employs 75 enrollees in conservation work.

Community Renewal Team of Greater Hartford, Hartford, Conn., employs approximately 60 enrollees in conservation work.

West Virginia Department of Natural Resources, Charleston, W. Va. employs 400 enrollees in conservation work.

Cheyenne River Indian Tribe, Eagle Butte, S. Dak., 180 enrollees engaged in conservation work.

City of Butte, Mont., 150 enrollees engaged in conservation work.

South Colorado Community Action Agency, Durango, Colo., 134 enrollees engaged in conservation work.

Kentucky Division of Forestry, Frankfort, Ky., 165 enrollees engaged in conservation work.

Michigan Department of Natural Resources, Lansing, Mich., 75 enrollees engaged in conservation work throughout the State.

Lower Chattahoochee Community Action Agency, Columbus, Ga., employs 200 enrollees in conservation work.

In addition to the summer employment positions in the Neighborhood Youth Corps, the Federal Government, itself, expects to hire approximately 70,000 disadvantaged youth. Jobs available this summer under the JOBS program operated in conjunction with the National Alliance of Businessmen are expected to total 175,000—all for disadvantaged youth.

Aside from employment programs, it is expected that over 5,600 youth will be trained in Defense installations under "Project Value." Both the Department of Labor and the Civil Service Commission are cooperating in the operation of this program.

In addition, the Office of Economic Opportunity is funneling approximately \$35 million for summer youth programs through Community Action Agencies.

4. *No priority for disadvantaged youth.*—Fourth, the bill fails to define any target group and further, does not afford a priority to disadvantaged youth.

Present manpower programs, including those directed toward youth during summer months, contain a built-in preference for persons who are disadvantaged. This preference is necessary and desirable in order to target public resources on those youth most in need of work experience and income.

Maintenance of this preference is highly desirable and a crucial factor in the design of summer youth programs as they have been developed by the Vice President in this and the previous administration. However, this bill does not provide for such a priority and actually prevents its application by prohibiting a person's "economic status" from being used as a factor in his selection.

5. *Safety and supervision.*—Finally, the bill raises serious questions of safety and supervision for enrollees.

Some of the work described would require the use of power tools and equipment at remote locations. Much of it would, of necessity, involve work which an employer in interstate commerce would be prohibited from assigning these youth under the child labor provisions of the Fair Labor Standards Act. The intense instruction and extremely close supervision required to adequately protect these youth from serious injury might well completely offset the anticipated reductions in the workload of regular National Park and Forest Service personnel. This bill contains no provisions dealing with safety and supervision.

In conclusion, let me say that the administration recognizes a need to expand programs of training, recreation, and guidance to stimulate personal growth of the youth in the Nation. It also recognizes the need to take appropriate steps to preserve and conserve the Nation's parks and forests. The Department of Labor, in conjunction with the Office of Economic Opportunity, is currently exploring methods by which those Job Corps conservation camps scheduled for closing may be put to use by the States and other agencies with an interest in conservation. However, the administration opposes this bill because it does not promise to achieve effectively the goals of the personal development of youth and conservation.

I ask the committee to accept this statement in lieu of the written report on this bill requested by the committee. The Bureau of the Budget advises that there is no objection to the submission of this statement from the standpoint of the administration's program.

I can summarize our position's five major points:

First, the administration opposes the bill in that it provides a rather limited usefulness as an experience. When you restrict the experience to 90 days, the process of orientation, including tool use, first aid, and woodcraft leaves a relatively limited period of time to gain experience. If the value of the project is viewed from a work experience in the forests, we feel this would be quite limited.

Second, the residential character and the supervision that is attendant to this sort of project makes its cost relatively high when viewed in terms of some of the alternate ways of achieving the same end. For example, the cost, if the minimum wage is observed, will be roughly \$1,000 per enrollee as compared to the NYC cost of \$400.

Third, there are alternate opportunities for youth to gain such experience. The NYC program this summer will reach approximately 350,000 young people and many of these will be working in conservation. Under the NYC approach we do provide for counseling, orientation, and frequently remedial education as well.

The fourth problem relates to the disadvantaged. The bill does not provide for a priority for the disadvantaged. As a matter of fact it expressly provides that no such priority shall be provided.

The fifth and final point deals with safety and supervision. Some of this work will involve power tools on which employers in interstate

commerce would not be allowed to use individuals aged 14 through 18 years because of the child labor provisions of the Fair Labor Standards Act. This bill provides nothing in the way of a provision for the safety of the youth.

In conclusion, while the administration realizes the need for such programs, and the need for appropriate steps to preserve and conserve our parks and forests, we feel that the bill does not provide for an effective way to achieve either of these two objectives.

The CHAIRMAN. I am really amused by the statement that you don't think these youngsters could, in effect, do a good job during the summer months in the forests. Have you worked in the out-of-doors and been in the forests?

Mr. PEET. Yes, sir.

The CHAIRMAN. In what State?

Mr. PEET. Oregon.

The CHAIRMAN. Do you really believe the statement that youngsters 14 to 18 couldn't do a good job in a 90-day period working in our national forests and parks?

Mr. PEET. We are talking about the terms of the bill, under which you stated in your introductory speech that youth would be engaged in building bridges, soil conservation, timber stand improvement, water control structures, and similar work. When you take a 14-year-old into the timber on a residential basis, with a 90-day limited experience and provide first aid background for him, and full orientation such as training in the use of tools, it leaves a relatively short period of time for him to actually gain experience working.

The CHAIRMAN. But you have a mix here, though, you know. It is not all 14-year-olds. It is 14 to 18 year olds, and in addition, you have the regular summer program that the Forest Service and the Department of the Interior operate, namely, maintenance crews.

The State of Washington has done a lot of this, and I am sure the State of Oregon has also. These youngsters can build trails, plant trees, and conduct a long list of other jobs. You don't have to make them carpenters, or plumbers, or structural steelworkers, or something like that.

Mr. PEET. This is true, Senator. The question really revolves around relative degrees of efficiency. I would leave it to Dr. Glasgow to respond as to the efficiency of the conservation work. Given equal dollars, you could achieve more actual conservation work in our experience and judgment than you can this way if forest rehabilitation were strictly the goal. If the goal is to provide an experience in working in the woods with these tools. We are saying that it is a relatively inefficient way to do it. For approximately \$400 we are doing this in NYC now and the program proposed in this bill would cost approximately \$1,000.

This would be a high cost way of achieving that orientation. There is no question that the program proposed in this bill would provide some asset value.

The CHAIRMAN. Tell us about the Neighborhood Youth Corps in this regard. Are they quite efficient, more efficient than the youngsters that would be working under this program in the forests, and in the management of our parks? Do I understand you correctly that NYC enrollees are involved in the conservation area, in maintenance, beautification, tree planting, tree trimming, and so on?

Mr. PEET. Yes. As I indicated, it is a matter of relative degrees of efficiency. We do have NYC projects in the parks, forest service, cities, rural areas, and hatcheries, and they are doing, and will do, sodding, planting of shrubbery, replanting, clearing of trails and related work. But this will cost an average of \$400 for the same period of time. From a relative efficiency standpoint, the costs of the proposed bill are quite substantial.

The CHAIRMAN. Does that \$400 include all of the indirect costs?

Mr. PEET. Yes; the appropriation I believe is \$121.5 million for 291,000 youth approximately, and this amounts to a little over \$400. That is the total cost of all NYC, including supervision.

The CHAIRMAN. It covers overhead and all associated costs? The enrollees are paid the minimum wage?

Mr. PEET. This assumes a minimum wage of \$1.60, the same basis that we used in looking at your bill, although the bill does not indicate the wage; NYC works 26 hours a week, and we priced it out on that basis.

The CHAIRMAN. Twenty-six hours a week?

Mr. PEET. On the NYC.

The CHAIRMAN. When they are out in the woods, they are going to be working more than 26 hours a week under this program.

Mr. PEET. Well, Senator, if they work a 40-hour week in the woods, if you ignore the cost of transportation to and from the worksite and the cost of transportation from their city to the forest, the cost will then be approximately \$1,047 per. That is on a \$1.60 per hour, 40-hour week, one supervisor for 20 people, and food and lodging with an estimated cost of approximately \$2.50 per day.

The CHAIRMAN. I am really surprised that you feel that employing these youngsters for 90 days during a summer would not be an efficient operation. I must say that my own experience in observing some of these undertakings is just to the contrary. Everyone I have talked with who is familiar with this sort of thing feels as I do.

Senator Allott.

Senator ALLOTT. Well, I would like to ask one thing. I am concerned. You have pointed out in your statement, Mr. Peet, very well I think, the other youth program works that are going on in the Government. The thought occurs to me as to why this particular bill is necessary at this time.

In your third paragraph you talk about the Neighborhood Youth Corps giving employment to 350,000 and you talk about the vast host of summer work programs which will reach over 600,000 youth this summer. But there is nothing in here to give any preference to disadvantaged youth, is there? In this bill?

Mr. PEET. No, sir, there is not.

Senator ALLOTT. Therefore, we might have in this group a lot of youth who really do not need the employment and who are able to sustain themselves and learn in other ways than by this method? Would that be true?

Mr. PEET. You are referring to the bill before us?

Senator ALLOTT. Yes.

Mr. PEET. Yes, sir, this is correct.

Senator ALLOTT. I must say that one of the two things that bothers me about the entire matter is that we do have all of these other programs going, and I really can't see any need for this. It seems to me

if you have these other programs going, the better method might be, if that were the will of the Congress, to expand them rather than to start a new one here which will require new administrative effort and which gives no preference to disadvantaged youth.

That is all I have to say about it.

The CHAIRMAN. Well, let me just clarify a couple of points here.

The Equal Opportunity Act of 1964, Public Law 88-452, which set up the Job Corps, as I recall, originally stated as follows:

The Corps shall be composed of young men and women who are permanent residents of the United States, age 16 to 21.

There are no requirements that specify a review of the economic background of the enrollees, is that correct?

Mr. PEET. They have to be certified as poor, sir.

The CHAIRMAN. That is not in the statute, is it?

Mr. PEET. At this point?

The CHAIRMAN. I am just reading from the provision in the law stating what the requirements are. The purpose of making this general is to have some flexibility here. We have some wild youngsters who may come from a rather affluent background. In fact, some of the real troublemakers are not necessarily the poor and the disadvantaged. Isn't that correct?

Mr. PEET. It's the administrative guidelines that specify the poor and provide that criterion.

The CHAIRMAN. It's not in the statute.

Mr. PEET. No.

The CHAIRMAN. The Interior and Agriculture Departments can do the same under my bill.

Mr. PEET. No, sir. Your bill says on page 2, fourth line from the bottom: "shall be appointed without regard to geographical location or economic status."

It says it specifically.

The CHAIRMAN. Well, I think it ought to be left discretionary. They can, by policy of their own, decide to consider this on a priority basis. There is nothing to prohibit employing those who are in the greatest need.

Do you have an amendment to suggest to this?

Mr. PEET. No, sir.

The CHAIRMAN. If youngsters in existing programs administered by your department are doing so much conservation work, tell me how many are working in our national forests, national parks, and national recreation areas. I am speaking of young men and women outside of the regular summer employees who are 18 or over and are hired by the Departments of Interior or Agriculture?

Mr. PEET. Employed by those two units?

The CHAIRMAN. You know they have statutory authority to hire temporary employees during the summer months. They have to be 18 years old or older. Tell me how many are employed?

Mr. PEET. I have no idea how many.

The CHAIRMAN. I think you will find there are almost none.

Mr. PEET. I am not qualified to speak on that.

The CHAIRMAN. I think you are leaving the impression here that the youngsters in these other programs are now getting the experience of

working in the forests, parks, and recreation areas, when, in fact, they are not. Most of them are right in the slums working in the urban areas.

Mr. PEET. I assume, sir, we are referring to how many Interior and Agriculture employ. If we are broadening this to include how many are employed in recreation areas and forests—

The CHAIRMAN. I am talking about the various youth corps programs.

Mr. PEET. We have many of these.

The CHAIRMAN. That are working in the national forests and parks?

Mr. PEET. For example, New York department, 335 in conservation.

The CHAIRMAN. In conservation, but you didn't answer the question. They may be conserving something locally in the community. How many of the Neighborhood Youth Corps participants are working in the national forests under the Department of Agriculture or in any other manner under the jurisdiction of the Department of Agriculture or any manner under the jurisdiction of the Department of the Interior? How many of them?

Mr. PEET. I have no idea.

The CHAIRMAN. I am told by the staff almost none.

Mr. PEET. This could be. I don't know.

The CHAIRMAN. I would think you would want to know this. You are basing your case on the fact that all this is being done for them.

Mr. PEET. No. We have many projects nationwide that are involved in this sort of work in conservation and in timber areas, but when we specify within national parks or forest lands under Agriculture to this degree we haven't your figures.

The CHAIRMAN. In which States are they employed?

Mr. PEET. We have them in New York. These are listings of States where they are in operation: New York, Illinois, New Hampshire, West Virginia, South Dakota, Montana, Colorado, Kentucky, Michigan, and Georgia, that I have before me.

The CHAIRMAN. What are they doing?

Mr. PEET. Sodding, planting shrubs, clearing fire trails, replanting, building and repairing roadways, developing lands for recreation, picnic areas, general landscaping.

The CHAIRMAN. They are not working on any Federal lands in those areas?

Mr. PEET. I don't know the answer to that. My guess would be they probably are not or relatively limited.

The CHAIRMAN. Could somebody give that answer?

Mr. PEET. We will develop an answer for you and submit it for the record, if you wish, sir.

The CHAIRMAN. All right.

(The information requested is as follows:)

Of those summer NYC projects where the Department of Labor could identify possible involvement in conservation programs, it was reported that an estimated 4,000 enrollees were engaged in some type of conservation work on Federal, State, county, tribal or local lands in the summer of 1968. Of these, figures available at the Departments of Agriculture and Interior indicate that perhaps approximately 600 were engaged in conservation work on Federal lands.

The CHAIRMAN. I think it is important here, particularly at this time when there is such a backlog of maintenance work needing to be performed in our national forests. Additionally, our national parks and

recreation areas need both operational and maintenance assistance. All of these areas are administered by the Departments of Interior or Agriculture. I would think that the Federal Government would want to give the highest priority to meeting some of the needs for their own programs that are way behind.

Senator Jordan.

Senator JORDAN. No questions.

Senator FANNIN. Mr. Chairman.

The CHAIRMAN. Senator Fannin.

Senator FANNIN. The problem, as I see it, is whether or not we can do more for the same amount or less money through other types of endeavors. I am thinking now of my State of Arizona where we have a large Indian population. I think it would be far more advantageous, both from the standpoint of the conservation program and for work in the national forests, to utilize these young Indian youngsters.

Here we have thousands of them within the State. I am concerned. Do you feel that this bill would properly utilize the resources of these youngsters?

Mr. PEET. Senator, I think you missed part of my presentation and this dealt with the five points of concern that the administration had on the bill.

One of these relates to the short period of time that the person would actually be enrolled. Another relates to the cost-benefit of this approach for landscaping or forest work as compared to other approaches. Another of our concerns dealt with safety. There is no safety provision in this bill. You could not operate many aspects of this program under private enterprise because of the child labor laws as they relate to safety.

We concur as to the need for more programs for our youth in the outdoors and we concur in the need to conserve our natural resources. The question was whether this bill would be the best way to achieve the two goals to which the bill in its opening statement says it is devoted. Our judgment says it would not.

Senator FANNIN. I certainly agree with you that there is a better way to approach the problem we have and also to accomplish the objectives. We have to look at this from the standpoint of the work to be accomplished and also from the benefits to the youth. I know that we have had the youngsters brought from New York, New Jersey, from many different Eastern States all the way out to Arizona to perform services that could have been performed by youth already in the State. Then, if we look at it from the standpoint of the disadvantaged, probably the most disadvantaged youth in our Nation are on Indian reservations.

So we want to take an approach both from the standpoint of being of assistance to our youngsters and also from the standpoint of the accomplishments. Would you agree that much more could be done by utilizing the people that live there and also would contribute to their future? Many of these Indian youngsters will work in forestry activities so it would be far better to train them through this medium than to bring youth from far away who would probably never be involved in forestry work.

Mr. PEET. This is very much the position we have on the conservation centers at the present time. The need is to have them established

locally, to serve the local community. Insofar as the Indian population is concerned, I mentioned one other thing. That was on the economic criteria. This bill as now written says that the enrollees shall be selected without regard to economic status, which means it would not be devoted to the hard-core poor. There would be an absolute prohibition against looking at their income level as a criterion of selection which would probably work against the group you are referring to.

Senator FANNIN. I notice that you brought out the geographical location. I would think this would be very important because when we are talking about the cost of bringing those youngsters out from the far Eastern States to the West we are spending even more on transportation than what is mentioned in your statement.

Mr. PEET. Thank you, sir.

Senator JORDAN (presiding). Senator Hatfield?

Senator HATFIELD. Mr. Peet, on top of page 3 of your testimony you say, "It is estimated that the program proposed by this bill would cost at least \$1,000 per enrollee."

Mr. PEET. Yes, sir.

Senator HATFIELD. As compared to the Neighborhood Youth Corps programs of about \$400 per enrollee.

Do you consider the dollar cost the only criterion for measuring the worth of the program?

Mr. PEET. No, sir. Our point was that under this approach it would cost approximately \$1,000 per person served. Under the NYC approach it would cost approximately \$400 per person served. Therefore, for the same number of dollars you could reach twice as many people on an alternative approach.

Senator HATFIELD. Do I understand, too, that you feel that the NYC program has greater diversification than the proposed bill here of a Youth Conservation Corps, and therefore could well serve a broader number of people in their particular skills or lack of skills and their interest needs?

Mr. PEET. While this would be true, the NYC does have a very diverse type of activity covering a whole host of activities. This bill would be restricted to the forest lands, but we are not taking issue with that.

Senator HATFIELD. I just wanted to point out that I am glad that you said you did not use the costs per enrollee as the sole criterion because I think it is difficult to measure the true value or worth of the program purely on the cost per person served.

I am mindful of our experience when we established a work project for welfare workers under general welfare assistance in Oregon and some of my welfare commissioners said it would cost more money to put them to work than to give them the pure dole check each month.

As you recall, we did put them to work under a work project program and they built public parks. If we had called in skilled craftsmen, it would probably have been a lesser cost to build these parks than using general assistance welfare people, but at the same time we had a greater value, I think, that accrued to the community generally by having the general assistance welfare people contributing something back to the community, giving themselves certain pride of workmanship, learning certain skills, and so forth.

So I am glad that you point out that you don't make your judgment purely on the financial cost per enrollee. I think some of the people

are doing that today in making their evaluation of Job Corps as to whether it has been successful or not, and I think this is again a false base or criterion upon which to make judgments as to the success or lack of success of the Job Corps.

We are dealing with different kinds of people who are coming to us with little background and sometimes we are starting behind in the ball game in order to try to catch up with some of these people.

I would just comment that I have a bill that is going to be introduced soon that deals with a broader base approach to all of our young people. In fact, it takes a new approach to all youth services and learning opportunities.

I like the concept here in this bill but I would like to see the broader base. I would like to see us be concerned enough about the young people who might be involved in training for library services or teacher aid programs or psychiatric aid programs, professional programs as well as technical programs. I think we might find that we would have a greater economic saving here if we took a diversified approach to all youth, providing them with greater learning opportunities in many areas other than just conservation, although I believe conservation is vital. I would think our program ought to have a broader base.

I appreciate your testimony very much. I think it is in keeping with your outstanding record of public service which I have known intimately for many years.

Mr. PEET. Thank you, sir.

The CHAIRMAN. Senator Stevens.

Senator STEVENS. Do I understand that you base your concept as to the use of this program to the 90-day period that is in this bill?

Mr. PEET. Partially. It is 90-day experience, but part of that 90 days of necessity would be involved in such things as orientation, tool use instruction, learning first aid, and learning woodcraft, and it would leave little time for the experience in actually doing the work. This is one of five basic problems.

Senator STEVENS. What would you think would be a minimum period if we were to have such a program?

Mr. PEET. At this point, sir, I am just not prepared to recommend a figure.

Senator STEVENS. If I understand your position in your statement, you believe from a manpower point of view if we oriented a program such as this to these young people from the ghettos that we would not have efficiency because of the length of the period; is that correct? That is one of the points?

Mr. PEET. One of the points; yes, sir.

Senator STEVENS. Your people haven't addressed themselves to the question of whether there is a job to be done in the parks and forests to catch up, as far as the type of work that is contemplated by this bill, is that right?

Mr. PEET. Not as such, sir.

Senator STEVENS. I want to disagree with you very violently. Have you any children?

Mr. PEET. Yes, sir.

Senator STEVENS. How old are they?

Mr. PEET. Seventeen, eighteen, and twenty.

Senator STEVENS. Boys?

Mr. PEET. One boy.

Senator STEVENS. It seems to me that anyone who could turn a young man loose in our country with some type of supervision, to make roads and trails in the parks and forests and monuments of Alaska, for 90 days, and give him the experience of living in the woods and at the same time contributing to the betterment of those places, that they would have an experience that probably very few children in the country ever get and these would be the particular people who would benefit from it. I am afraid that we are looking at the thing from the point of view of efficiency of the end product and not the efficiency of the program itself.

Mr. PEET. No. There isn't any question about the value of such an experience. As an Oregonian, and as one who has directed youth in the forest doing work such as this, I don't question that. That really isn't our question. There is a need as we said from the beginning for more types of experience such as this.

Senator STEVENS. I don't know if the chairman knows this. I will just tell you. I am sure you don't know it. Do you know that they bring the cabins for our forests prefabbed from Canada and probably bring them through Seattle, which helps the port there but doesn't help our forests where we have some of the greatest stands of timber in the world, and they bring our prefab cabins from Canada.

I cosponsored this bill because I hoped we would send some people there in the hope that we would develop some of the things we have in our State and from the point of view of efficiency the program envisioned by the chairman's bill would actually bring about greater efficiency in my State in the use of some of the products that are there. I just disagree with you.

The CHAIRMAN. Thank you, Senator. That is a very fine statement.

I want to say that I don't have in mind transporting youngsters from New York to the west coast to conduct work projects. There are plenty of areas in the east adjacent to the large population centers where work is needed on Federal lands.

I might mention that there are now a number of civilian conservation centers, originally built to support the Job Corps program, which are vacant all across the country. These centers are in Grants Pass, Oreg.; Parker, Ariz.; Eagle Butte, S. Dak.; Mahanomen, Minn.; Gallup, N. Mex.; Jersey City, N.J.; Lewiston, Calif.; and Medina, N.Y. So, the thought was not to spend a lot of money on transportation to move them across the country.

The whole idea is that for 90 days you try to move them into the area near where they live. It is interesting to me that with the Neighborhood Youth Corps program that nothing has been done to take these youngsters and give them an opportunity to work in the parks or in the forests which are adjacent to the large metropolitan areas. These youngsters could be rendering a service to the Federal Government. I think it would be of extreme value, but it isn't being done.

I realize you are here under a directive, and I hope you realize there is nothing personal in my remarks. It is difficult, I understand, to carry out a policy that naturally has to be laid down by the President because of budgetary stringencies. However, I do want to point out that I think it would be wise for the administration to consider this measure this year on a trial basis, to see what it can do for about \$2

million. For about \$2 million I think we could get a lot of valuable information that would be extremely useful.

I hope you will carry that message back. We appreciate having your testimony.

The CHAIRMAN. Mr. Bert Cole, the commissioner of public lands in the State of Washington.

Mr. Cole, we are delighted to welcome you once again to the committee. We are especially appreciative of having you testify on the pending measure. I know that you have a great deal of experience in this field, particularly during the many years you have served as commissioner of public lands for the State of Washington. I understand that you have a program that you administer in connection with the conservation of the resources that are within your jurisdiction.

We are delighted to have you and you may proceed with your statement.

Senator STEVENS. May I interrupt? I would like permission to put in the record a statement from the commissioner of natural resources of the State of Alaska.

The CHAIRMAN. It will be included in the record at this point. (The statement follows:)

STATEMENT OF THOMAS E. KELLY, COMMISSIONER OF NATURAL  
RESOURCES, STATE OF ALASKA

A program as envisioned by this bill could be highly beneficial to the Federal programs in Alaska. The refuge system in general including the Kenai National Moose Range is lagging badly in providing for increased public use. BLM's proposed White Mountains and Tangle Lakes developments would be excellent places to use the 'Corps'.

The Forest Service and the Division of Water and Harbors (State) have a program on the drawing boards under which the State provides mooring facilities and the Forest Service provides camps, trails, cabins, etc. The 'Corps' could be beneficially used in furtherance of this cooperative venture.

I doubt it would be possible insofar as this bill, but the "Corps" personnel could certainly be used on our State projects if they could be funded in some manner from federal appropriations, either through the BOR or FHA. I can think of a number of areas that we have programmed where their labors would produce a highly satisfactory result. For example, the Nancy Lake Recreation Area, the Chena River Recreation Area, the Keystone Canyon State Park, the proposed Captain Cook Recreation Area, could all be projects where the "Corps" could be used if the bill was modified to permit work on State lands.

Insofar as using the "Corps" in forest management projects, I think their prime goal would be in stand improvement work; however, perhaps they could be used in fire prevention work where the possibility of injury is minimal.

**STATEMENT OF BERT L. COLE, COMMISSIONER OF PUBLIC LANDS  
FOR THE STATE OF WASHINGTON**

Mr. COLE. Thank you, Mr. Chairman.

The Washington State Department of Natural Resources has been interested in summer employment of young people for many years. We participate in whatever Federal programs are available and, in addition, employ in excess of 350 young people each summer in our own State-financed programs. We receive many applications for each available job and generally employ the most qualified candidates. However, we do respond to requests from local courts and police authority for a limited number of positions in which to place selected problem youths.

It is important that programs of this sort be well managed and that high standards of job performance be required, because the enrollees are usually having their first formal employer-employee relationship which makes a strong and lasting impression. We find that many prominent and influential people in our State were employed in our summer crews 20 or more years ago and still recall the experience with warmth and a sympathy for conservation matters.

The number of summer job opportunities for the youth of urban and rural America is becoming severely limited as a result of technological and economic changes. Jobs no longer exist in sufficient numbers for the millions of youngsters seeking summer employment. In Washington State alone there are over 300,000 youngsters between the ages of 14 and 18 years. If only 10 percent of these youths were interested in a Job Corps opportunity, the 30,000 applicants would far exceed the scope and facilities of any existing program.

While it seems plain that the scope of the program must be limited, either by funds or by design, collectively, over the years, the participants will form a sizable nucleus. Over 14,000 have participated in our department programs since termination of the Civilian Conservation Corps in 1941. In addition, over 3,300 youngsters have participated in the department-sponsored NYC program.

Our program involves a planned cross section of youth, and I urge that yours should, too. The competition by young people for summer employment is such that a youth program without controls as to who can participate would be dominated by the well adjusted, aggressive majority of American youth and would not materially assist the disadvantaged minority.

For this reason it is felt that a portion of the available positions should be reserved for problem or potentially problem youths; thereby insuring a more representative cross section of society in the enrollment. Guidelines for any socioeconomic considerations should be developed along regional lines with broad, realistic standards. A rigid, single set of standards applied nationwide will be less desirable, both in carrying out the intent of such a program and reaching the youths who are sought.

The proposed Youth Conservation Corps will involve youngsters from both rural and urban areas. The needs of each of these groups should be recognized in developing the program.

Through this program we can encourage rural youths to remain in the country rather than migrate to cities in search of employment. We can provide training in work habits and job skills which have permanent application to rural life, such as construction machine operation and maintenance, woods skills, and so forth.

The problems of urban youth are primarily environmental, coupled with enforced summer idleness. By providing a temporary change in environment and constructive employment we can direct a well-aimed blow at the core of one of the Nation's greatest urban problems, that of summer unrest.

I am convinced that a well-run youth conservation program will directly treat several social problems, while providing personal experiences to young citizens which will have a productive and lasting effect on their lives.

Based on our experience in working with young people, I would like to make several points which I think are important.

Setting up a new program of major proportions is expensive. Much of the initial high cost is in capital outlay for equipment and structures. In order to be successful, a youth conservation program must not engage in "make-work" projects or procedures. Young people are very discerning as to the worth of projects. They are idealistic and want to be productive.

Doing a job with a pick and shovel to sop up labor when the work could be better accomplished with machinery is not acceptable and does not produce the social and psychological results which constitute at least 50 percent of the benefits of such programs. The program should maximize development of skills—usable skills that will help the individual earn his future living. We have found it is better to reduce the scope of the program than to economize on equipment, such as tractors, power shovels, power saws, and so forth.

The construction of camps for use 3 months of the year is very expensive and should be undertaken only as a last resort. First, present camp facilities should be used to capacity.

The alternative to camps is the so-called home guard operation as used in the NYC program. All enrollees within 30 minutes to 1 hour travel time of designated pickup points can live at home and commute to the work via Youth Corps transport. This type of operation is infinitely less expensive than building and staffing camps for 3 months operation and can be used to advantage in the rural and semirural areas.

Having work available within travel time of 1 hour from the pickup point is, of course, the problem. In Washington State, as well as in many others, State and county lands are closer to urban areas than Federal lands. By broadening the scope of the proposed program to include State and county lands, more home guarding would be possible, resulting in an improvement of the overall cost-benefit ratio for the program.

I would suggest the committee consider inclusion in the program of at least those State lands granted by the Federal Government for support of the State's educational institutions.

Where the work is remote from available housing, we have often found small crews, quartered in mobile homes, to be a much more efficient operation for seasonal use than permanent buildings which cannot move with the work and are subject to off-season deterioration and vandalism.

In those instances where there is no alternative to camp operation, off-season uses could be made of the facilities if properly located; for example, winter sports leases to ski clubs or a commercial operator. They could be made available to school districts for regular conservation education sessions or operated as study centers for seminars and short courses offered by colleges or universities. Camps could serve as meeting centers for training programs by Federal agencies or be used to quarter winter work crews such as tree planters.

An interesting sidelight to the Youth Conservation Corps proposal is that the Corps could be used for forest stand improvement work on areas in national forests designated for timber production. This work would increase the growth rate of trees, thereby permitting an immediate increase in the sustained yield annual cut. The increased cut would increase Federal revenues and might well pay the entire Youth Corps program costs.

I am also chairman of the Land Commissioners Association Legislative Committee and it has been a policy of our Land Commissioners Association in the Western States to support such programs as this because each of us has much State land to manage and are interested in our Federal lands, and we have drawn resolutions supporting youth programs such as this in the past and certainly probably will reenforce that again at our coming meeting at Ocean Shores in the State of Washington this August.

I strongly support Senator Jackson's Youth Conservation Corps proposal.

I appreciate this opportunity, gentlemen, to appear before you.

The CHAIRMAN. Mr. Cole, I want to thank you for a very helpful statement. You have been administering at the State level a program somewhat similar to what we have in mind for the Federal Government.

Mr. COLE. Right.

The CHAIRMAN. What are the age groups?

Mr. COLE. Our age groups are 16 to 20, with a boy that is physically and socially able at 15 to work with them.

The CHAIRMAN. You have some at 15?

Mr. COLE. I would say we have about 60 boys each year who are 15.

The CHAIRMAN. What is your experience as far as productivity of these youngsters is concerned?

Mr. COLE. Well, the morale is exceedingly high. What we have is a Mom and Pop situation. We provide the cook to cook the food. The boys pay for the food out of their checks. This gives them an appreciation that food costs money, and it gives them a planning group to plan with the cook so that they are not eating steak every meal. It is kind of interesting.

The first week they eat one steak every night, and the cook tells them, "We can have some baked beans or tunafish and noodles and your money will go further," and the boys recognize this after a period of time. These are some economic and social values that dramatize these Mom and Pop situations.

The man is generally skilled in work and likes young people. He is skilled in trail work, the use of axe and tools, power saws, and other equipment and we have a repeat in our groups. We have a vacancy for about 200 boys each year because we get some repeats.

Many of the leaders in our State, in fact one of the top executives in the Bell Telephone System, worked three summers with our suppression crew or youth crew.

The CHAIRMAN. Fire suppression?

Mr. COLE. Yes, that is what we call this program. That is, their primary responsibility is to be prepared to fight fire, and once they are trained to do that in about 10 days, then they clean up picnic areas, develop picnic areas, develop trails, open up culverts, roads and such.

This program, Senator, has been very, very helpful to practically all the youth who have enrolled in it. We have taken many boys that the school counselor has suggested that we handle for some social adjustment and some of the judges have recommended the same.

The CHAIRMAN. As part of a probation arrangement?

Mr. COLE. No, we don't take anybody into this that has had any trouble with the courts. He might be about to have trouble with the courts. As you well know, we have our honor camp program which we manage for youth.

The CHAIRMAN. That is a separate program.

Mr. COLE. It is separate for the court cases, yes.

The CHAIRMAN. But you have found that these youngsters can make a real contribution in the conservation of State lands?

Mr. COLE. The work accomplishment is tremendous each year. They thin areas, do roadside beautification on our timber stands, prune trees and clean up the brush so that you have this beauty aspect, and the important thing is that we are increasing the wood fiber growth on that stand of State timberland.

The CHAIRMAN. I want to compliment you on a very fine statement. I think it answers a lot of questions by reason of your own experience in a program that is somewhat comparable to the program we are considering today. I assume that other land commissioners have somewhat similar programs.

Mr. COLE. Yes.

The CHAIRMAN. Is it 22 States that have public lands?

Mr. COLE. We have 22 Western States, including Texas up to North Dakota and then west, including Alaska and Hawaii. All of the States don't have as intensive programs. Most of us that have these programs have sizable amounts of forest land, Idaho, Montana, Washington, Oregon.

The CHAIRMAN. Thank you very much.

Senator Allott.

Senator ALLOTT. No questions.

The CHAIRMAN. Senator Jordan.

Senator JORDAN. Thank you, Mr. Chairman.

Bert, I have a high regard for your work in conservation and the good job you are doing over in the neighboring State of Washington. I am pleased to hear our testimony. I would like to ask you a few more questions about it.

How many boys do you have in your program in the summer?

Mr. COLE. About 500. This includes the suppression crew, our NYC people that the Federal Government and the State are working with in our State lands, and the engineering and forestry aids that we have and so forth.

Senator JORDAN. How much do you pay them?

Mr. COLE. We start them out at \$300 a month. The fire suppression crew is the lowest base of \$300. Out of this he must pay his food bill.

Senator JORDAN. What size crews do you break them into? You mentioned a mom-and-pop situation? What size squads do you have?

Mr. COLE. There are 20 in the largest group. We have tens and some fives. They are mostly tens and twenties.

Senator JORDAN. What is the youngest age that you have had experience with in these camps?

Mr. COLE. The individual? Fifteen years.

Senator JORDAN. Fifteen years. What is the incidence of dropout during the summer of the boys that you have had?

Mr. COLE. It will run about 5 percent I would say, very, very low. It is surprisingly low. It generally comes because of a discipline prob-

lem. He wants to take his car out during the week and we have a rule that you turn your car key in when you come Sunday night and it is hung up and you don't get it back until your release to go home on Friday night or Saturday. Thus, discipline is a minor problem.

Senator JORDAN. That is unusually low. How would you explain the reason why your incidence of dropout is so low compared to the dropout rate in Job Corps where the boys are older?

Mr. COLE. We have about 30 applicants for each job.

Senator JORDAN. It is competition for the jobs?

Mr. COLE. They are interviewed by the District Administrator in which area he is going to work. We have a printed set of rules and standards and they are told that they are to get up at 7 o'clock in the morning and are to be on the job at 8. All these things are understood clearly before they come. Many boys who apply to us Senator, don't come back for a job because we demand some high standards, but the point I think is that, because of this opportunity, we have made better citizens out of many of these young people.

Senator JORDAN. There is no question about that. How much do you use the home guard concept, boys living at home and taking them in buses to work and back home again at night?

Mr. COLE. We just started that, sir, 3 years ago. It required a radio communication network system because the boys that we hire are on duty 5 days a week, 24 hours a day, as you don't know when a fire is going to start. You actually work 8 hours and if you work over that you get some compensatory time. But it is working very nicely now in some cases, particularly in our more rural areas rather than in the metropolitan areas of Everett and Seattle and Tacoma. Those boys seem to do a better job by being in one of our camps rather than the home guard.

Senator JORDAN. When you speak of a camp, I gather you are speaking about lumber housing, more or less of a permanent type. Have you had any experience with these boys in tent camps?

Mr. COLE. We use tent camps, sir, and we also use trailers where we can move the crew around. We have 20-some-odd trailers in our organization that we use for various types of administrative work and in the summertime they have a high priority for our youth programs.

Senator JORDAN. It seems to me that the capital cost could be held down to a minimum by either using tent camps or renting trailers or owning a few. This might help make more money available to the actual paying of these boys, wouldn't it?

Mr. COLE. I am a firm believer of that. I think in the summertime, as you well know, our weather is such that it is not too convenient. We do use the surplus squad tent that we use in our Project Fires, as I stated, for some camps, but we do have permanent facilities at each of our 24 headquarters throughout the State for from 5- to 20-man crews as a base.

We have asked the legislature to give us more funds because we have more boys seeking jobs and the pressure on our public lands by the public for recreation is increasing so rapidly that we need more manpower to keep them clean and keep them up and develop new areas for recreational use.

Senator JORDAN. I think the experience has been very good in my State. We have more boys wanting to go than we have room for.

Mr. COLE. That is right. Oregon and Washington and Idaho have programs that we can be proud of.

Senator JORDAN. Thank you, Bert.

Senator FANNIN. Mr. Cole, we are pleased to see you here this morning. I know that you have a very outstanding record in this activity as well as in your work on public lands and land conservation, and in many other areas. I know that Art Messer is very fond of you and you work closely with him.

In your testimony I was very impressed with what you said especially concerning the results that have been achieved. I was just wondering if you could achieve more in a program if you had additional funds, say Federal funds, to assist what you are doing at the state level rather than to go to a program such as is incorporated in this bill.

Mr. COLE. Well, sir, that is true, but I think what we are talking about here is that there is so much need on your Federal lands, too, as well as our lands. As you notice, in my testimony, I said we would like to have some more financial help. We need help to meet our needs, and I think, at least in our State, our national forest and national park and national recreation areas are needful of much trail work and much work that these boys could be doing.

Senator FANNIN. I agree, but couldn't that be a cooperative program so that it could be supervised by the State?

Mr. COLE. Contract with us, is what you are saying?

Senator FANNIN. Yes; because it was estimated here that the cost would be \$1,000 per enrollee, and they say that compares with the cost of about \$400 per enrollee incurred last summer and expected next summer in the Neighborhood Youth Corps programs. Perhaps we haven't done enough in the Neighborhood Youth Corps programs, but I agree with the objectives and am concerned with how we can do that.

I am very concerned about the State of Arizona doing more for our Indian youngsters. Their training and the discipline and all is helpful but also, for their futures, many of them could be involved in the forest industry activities and this would be training.

I notice that you say you have approximately 300,000 youngsters approximately 15 to 18 years of age and if only 10 percent of these youth participated in Job Corps activity the number would exceed the scope of any existing program. How many would you estimate are in all the programs involved in the State now?

Mr. COLE. I think, sir, we must have close to the neighborhood of 1,000 with our game management lands and with our State parks and with the city programs. We probably have close to a thousand young people, which is just a small amount.

Senator FANNIN. But even with this legislation I don't know just how many we could reach and what the appropriation would be, but I am looking at it from the standpoint of how we could better accomplish the objective.

I agree with the objective, but I don't know whether or not we could do it better through the program outlined in the bill or do it better through working with the agencies that are now involved and that have had success. I realize that not all of the States have had your success or the success that Senator Jordan has explained they have had

in Idaho, and I know we have had some success in Arizona. I am not entirely satisfied, but we do have some other "mom and pop" program situations that you speak of that have been very helpful, such as ranch programs and things of that nature.

Mr. COLE. Yes.

Senator FANNIN. I would like to have your thoughts as to whether or not we might do more if we could coordinate the State efforts to a greater extent, with support funds coming from the Federal Government, and accomplish these objectives through State agencies and through a coordinated effort.

Mr. COLE. I would certainly hope that there would be an opportunity for contractual opportunities where States are doing such a good job. Actually we are all working for the same group and trying to face the same problem. We ought to be working mutually on it. I get the point that Senator Jackson desires to do something for these young people and at the same time try to help the work that needs to be done on our national lands, but if we can do it by contracting with the State, I would certainly agree.

Senator FANNIN. As I stated, we all agree with the objective and certainly I am very strongly in favor of a program that will reach what you have said is the objective, a two-way street, both the accomplishments and also the training of the youth and working with the youth in a way that he understands that he is accomplishing something that is needed.

I notice you emphasize that to be successful the youth conservation program must not engage in make-work projects or procedures. I think you realize that in the Job Corps that we have had very many programs that have just been make-work programs or projects and they have not given the youngster the confidence and also not given him the experience that he needs. That is what I am really concerned about in this bill.

I feel that you have helped considerably to provide a better understanding of what can be done and, also, how it can be done, but I still am desirous of delving more into the matter of whether or not we can have just exactly what you are talking about, a contractual program of some nature. In attempting that, if it proves successful, it would, I think, be at much less cost and in most instances have the youths close to their homes and many times in activities in which they could develop their future work.

Mr. COLE. It would suit us in the State of Washington to have that philosophy, sir.

Senator FANNIN. Thank you very much.

The CHAIRMAN. Thank you again, Mr. Cole, for a very fine statement and one that I think will be extremely useful to the committee.

Our last two witnesses this morning are Mrs. Elizabeth Titus and Mr. John Dolstad.

I want to say for the benefit of my colleagues that Mr. Dolstad is employed as an administrator for Seattle District No. 1 and has been a teacher and counselor in the schools in Seattle since 1951. He has been the person in charge of administering the Student Conservation Association program, at both Mount Rainier, and I believe, Olympic National Park.

Mr. Dolstad paid his own way here and is very much interested in the youngsters.

Mrs. Titus, I believe you are the president of the Student Conservation Association, Inc. Your residence is where?

Mrs. TITUS. It is in Oyster Bay, Long Island.

The CHAIRMAN. Oyster Bay, Long Island. Are you related to Teddy Roosevelt?

Mrs. TITUS. No, but we work at Teddy Roosevelt's home. That is where our office is.

The CHAIRMAN. Mrs. Titus, would you proceed now in your own way, and then we will hear from Mr. Dolstad. You might just explain your organization. I think it is very interesting.

**STATEMENT OF MRS. ELIZABETH TITUS, PRESIDENT, STUDENT CONSERVATION ASSOCIATION, INC.**

Mrs. TITUS. Thank you, Senator.

My name is Elizabeth Titus, and I am president of the Student Conservation Association, Inc., a nonprofit membership organization, whose headquarters are at Sagamore Hill National Historic Site, Oyster Bay, N. Y.

We have been operating successfully since 1957 the student conservation program for high school, college, and graduate men and women. These students, selected from all parts of this country, and even from abroad, volunteer their services to work and learn as members of the student conservation program in, at this point, 20 national parks and national forests in various parts of this country.

With me to testify in support of Senator Jackson's bill is Mr. John Dolstad, who, with his wife, has supervised the high school SCP wilderness program in Olympic National Park since 1958.

Mr. Chairman, we appreciate very much the opportunity of being asked to testify in favor of S. 1076. You are certainly providing the much needed leadership in this vital field.

We have been working on this concept of tapping our youth's energy in accomplishing much needed work in our national parks while at the same time giving opportunity to each student to broaden his knowledge of conservation through field experience. The student conservation program started out on a trial project basis in 1957 in two national parks—Olympic and Grand Teton National Parks. The program at the beginning was under the sponsorship of the National Parks Association and had the support from other such organizations as the Garden Club of America, the Wilderness Society, the Audubon Society, and from such foundations as the Conservation Foundation and the Jackson Hole Preserve, Inc. Since then the support from foundations has expanded to include Ford, American Conservation, and the Old Dominion Foundations, to name a few, to show the interest and support of many people in this type of endeavor.

The program is organized on three different levels—one for the high school age who work in the wilderness program; the second for the college and graduate students who work as park and forest service assistants; and the third are the graduate-level students who do much needed research which the park area wishes to have accomplished.

This past summer alone approximately 140 volunteer SCP students gave over 28,000 hours of labor on National Park Service and U.S. Forest Service lands. By the end of this summer there will have been

approximately 1,000 students who will have been members of this program, from more than 40 States and currently living in nine foreign countries.

The part of our program which will be of most interest today is the wilderness program. These students are 16-18 years old, and until this summer, when we are offering a trial project for girls as well, has been for boys alone. These students apply to the association to work in a park area. Because there are so many students who wish this unique opportunity, the selection committee basically chooses those students with leadership qualities and who are well motivated toward this type of endeavor.

They are placed in the park of the student's choice along with 14 other high school age boys and a well qualified husband and wife team who are the SCP work and camp supervisors.

At this point there are four park and forest areas where these programs operate—Olympic, Mount Rainier in Washington State, the Great Smoky Mountains in Tennessee, and the Merck Forest-Green Mountain National Forest areas in Vermont. In each of these areas there are usually two such SCP camps in operation during the summer—one in July and the other in August.

The students receive their board and lodging from the association. And for those students who otherwise could not participate, we offer travel scholarships as well on a limited basis. The students build trails, shelters, rehabilitate overused campsites, and do other such work needed to be done which otherwise could not be accomplished. Different persons, not only from the National Park Service and U.S. Forest Service, but also from universities and leading conservation organizations, and personages such as Justice Douglas, hike in and see the students and share their knowledge with them about the ecology of the area, et cetera.

Students also learn about their environment and methods in which they can help in their local communities when they return home to improve and protect their areas as well. Some students have set up conservation clubs and groups in their schools and churches; others have gone into the National Park Service or U.S. Forest Service with permanent or seasonal positions; still others are in the Peace Corps, stationed throughout the world. Many are attaining leadership in various fields, including the teaching field, and so they can disseminate information where needed and inspire others to help in this vital field.

The following are comments from some of the students, showing that these students feel that this type of program mentioned in this bill is not only needed but these students welcome this opportunity.

One boy mentioned:

I loved it. I enjoyed the work, the camping, and the hiking. Not only did we get a good deal of work done, but we also learned about the wilderness and the purpose of our national parks. I believe that the SCP is an experience that every teenager should enjoy. It is an experience that I shall remember the rest of my life. Even though it rained, hailed, got cold and rough, I enjoyed every minute of it.

The knowledge gained in the areas of ecology, woodsmanship, geography and fraternity, as well as the new knowledge of and respect for Park Service and conservation will be an asset to me all my life. I only hope the program can be expanded in the number of boys and parks, so more people and areas can benefit in the future.

I feel that the program has been very beneficial to all of us who have participated. We had much satisfaction knowing that we could work together as a group and accomplish something, not only what we can be proud of, but knowing that we were helping America at the same time.

The SCA has done a tremendous job in building a program, which, judging from my own experience seven years ago, is of tremendous benefit to anyone who takes part in it. This same feeling was expressed to me by the late Admiral C. W. Nimitz, a benefactor of the program with whom I have corresponded.

These are just the types of quotes made by these students showing that there is a willingness and desire for what is unfortunately limited to a relatively few students. The effect of this S. 1076 would be to make this valuable experience available to a very much wider group of young people. It is because of this that we are very heartily endorsing the bill S. 1076.

I do appreciate very much this opportunity to be asked to be here today, and Mr. John Dolstad also has a statement at this time.

I do want to say that Mr. Dolstad has worked with this program for 12 years in Olympic National Park and has done not only an outstanding job there, but I feel that his comments would be very valuable.

Senator JORDAN (presiding). Before we interrogate you about your very interesting statement, I think we should hear Mr. Dolstad.

#### STATEMENT OF JOHN DOLSTAD, STUDENT CONSERVATION PROGRAM, OLYMPIC NATIONAL PARK

Mr. DOLSTAD. I think I will have my statement printed as a part of the record and pick out what I think is significant from the testimony this morning and also express my reaction to the administration witnesses.

Senator JORDAN. It will be printed in full at the end of your remarks.

Mr. DOLSTAD. I am a private citizen, not an administration witness, and I feel that I have something to offer you in terms of reacting to the administrations views. The thing that seems most important to me is that in this bill your are combining two major problem areas in the country in the natural resources field into the one bill. That is to improve the Federal lands by using the restless American youth.

I think it should be used and can be used, and to me 90 days is a long time. You put a young person out in one of these areas, and one of the main differences in the aims of our program and the Senate one, No. 1076, is that ours is only 3 weeks, and I see vast growth in these young people in 3 weeks. I see so much growth that I am willing to come here and testify and say that more young people should be involved.

I can't quite understand why 90 days is such a short period of time. If you get out in the mountains and wilderness, sometimes 2 days is quite an experience for you.

When we established our student conservation program, certain things were necessary to make sure that it would work, and some of the questions asked today were questions that were asked of us; namely, was a Federal agency interested in having such a program, both from the top administrative level and in the field?

We found that the Department of the Interior was very much interested. The work that had been done during the CCC days had not even been maintained.

For instance, in Olympic National Park many of the trails before World War II were not even opened up after World War II, much less maintained for visitor use, so that many trails in Olympic have denied access to visitors at a time when greater use is now being made of the park.

We wondered whether young people would be willing to volunteer their services, and we found an overwhelming response to this. Even though we thought maybe it was wishful thinking by the older generation, young people do want to volunteer. They are idealistic, as Mr. Cole suggested, and want to be used and needed.

The other question by one of the administration witnesses was, could they use tools? Most of these young people who come to us have never used an ax, much less a chain saw. They have never used a tool for building.

I have with me some pictures for you to see. These young people do build shelters. They do excellent trail work. They work harder than most adults. They don't know what a coffee break is. They really don't even know what a working day is. They spend a lot of time, and they are diligent. They want to prove themselves. I know they are effective, because for 12 years the Park Service has been very eager to have us come back year after year. We have not hurt the park staffs. We work with the Park Service during their peak season. And, believe me, gentlemen, if we weren't effective and didn't do something of value, the Park Service would not have us there. Furthermore, we are gaining many real park supporters. They learn to love the park by living in it.

They say a picture is worth a thousand words, but it seems to me that actually being on location is worth a thousand pictures, and this is what I want our young people to experience. I feel so strongly about this that that is why I am here today.

I further would like to react to the idea that it should be open to all American youth. I think that programs for the poverty areas are very necessary. I think programs for all the disadvantaged are necessary, but I think programs for all youth are just as necessary, and I think a mixture is very necessary, because, otherwise, they don't learn about each other. If you have a ghetto community and it doesn't have a chance to see the other community, you don't think of people as individuals. By getting out in the wilderness together, each young person stands on his own.

I think it is extremely important that he is thought of as an individual with his own strengths and weaknesses, and the wilderness will do this for him. That is also part of the record.

The one other thing that I would like to comment about is that while the Senator was drafting the bill a group of Seattle outdoor enthusiasts, among them Jim Whittaker, and other central area counselors thought of a program for the central area youth, and I would also like to make that as a part of the record.

(The document referred to follows:)

#### CENTRAL AREA OUTDOOR EDUCATION PROGRAM

##### INTRODUCTION

This project is designed to give Central Area boys of junior high school age (13-15) a chance to live outside the heart of the city in a wilderness environment. The project is specifically aimed at youths who are having problems in school and in the community.

##### OBJECTIVES

The objectives of this project are to give these boys a chance to have a fresh look at life, a chance to live away from pavement and buildings, crowded streets and smoky air. This wilderness experience will put them into a healthful and inspiring situation away from the pressures of a fast moving, complex urban life.

They will be taught how to live in natural surroundings, how to build a camp-fire and cook a meal of clams which they dug from the ocean beach. They will learn that there is more than one way to live. They will be given a chance to re-evaluate the city life they came from.

#### ORGANIZATION

The program will be organized as a non-profit corporation under the laws of the State of Washington. Steps will be taken to qualify it as a charitable and educational organization under section 501(c)(3) of the Internal Revenue Code. Such qualification will make contributions and gifts given the corporation deductible for federal income tax purposes.

The corporation will have a board of directors, officers, executive committee, and principal employees following the usual form. All appropriate filing and reporting requirements will be met.

#### CAMP PARTICULARS

##### 1. *Session*

Regular camp activities will last six weeks, beginning June 26 and ending August 14th.

There will be a counselor training period from June 16th through June 24th at the campsites.

##### 2. *Participants and Recruitment*

300 boys ages 13-15 will be recruited starting March 15th, if the project is approved by then.

The recruiters will go to Meany and Washington Junior High Schools and obtain names of students from school records, working with faculty and counselors. These boys will then be interviewed and signed up. Records of all interviews will be kept for staff reference.

##### 3. *Grouping of boys*

The basic unit will consist of eight boys. These boys will be grouped according to maturity (mental and physical) so that each group contains individuals who will be closely similar in ability. Each party of eight will have a counselor. The counselor and his eight boys will stay together for the entire six weeks. This will provide a close-knit body that can function as a unit. Also the counselor will become close to each of his boys. This strong personal relationship will be the backbone of the camp.

##### 4. *Sites*

There will be six sites. Five will be on the Olympic Peninsula within a three-hour drive of each other. The sixth site will be on one of the San Juan Islands, possibly one of those mentioned below. The five peninsula sites will be well away from any communities or highways and will preferably be located on State or federal land. Leases or permits will be obtained.

##### *List of site examples*

- (a) Hood Canal: Comparable to Camp Parsons, Camp Robinswold.
- (b) San Juan Islands:
  - Sucia.
  - Cypress (Boy Scouts of America site, east side of island.)
- (c) Mountain Site—Olympics:
  - Soleduc—Hoh (pack horses).
  - Enchanted Valley.
  - Humes Ranch.
- (d) Lake Site:
  - Lake Crescent.
  - Dickey Lake (?).
- (e) Ocean Site:
  - Ozette.
  - Beach—3 (South of Lapush).
  - Oil City (North side mouth of Hoh—Latrines).
  - Mouth of Quinault.
  - Toliak Point (two cabins)—cabin needs work.

Each of the six sites will be set up to accommodate six parties of eight boys, or 48 boys and six counselors. This will include cooking utensils, food, tents, or plastic shelters for all, water, washing and toilet facilities, medicine and first aid

equipment, and any other equipment that is instrumental in the carrying out of the particular site functions, e.g., life jackets, life lines, shovels, etc. A permanent counselor or specialist will remain at each site for the whole summer. He will be in charge of that site's activities. A young married couple might serve. For example at a mountain site the counselor will offer a selection of hikes where each group may go for the day. One group (of eight) to fish a stream, another to clear logs off a certain trail, another to learn how to traverse a glacier or snow field, etc. He will provide tools or camping gear when needed from his store of goods. All goods will be returned to him and remain at the site.

#### *One week at each site*

The boys will stay at each site about one week, then move on to another. They will move to a new site every week of the session. There will be no more than a three-hour drive to jumping off places from which each site can be reached.

#### 5. *Side trips*

The boys will be taken on day trips from their base sites on occasion. They may travel in eight-man parties or as 2, 3, or 4 parties together. Buses or station wagons will be provided when necessary.

##### *Examples of side trips*

- (a) Visit a farm and observe workings of the day, milking, feeding stock, etc.
- (b) Visit a logging operation, watch felling of trees, loading, etc., perhaps participate in clean-up of slash.
- (c) Visit a salmon cannery, watch boats being unloaded.
- (d) Visit Bush Prairie, homestead of first black in the North West.

#### 6. *Transportation between sites*

(a) Buses will take the boys from the city to the various camp sites. The counselors will accompany their eight-man parties. One or two large buses will be kept on hand throughout the summer along with one or two smaller vans that can carry up to ten people.

When the week ends and the boys must move on to the next site the "on-hand" buses and vans will meet the group which has the farthest distance to cover. It will be remembered that every site can be reached from every other site by a maximum drive of three hours so several groups could be moved in one day. Also, some groups can hike from one site to the next. For example, the mountain site and the Hood Canal site might conceivably exchange all 48 boys by incorporating over-night hiking. (See diagram). There are infinite ways of juggling this transportation of boys, including charter buses that come for the weekend only for special moves.

(b) Charter boat: This boat would be chartered for the weekend moves *only* (two days for the round trip to Sucia or Cypress). It would take the boys from Port Angeles to Sucia or Cypress, drop them off and return in six days to take them back. This boat must hold at least 55 people and have facilities (not over-night) for eating, etc. It is emphasized that this boat or boats would, while giving the boys an "on the water experience" be chartered for transportation only—while in use. It will not be chartered for the whole summer.

Alternatives would be to take the ferries from Port Angeles to Victoria—through the San Juans, with a short haul to Cypress or Sucia from Orcas, San Juan or Anacortes, whichever was the most convenient.

For example, this is the first move following one week of camp. This move is done all by bus, no hiking. Early morning, 6:00 a.m., buses pick up boys at ocean site and drive them to point where #1 mountain site boys wait. Buses drop off ocean site boys who will hike in to #1 mountain site. Buses pick up boys from #1 mountain site and take them to lake site, switch again and do this all along until the buses reach the Hood Canal site, then take the Hood Canal boys all the way back to ocean site. Total time (without any unforeseen delays) including short waits at each stop and loading and unloading is nine hours. This puts the Hood Canal boys at ocean site by 3:00 p.m. with plenty of time to hike to the beach and set up camp.

Emergency plans would have to be made in case one group did not make it to the rendezvous point.

Back-up transportation arrangements would be provided in case of equipment failure.

## STAFF

1. *Board of Directors and professional advisory group*

This body will act as a policy making and program content board. It will guide the executive-secretary and the entire project. There will also be a professional advisory body.

Membership of these two groups will be drawn from persons such as the following:

- (a) David C. Black:
  - 11 years secondary school teaching.
  - 7 summers conducting five-week private camping trips—Vagabonds—boys aged 12–16.
  - Director of Lower School, Lakeside School, Seattle.
  - Member, North West Outward Bound Committee.
- (b) Jack Dolstad:
  - Director, 11 years Student Conservation Program, Olympic National Park.
  - Director, Outdoor Education, Seattle Public Schools.
  - Conservation Committee, Seattle Mountaineers.
  - Olympic Parks Association.
  - North Cascades Conservation Council.
  - Wilderness Society.
- (c) Nick Fahey:
  - Educated in Central Area schools.
  - President, Garfield class of 1961.
  - Ski instructor, Crystal Mountain
  - Ski instructor, University of Washington
  - Ski instructor, Fiorini
  - Graduate, University of Washington.
  - One year study France, Grenoble.
  - General Manager of Faler Camp, a Wyoming year-round resort (horse packing, dudes, hunting, skiing.)
  - Assistant, ski area consultant.
  - Experience in woodsmanship, boat handling, hiking, etc.
- (d) Charles P. Huey:
  - 10 years work with Central Area youth.
  - President of the Central Area Youth Association.
  - Director of the Community Talent Bank.
  - 2 years Garfield High School working with students.
  - Manager, semi-professional baseball team—Seattle.
  - Consultant, Battelle Seattle Research Center.
  - Has children in Seattle schools.
- (e) John C. Little:
  - Year work with Central Area youth.
  - Assistant Director, Community Talent Bank.
  - Treasurer, Central Area Youth Association.
  - Consultant, Battelle Seattle Research Center.
  - Has children in Seattle schools.
- (f) O. L. Mitchell:
  - 8½ years Seattle Park and Recreation Department.
  - 9 years in junior athletics.
  - 1 year summer camp YMCA.
  - 3 years Seattle schools, helping problem children of the Central Area.
  - Eastside YMCA Health and Physical Planning.
  - 10 years in athletics in Seattle.
- (g) Palmer Smith:
  - 2 semesters teaching near dropouts at Garfield High School.
  - Observer and Reporter, Community Talent Bank.
  - Consultant, Battelle Seattle Research Center.
  - Seattle attorney.
  - Experienced outdoorsman and woodsman.
  - Married, with children in Seattle schools.
- (h) Harry Truman:
  - 30 years in North West camping.
  - Director of B.S.A. camps, church camps, and YMCA camps.
  - 23 years operator of Hidden Valley Camp in Snohomish County, a coeducational camp.

- (i) Ken Van Dyke:  
 1 year Roosevelt High School—Latin teacher.  
 3 years Nathan Hale—Latin, English, Spanish and class adviser class of 1966.  
 3 years Lakeside—Latin:  
   Student court adviser.  
   Class adviser, class of 1969.  
   Coach, football and squash.  
 1 summer, Lakeside Educational Enrichment Program (for Central Area boys of promise).  
 3 years Boy Scout counselling.  
 6 years counselling with CYO camps under Gordie Hamilton.  
 Director, Camp Latona, Gambier Island, B.C. under Catholic Youth Association, Vancouver, B.C.  
 3 years Assistant Director, Vagabond.  
 Director, Westward Ho Camp for Boys.  
 5 years Ski Instructor.  
 Member, Phi Delta Kappa educational honorary.  
   Seattle Committee Northwest Outward Bound School.  
   American Camping Association.  
   Catholic Youth Organization, Camp Board of Directors.  
 5 years Director "Thomas More" Hall, residence for high school students. Mountaineer.
- (j) Jim Whittaker:  
 Graduate of Seattle University.  
 Mount Rainier Guide.  
 Manager of Recreational Equipment, Inc.  
 Trustee, Robert F. Kennedy Memorial.  
 Trustee, Kontum Hospital.  
 Member, State Park and Recreation Commission.  
 Logistics and Equipment Officer, 1963 American Everest Expedition.  
 First American to climb Everest.  
 Recipient Hubbard Award, John F. Kennedy.  
 Recipient Ten Outstanding Young Men Award 196s—by Junior Chamber of Commerce.  
 Participant F.O.C.U.S. program.  
 Member, National Council B.S.A.  
 Member, National Park Service Advisory Board.

Other persons who can contribute will be asked to join the board of directors or professional advisory group.

## 2. Executive Director

The project will be headed by an executive director who will be in charge of staffing the entire operation, procuring and equipping sites, making arrangements with local officials and services for permission and permits. He will oversee all operations and be responsible for their carrying out.

### Qualifications of executive director

He should be a person who will present himself well to the Central Area community, especially to the blacks. He should also be a person who will be able to stand up to any groups who should try to question this project. A black man would be preferable, especially if he had a military background. He need not have extensive outdoor experience as this can be supplied by his assistants and field personnel.

## 3. Executive assistant

One or two men who will serve as assistants to the executive director and aid him in the various aspects of the project. One of these men should be very experienced in procurement and contract negotiation.

## 4. Training of site managers and counselors

### (a) Preliminary training

- (1) Lectures—qualified specialists drawn from—

Board of Directors.

Experienced professional counselors.

Mountaineers.

Red Cross, King County Health Department, University of Washington Medical School.

U.S. Forest—Park Service—Department of Natural Resources—Fish & Game Department.  
University of Washington.  
Mountain Rescue Council.

- (2) Mid-week evening lectures and demonstrations to begin in groups of six or more as soon as six are hired.
- (3) They will earn pay for this training.
- (4) Courses given in first aid, sanitation, the Black History of the West, boating, swimming, fire prevention, woodsmanship, wilderness construction, ecology, shore oceanography, etc.

(b) *Intensive Training (pre-program)*

- (1) Spring period of lectures succeeded by an intensive on-site training period of ten days, June 16th–24th.
- (2) During this period all counselors will visit all sites and will work with the local Forest and Park Service staffs and the staffs of State Agencies exploring and becoming generally familiar with the hinterland behind and around each site.
- (3) All counselors and the executive director and his supporting staff will become closely acquainted with each other under field conditions.
- (4) There will be standard drills and procedures to meet such emergencies as:
  - Fire
  - Sickness
  - Missing boy
  - Equipment breakdown

Back-up procedures will be provided for.

(c) *In-service training*

- (1) Further training and site specialties will be carried on at each site.
- (2) In-service training of counselors will be carried on at the same time as the boys are learning. Site directors will provide this training appropriate with the site.

(d) *Themes of training (major themes)*

Designed to develop in counselors added qualities of good instructors who will challenge but not overtax boys in his group—he should be able to maintain discipline yet build boys' self-respect and reach them. It is essential that these men be strong so as not to compete with the kids—strong enough to keep order and inspire healthy team spirit.

5. *Site managers*

(a) Six in all—they will be men over 25 years, experienced in outdoor recreation. They may have their families with them at the site. Married couples without children will be preferred. They will be responsible for food and equipment at their site and, with the counselors, for the entire group of boys who are at the site at any time.

(b) During session he is responsible for:

(1) *Site logistics:*

- Shelter
- Food
- Fuel
- Communications
- Sanitation
- Water
- Equipment maintenance
- System of gear control

(2) *Programs (site)*

- Scheduling basic site routines
- Emergency procedures
- Work programs
- In-service training
- Periodic drills to meet emergencies (fire, sickness). These are to be combined with in-service training of counselors and boys in wilderness training in such matters as first aid, water safety.

6. *Counselors*

(a) 42 in all, 36 regulars and 6 substitutes who will relieve the regulars once a week on rotating days.

(b) Each counselor will be assigned eight boys whom he will be directly responsible for and in charge of at all times.

(c) A counselor shall have the following qualifications:

(1) He must be at least 19 years old, but should probably be older, perhaps later college or beyond, or from selected young school teachers who enjoy outdoor life.

(2) He must be susceptible of absorbing training in areas in which he must learn new skills.

(3) He may be black or white, however a balance of 50-50 is desirable in the counselor group.

(d) Counselors will be recruited. Their selection and the experience behind their selection will be critical to the success of the program. They must be very high caliber people, well rounded, stable, resolute.

#### 7. *Logistic personnel*

(a) Men who will serve as assistants to the site director. There will be six in number.

(b) They will carry out the wishes of the site director in procurement of food, equipment, supplies, act as messengers and drive the site station wagon or van.

(c) They will most likely be young men and will participate in the site director training.

#### 8. *Medical personnel*

Medical personnel will be contracted from the nearest towns of the Peninsula. They will be available if emergency aid is needed. The communication plan will provide for their availability as well as availability of back-up medical people.

### CAMP TRAINING AND EXPERIENCES

At all six campsites there will be general training of the boys concerning outdoor living, including: camp cooking, fire prevention, sanitation, first aid, woodsman-ship, forestry, conservation, ecology, survival, wilderness construction, swimming, etc. This training will be carried out by counselors, site managers and occasionally outside people, such as forest service personnel, loggers, sanitarians, geologists, ecologists, and other experts in the field.

#### *Site specialties*

Each site will teach a specialty. For example, the boys will learn simple mountaineering under rigid supervision and expert control, glacier and crevasse dangers, rock formation, snow traveling, etc. At the ocean they will learn shore oceanography, tides and surf precautions. This training will be done in an informal manner, mostly through field experiences where the boys practice their skills as they go along.

#### *Work program*

The boys will be expected to spend part of every site session, perhaps part of every day, at a task that will enhance the beauty or suitability of each site area. For example, on the beach they may clean up debris or help rebuild coast shelters and toilets. They will be paid for this work. They will be entitled to draw their wages at the end of the summer only. Each boy who stays the whole 6 weeks will earn \$150. Work programs will be developed in conjunction with State Parks, Forest Service, National Parks, or whatever other public management agencies may be concerned. It is expected that valuable cooperation can be obtained from the staffs of these agencies.

#### *Merit and achievement recognition*

There will be an appropriate merit and achievement recognition program as the boys advance in proficiency and achievement and greater self-sufficiency.

### COMMUNICATIONS

During intensive on-site training and during main camp session the executive director and his staff will be located at a central location on the Peninsula.

Since most of the locations will be remote it will be necessary to have short-wave radio communication and message relay centers established in connection with each of the six sites. All sites are to be within easy communication of the headquarters. The headquarters will be reachable from Seattle on a twenty-four hour basis. The Seattle office of the program will be manned on a twenty-four hour basis to facilitate communications.

*Back-up communications*

Sites in remote locations will also be reachable via Forest Service, Park Service, State Department of Natural Resources networks. A number of the sites will be reachable by vehicle. There will be standby arrangements made for use of Coast Guard planes and helicopters.

*Scheduling in respect to communications*

The field headquarters will keep continuously informed on schedules and any changes in schedules through daily communication with site directors.

All related agencies (Forest Service, Park Service) field people will be briefed on camp programs before start of sessions as well as having many of them actively engaged in the program.

## SUPPLIES

## 1. Food

Food will be procured in mass quantities. Non-perishables will be stocked at each site at various intervals throughout the summer, to be drawn on when needed. At least one four-wheel drive pick-up will be utilized. It will be the responsibility of the site manager to keep enough food on hand to feed all at the site and together with a week's reserve.

(a) Major procurement will be done in Seattle in advance of the beginning of the period of intensive training.

(b) Local procurement will occur under the direction of the executive director.

(c) A system of inventory and financial control will be established with the advice of qualified accountants.

(d) Financial accountability will be the responsibility of the executive director.

*Menu*

(e) To the degree possible the menu will be ample, well balanced, nourishing and planned so that refrigeration will not be a problem.

(f) Sanitary and safe animal-proof food storage will be provided.

(g) Side trips will draw from site commissary.

## 2. Individual supplies

(a) Each boy will be required to bring to camp with him *Clothing*:

## Item:

Boots (\$9.60 cost) -----	1
Jeans -----	2
Khaki pants -----	1
Tennis shoes -----	1
Parka or jacket -----	1
Sweater -----	1
Hat -----	1
Bathing suit -----	1
Blanket -----	1
T-shirts -----	4
Shorts -----	3
Sox -----	6
Heavy sox -----	3
Towel & Washcloth -----	1
Sweatshirt -----	1
Heavy shirt -----	1

He will be allowed to bring these things only. The camp will provide sleeping bags and rain gear (ponchos). No surplus gear will be allowed due to the high degree of mobility needed in this program.

(b) In the event that a boy's family cannot meet these supply requirements the camp will supply necessary essentials. Such supplies will be raised from the Seattle community as needed.

## 3. Basic equipment each party (8 boys)

(a) 9-man cooking kit (complete).

(b) First aid kit

(c) Axe, shovel, folding saw

(d) Rope (safety)

(e) Common shelter

(f) Water container

(g) Compass

(h) Maps

(i) Local guide books as required

- (j) Insect repellent
- (k) Large flashlight and flashlights for party members
- (l) Each party of eight will draw local equipment as needed from site commissary, e.g., wilderness construction tools, life jackets.

#### 4. Site equipment

- (a) Field kitchens (or equivalent) capable of feeding basic brigade plus staff and visitors.
- (b) Shelter—semi-permanent:
  - Tents, plastic.
  - Tent floors.
  - Latrines.
  - Washing facilities.
  - Portable sink, plastic pipe.
  - Mock-up hot water.
  - Locked food storage.
  - Locked tool storage.
- (c) Tools:
  - Cross cut saw, nails, hammers.
  - Axes.
  - Shovels, picks.
  - Battle lanterns.
  - Limited auto repair tools.
- (d) Communications equipment: Walkie-talkie.
- (e) Substantial first aid kit.
- (f) Equipment appropriate to site:
  - Life saving equipment in Island site, life jackets, etc.
  - Stretchers, lightweight.

#### 5. Headquarters equipment

- (a) Desk, filing cases, typewriters.
- (b) Miscellaneous office supplies.
- (c) Radio equipment.
- (d) Maps.
- (e) Telephone.
- (f) Food storage facility.

#### 6. Motor Pool (see transportation plan, page)

- (a) Repair service (contracted).
- (b) Seattle to and from sites—charter bus.
- (c) 3 buses, or more, capable of moving 54 (minimum) at one time. Perhaps using station wagons or vans as auxiliary.
- (d) Four-wheel-drive vehicle for site supply.
- (e) Stations wagons for trips to and from Seattle as needed, for local deliveries, messenger, auxiliary ambulance, miscellaneous transportation and communication. Each site should have one vehicle except Island site, which should have a small motor boat. Rentals should be explored as possibilities to fill this need.
- (f) Also, private vehicles can be used with adequate compensation.

#### INSURANCE PLAN

- (1) Adequate insurance to cover the project activities during training session and regular session.
- (2) Insurance will include:
  - (a) High limit automobile liability and property damage.
  - (b) Special policies relating to school, camp type institution (including property damage done by campers).
  - (c) Fidelity bonds to cover persons who will handle cash or money.
  - (d) Operation of water craft, marine policies as needed for over water.
  - (e) Fire policies.
  - (f) Premises liability covering guests and visitors on property occupied by brigade or staff.
  - (g) Surplus or special lines of coverage suggested by broker.

#### DISCIPLINE

Instances requiring discipline will naturally occur. Action in these cases will be confined to sitting down and discussing the problem with the boy's counselor. Perhaps the site director as a higher authority could be called. If the offense is

more serious the executive director should be notified and steps taken to resolve the difficulty. In all minor cases it will be the desire to allow the boy to continue in the program. Perhaps he would lose a portion of his pay or would be restricted from certain activities for a short while.

## FINANCES

[Summer program only, not annualized]

	Monthly rate	Annual rate	Estimated summer expense
<b>Administration:</b>			
Director.....	\$1,250	\$15,000	\$6,250
Assistant director.....	1,000	12,000	4,500
Secretary.....	600	7,200	3,000
Subtotal, administration.....		34,200	13,750
<b>Office expense:</b>			
Office space.....			( <sup>1</sup> )
Furniture.....			( <sup>1</sup> )
Equipment.....			\$500
Telephone:			
\$32 per month and \$25 estimates.....			2 185
Estimated \$100 long distance.....			100
Miscellaneous.....			200
Office supplies.....			200
Subtotal, office expenses.....			1,185
<b>Personnel:</b>			
6 site directors at \$750 per month, 2 months.....			9,000
42 counselors at \$400 per month, 2 months.....			42,000
Subtotal, personnel.....			51,000
FICA at 4.8 percent.....			2,448
Campers stipend: 288 times \$150.....			43,200
Physical checkups.....			( <sup>1</sup> )
<b>Food supplies:</b>			
288 times 42 equals \$12,086 times 2.....			24,192
48 times 56.....			4,704
Other.....			672
Subtotal, food supplies.....			29,568
Site equipment: 6 sites at \$1,500.....			9,000
<b>Packs:</b>			
300 x \$4.....			1,200
Clothing: Boots.....			( <sup>2</sup> )
Ponchos, sleeping bags, U.S. Army.....			120
Miscellaneous clothes.....			( <sup>1</sup> )
Basic equipment \$75 per party.....			2,700
Work equipment.....			( <sup>1</sup> )
<b>Transportation:</b>			
Buses: 8 trips, \$2,400; 2 trips \$2,400.....			4,800
Vehicles: 12 cents per mile, 2,000 miles for 6 sites.....			1,440
Subtotal, transportation.....			6,240
Heavy duty van, \$250 per month for 3 months.....			750
Packer.....			1,000
Insurance: \$5.50 per 100 campers per day.....			1,000
Miscellaneous funds.....			3,500
Total.....			166,661

<sup>1</sup> Donated.<sup>2</sup> For 5 months.<sup>3</sup> Out of wages.<sup>4</sup> Borrowed.

The CHAIRMAN. Explain the "central area," so that the record may be clear.

Mr. DOLSTAD. The central area is the area in the city of Seattle that is predominantly black. It is the Garfield district.

The CHAIRMAN. What is the approximate population of this area?

Mr. DOLSTAD. I think around about 50,000 or 60,000. They just set up a central area council. One of the board members of this particular group I am working with now is one of the members on that council.

We wonder if this could not be a prototype for such a bill as you have suggested, Senator, because we know it works with the student conservation program. Most of those young people are able to volunteer, and we know—or at least I know—that we have many young people in the Nation who cannot volunteer their services during the summer months. They have to have some sort of monetary return. Your bill does this.

If this would work, if such a prototype would work, using the central area group, I am just sure that what you are suggesting here is an outstanding bill.

The CHAIRMAN. What sort of a mixture have you had in your summer program at Olympic National Park, as far as the background of the participants is concerned?

Mr. DOLSTAD. One of our goals, unlike what you suggest, is to have a geographical distribution, but also an economic, political, social distribution. We try to get students from all different backgrounds. For instance, during the recent campaign, one boy had on his pack a Nixon label, and another had on his hat a McCarthy button. This is what is really unique about this.

The CHAIRMAN. Where was the Humphrey button?

But economically you accept them from all categories, do you not?

Mr. DOLSTAD. Yes, all categories, and those who cannot pay the travel expenses, such as the two boys from Harlem last year, we give a travel allowance, because, obviously, without that help, some of them could not go. I think it is extremely important to have a mixture.

The CHAIRMAN. Do you find that where you have this mixture, as contrasted with all of them being disadvantaged, it offers an opportunity for development, that they wouldn't get otherwise?

Mr. DOLSTAD. Yes. If everyone would be disadvantaged, they wouldn't have any aspirations. But where you take a disadvantaged individual and put him in with the others that are very strongly goal oriented, they pick up. The others don't go down.

The CHAIRMAN. You can help the disadvantaged youth a lot more when there are those within the group who are not from that background, and who do not suffer the same trials and tribulations that the youngster who has been disadvantaged suffers. Is that your point?

Mr. DOLSTAD. That is absolutely correct.

The CHAIRMAN. You help to strengthen the disadvantaged by mixing the group, and if they are all disadvantaged, it is harder, is it not, to really make progress in improving their opportunities and strengthening their own attitude for various matters?

Mrs. Titus?

Mrs. TITUS. Senator, I see advantages for the others as well, because there is much more of an understanding for those students who might never have been in the ghetto.

The CHAIRMAN. Those who come from a much more affluent background?

Mrs. TITUS. Yes, and they have not only a sympathy but an understanding. So both sides have a chance to learn from each other.

The CHAIRMAN. That is a very good point.

Mr. DOLSTAD. Last summer the only black students that some of the boys had seen had been in the servant capacity. They had only seen a black individual as a servant. I think this is tragic. I think it is much better that they see him as an individual on a program with a pair of blue jeans and a T-shirt on doing the same kinds of work.

The CHAIRMAN. How many did you have at the Olympic National Park last year?

Mr. DOLSTAD. We had 30 young men.

The CHAIRMAN. How many in Mount Rainier?

Mr. DOLSTAD. Thirty.

The CHAIRMAN. Thirty in each place?

Mr. DOLSTAD. Pardon me, the Mount Rainier program was only a trial basis. We had 15 students at Mount Rainier.

Mrs. TITUS. We had one high-school-age group at Mount Rainier last year. There were four different park areas that had the high-school-age group of which there are approximately 15 boys in the group. Last year was the first year at Mount Rainier so that actually there were 18.

The CHAIRMAN. What is your budget annually?

Mrs. TITUS. Last year it was about \$70,000, which covered the administrative costs—covers the travel and financial costs—of getting the students out into the areas. So actually this comes also to the costs for the college students and the graduate students because these students are there all summer long working as park assistants again volunteering their services.

I hope it is taken into consideration that this age group also wishes to work and learn and they are from all walks of life, They, too, should be given an opportunity.

Mr. DOLSTAD. These young people can do all kinds of work. Up at the Smith ranch they did plumbing, foundation work, roofing, just about anything with a little direction.

The CHAIRMAN. I stayed at the Smith ranch last summer.

Mr. DOLSTAD. I am glad you were able to use the facilities.

The CHAIRMAN. I am glad to hear that you were able to make some improvements in the plumbing.

Mrs. TITUS. This morning, a gentleman was saying they were afraid of students using tools. Last summer I met one of our college students, a most attractive girl, and I said, "Of all the work that you have been doing this summer as a park assistant, what did you really enjoy most?", and she said, "Working the chain saw."

So even women can use chain saws and construction tools, and I am glad to see that they are included in your bill.

Mr. DOLSTAD. I am glad to say that we have not had an accident in the 12 years of our existence. Our original costs were \$250 per student in our groups, and we do use tents and we sleep out. The Olympics are sometimes not always dry, but it is part of the experience.

The CHAIRMAN. That is an understatement. Let me ask you about the foundation for a moment. How much of an endowment do you have in the foundation?

Mrs. TITUS. We have no endowment. Our funds are raised each year from other organizations and groups and this is the limiting factor of this whole program as far as we are concerned.

The CHAIRMAN. So you really don't have a trust fund?

Mrs. TITUS. No.

The CHAIRMAN. I thought maybe you had some silent donor.

Mrs. TITUS. We wish we did. This is our main problem. I am not a fundraiser. We need help in fundraising. Actually at this point our board of directors also are doing what they can do to help. We do have support from the Ford Foundation, which is the reason why we can offer travel and equipment scholarships to those students that couldn't otherwise come. We have support from the American Conservation Association, Mr. Laurance Rockefeller and other such people who have been very much interested in the organization and have been helping us. Without this support we would not be able to even offer these opportunities.

But we wish we could have a private supporter or some supporter that could help us.

The CHAIRMAN. Then the rest of the money you raise generally comes from around the country?

Mrs. TITUS. Generally around the country and through contributors and also Congress did authorize the National Park Service to help us. They were authorized to expend up to \$25,000 to help the program. Now, that is not money that they give to us.

The CHAIRMAN. I understand.

Mrs. TITUS. That is moneys that they are able to use to help keep our costs down. So that is of inestimable help.

The CHAIRMAN. Senator Jordan.

Senator JORDAN. Mrs. Titus, these are two fine statements. How are your people selected? How are the youngsters selected to participate? You must have many more applicants than you have room for.

Mrs. TITUS. We certainly do, and that is so sad. This year we sent out 1,500 requests to people wanting to come into this program. Each student must complete an application consisting of a four-page personal request, a school application and transcripts of grades to find those students who can do the most with what they learn, so that they can then spread the information on to other people.

Generally speaking the selection committee that goes over all these applications works on the basis of leadership experience for students who have a desire to do something, a desire for service, a desire for helping. We do take those students also that are weaker, hoping that we can help those students who need the program in every way, shape, or form.

But it has been fascinating to see what these students have been accomplishing afterward from even just a 3-week experience under Jack's program. They will take this experience and desire and set up other conservation clubs and groups. One set up a conservation club at Harvard University in his freshman year. Now he is setting up a magazine on conservation to try to spread the word. He hadn't been doing this before, but he feels that students can and should take this on as a cause.

Senator JORDAN. How much do you pay them?

Mrs. TITUS. We don't pay them anything. They get their board and lodging and that is all. That is all they get for the entire time. Yet they are clamoring to get into this kind of work. I spoke to one of our students mentioning that we were coming down here. He said, "Please let the Senators know that we youth want this kind of training and the kind of experience that we can do something with."

That was one of the boys who had been in the program last year. There is a desire and an interest.

Senator JORDAN. You don't have any dropout problem?

Mrs. TITUS. No dropout problem.

Mr. DOLSTAD. We have never had a dropout.

The CHAIRMAN. You have a big backlog that you cannot accommodate each year?

Mrs. TITUS. It is just like saying that we are on the final decisions of who got his application completed first, which outstanding student. It is so sad.

Mr. DOLSTAD. I think the discouraging thing is that, when you look through 600 or 700 applicants and they are all acceptable and you can only pick 30 who want to contribute to their society, I think it is just tragic that we can't choose them all.

Mrs. TITUS. Somebody put an article in the Boston newspaper several years ago. From just that little brief paragraph in the Boston newspaper, we received over 500 applications from that area alone. At that time we had 50 students we could select from all over this country.

Senator JORDAN. In how many States do you operate?

Mrs. TITUS. Well, the Forest Service has asked us to expand on their lands and other agencies are asking us to expand in their areas if we can, but financially we are having trouble. So it is now in 20 different areas around the country. Our students are coming at this point, not including the students from this year, from more than 40 States, including Alaska, Hawaii, and all parts of this country. Also now nine foreign countries are represented and this year we are even having students from Finland who want to come into this program because they feel that the experience and knowledge they will gain from it will be so valuable when they go back again to Finland.

Senator JORDAN. I think this is tremendous.

The CHAIRMAN. It really is. I want to compliment both of you for what you have done, and for what you are doing I sincerely appreciate your thoughtfulness in coming to Washington to give us the benefit of your own experience. I think the experience, Senator Jordan, that they have had in this area is completely relevant to the bill before us.

I especially want to say that concerning your comments on the effects of having the mixed group, mixed in every sense—economically, socially, ethnically, politically—you have met all the requirements that can be accomplished, and I must say that the comments that you made in that regard are extremely helpful to me. I have always felt that it is going to be much harder to help a disadvantaged youth if everyone around him is disadvantaged. I think we have this idea that somehow we are going to take that one group and try to resolve all the problems. A lot of the problems we are having with youngsters do not necessarily come from the disadvantaged at all. Some of those who come from extremely prosperous and affluent backgrounds are causing a big part of the trouble in the colleges, in the high schools, and other areas.

So your testimony here and the advice that you have given us is extremely helpful. I want to compliment both of you.

Mrs. TITUS. Thank you.

Mr. DOLSTAD. Thank you very much.

The CHAIRMAN. Thank you. Your prepared statement will be included at this point, Mr. Dolstad.

## STATEMENT OF JACK DOLSTAD, STUDENT CONSERVATION PROGRAM, OLYMPIC NATIONAL PARK

Mr. Chairman, my name is Jack Dolstad. I am presently employed as an Administrator for Seattle School District No. 1, and have been a teacher and counselor in the Seattle Schools since 1951. For the past twelve years my wife and I have operated the Student Conservation Program in Olympic National Park.

Mr. Chairman, gentlemen, I commend you for your insight by combining two major problem areas in the natural resource field into one bill. That is, how to improve federal lands by using the untapped potential of restless American youth. As you so well know, the most significant improvement in federal lands occurred during the nine years of the CCC. In Olympic National Park no significant improvements to back country travel have been made since. Some of the CCC trails have not even been reopened, much less maintained.

Now that our parks are subjected to the most intensive use in history it seems most unwise to place budgetary limitations on the existing staffs unless serious thought is given to closing some of the more famous areas. The world situation forcing these limited appropriations may be the necessary spark for congress to again continue its efforts to establish a YCC which should provide manpower at less expense to the government.

The aims of the YCC (S 1076) and the program we have operated for the past twelve years are essentially the same:

1. To assist the National Park Service by having students do work that otherwise could not be done.
2. To benefit the students by offering them a program of conservation education through field experience,
3. "To recreate reverence for the land, its wildlife and its space."

The appeal to youth differs in lowering the participating age to 14 rather than 16, and making a salary available. Applications are mailed nationwide to all who request the forms, but publicity has been limited to protect too many disappointed young people who wish to volunteer.

The working period, although shorter, three weeks as compared up to 90 days, was scheduled during the busy summer when the park is under the strain of peak visitor use.

Even some of the projects suggested in S. 1076 have been accomplished by the SCP in National Park Lands.

Conservation Education is also an integral part of the SCP program. Since the proposed bill is so similar to the SCP, a brief review of the SCP would seem appropriate.

In starting the SCP the basic questions necessary for a program were determined to be:

1. Could adequate funding be secured?
2. Was a federal agency interested in having such a program, both in the top administration, and in the field?
3. Were competent supervisors interested and were they available?
4. Were young people really interested in volunteering their services or was this wishful thinking by the older generation?
5. Could these young people produce and was it safe to turn them loose with hazardous tools in remote roadless areas?
6. Would knowledgeable speakers support program by traveling long distances to talk with students?

The first four questions were answered positively before the start of the program in 1957. The last two questions were affirmed during the first program.

However, the 1957 program proved to have limited success in Olympic National Park. For too much time was spent by the park staff in administering the program. The superintendent stated "that using the ranger force to supervise the program work substantially interfered with their regular work program during the park's busy season." Fortunately, both the participants and sponsors considered the program a success.

To overcome the objections expressed by the Park Service a job and camp supervisor were hired for the 1958 season. Starting with the 1958 summer season the SCP has enjoyed complete endorsement and outstanding success by all who have been involved with the program: the Federal Agencies, the Student Conservation Association, Inc., the Supervisors, and the participants.

Superintendent Daniel B. Beard of Olympic National Park wrote:

We are all agreed that the work accomplished was worthwhile in every respect. Supervision was good, and the quality of work was as good as was done by regular

park crews. We recognize that the students were assigned to work that was relatively non-technical in nature. It would have cost the government approximately \$8,000 to have accomplished the same amount of work. This estimate is, if anything, rather low. The work at the Humes Ranch has stimulated a discussion on the preservation of pioneer homesteads in the park to such an extent that we have requested a research program to evaluate these homesteads with the thought in mind that the government should preserve the physical remains as well as the culture of these early pioneers somewhat as has been done at the Great Smoky Mountains National Park. It seems very doubtful if this would have been considered if the Humes Ranch restoration program had not been accomplished by the group.

The Park Staff was not inconvenienced in any way by the presence of the students this year. I think you will be interested in knowing that I did not tell anyone to do anything specific in relation to the group but left all members of the staff to use their own initiative in accordance with their interests. Those who assisted by talks or in any way did so without any direct or indirect orders from me. I do not know of any instance wherein a member of the Park staff neglected any other of his activities to give attention to your program.

As mentioned to you in conversations, we are indeed interested in having the program back next summer approximately on the same basis as this year. (1958)

For the record I will just quote one participant, Mark Collins, 1963, who was just killed in Viet Nam.

I think the program is very worthwhile and should be continued. It provides experience, enjoyment, and employment for deserving students. I hope that it could be expanded (perhaps with federal aid) to include more students and areas. It would also be worthwhile if someday it could include some less fortunate students who lack any kind of job opportunities because of circumstances, etc. I believe the ideal program would include several levels from a comprehensive educational level as a springboard for those interested in NPS as a career to a kind of CCC for unemployed teenagers.

Why is such a program a success?

1. The majority of the young people of this nation want to lead positive, constructive, lives. An opportunity to be useful is what they ask. There are presently too few opportunities for employment for this age group.

2. The participants were given recognition and the feeling of being wanted by the park staff.

3. A variety of work was planned with a shorter daily working period. Younger people have shorter attention spans, and are physically less able to work longer hours. The SCP has never had a serious accident or injury on the job.

4. Knowledgeable speakers were located and were willing to work with this age group.

5. Supervisors were available from the nation's teaching corps.

6. The groups were kept small—maximum of sixteen participants to two supervisors with a narrow age limit, 16-18. The 14-15 year old has much different interests than the more sophisticated 16 and 17 year old. One suggestion for your consideration would be to have groups designated to camps according to age and sex.

Even after twelve years the SCP still has one very severe problem area, funding, which limits the program to less than 150 positions. Over 1,500 applications have been sent to candidates this year. The costs of the program have been minimal in terms of accomplishments notwithstanding the values gained by our youth. In Olympic National Park the Park Service received over 5,000 hours of dedicated volunteer labor. My wife and I, not to mention the park service, are constantly amazed at the amount of work this age can accomplish. Even more astonishing the participants want to work hard.

The enactment of S. 1076 will provide a greater number of young people the opportunity to participate constructively for the improvement of the nation's land. Since the SCP has of necessity limited itself to volunteers a concerned group of Seattle outdoor enthusiasts and central area leaders drafted a proposal similar to S. 1076. A copy of this draft is submitted for your information. We know the SCP is successful. This group would like the opportunity to implement a trial project using a younger urban youth group and giving them a chance to live and work in a wilderness environment. If this type program also is successful S. 1076 should have strong support from the American public.

I came to this hearing today from Seattle at my own expense to strongly support S. 1076 even though the SCP student groups would probably be eliminated when

this bill becomes law. I do this for I feel that more young people deserve the opportunity to experience an SCP type program.

As the progress of civilization limits the experience of the basic conditions of nature in everyday life, it is increasingly important for students to know personally what wilderness has to teach. Our modern mechanisms give us mastery of our environment and a false sense of sufficiency regarding it. Without their gadgets and away from television sets, the youth come to realize man's dependence on the whole community of life. Paradoxically, they also become more independent as individuals, even to the extent of travel by foot. In wilderness, the pace of life is slower and people can become individuals to each other.

The boys were educated by their very participation in the program and with the aid of resource speakers. The lessons of wilderness include: the timelessness of life, the appreciation of life in past ages, the benefits of recreation to individuals, and the acquisition of knowledge by direct observation. In particular, the boys learned about the specific park in which the program was located. They learned the physical skills of using tools and the personality skill of working effectively. They learned basic conservation principles and attitudes by which to form judgments of value for the rest of their lives.

We want to see a greater number of young people deposit their time and energy in the bank of the future.

The CHAIRMAN. The committee will stand in recess until 2 p.m. (Whereupon, at 12:50 p.m., the committee recessed, to reconvene at 2 p.m., the same day.)

#### AFTERNOON SESSION

The CHAIRMAN. The committee will come to order.

Our first witness this afternoon is Dr. Spencer Smith, of the Citizens Committee on Natural Resources.

It is always a pleasure to welcome you back to the committee, Dr. Smith. We are delighted to receive the benefit of your views on this matter.

#### STATEMENT OF DR. SPENCER SMITH, CITIZENS COMMITTEE ON NATURAL RESOURCES

Dr. SMITH. Thank you, Mr. Chairman.

I am Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources.

I will be brief, but I want to call two matters to the attention of the committee.

It is analogous, I suppose, to what then President-elect Roosevelt said in 1932 to a group of economists in Albany, N.Y. He said that he appreciated the economists' ability to make things terribly complex, but there were a lot of things in the country that needed done, and a lot of people willing to do them. He could not quite understand why they could not be brought together without the complexities offered by the economists.

We have known for a number of years, and we certainly knew it at the time many of us attempted to achieve the introduction of the Youth Conservation Corps in the mid-1950's, by Congressman Blatnik and then Senator Humphrey. Later on, this became title I of the Youth Employment Act, and still later, a part of the Job Corps of the antipoverty program.

The bill which the committee is considering has been appraised carefully by citizens committee and we have studied your remarks, Senator, in the introduction of the bill. We certainly strongly support the enactment of this legislation.

If we have a criticism, it is that the bill may be too much of a prototype. After the testimony I heard in the chamber this morning, however, I understand why you submitted the measure in this form.

The difficulty that has occurred in most instances is concerned about costs. Unfortunately, the one thing that nobody ever mentions in the conservation centers is the benefits derived.

Neighborhood Youth Corps and similar youth projects at the State levels, which are primarily urban and do train people, do not cause an appreciation of some \$66 million in the investment of natural resources as do the conservation centers.

A critical matter which was discussed this morning in the hearing and we wish to emphasize, is the 90-day learning period. Apparently people have not paid any attention to the experience we had either with the old CCC in the 1930's or the experience we have been having in the conservation centers of the Job Corps.

I made 40 trips to a variety of conservation centers in the Job Corps, and I can testify to the fact that 90 days is a rather extensive period in terms of what can be accomplished and what has been accomplished.

We have seen wildlife habitat improvement projects which require some fairly sophisticated judgments by kids who possess nowhere near 90-days' experience or training.

So I think the idea that a 90 day learning period is so inadequate that we are going to waste money is a bunch of nonsense. I don't think experience so dictates.

Another often repeated concept is the need for neighborhood camps in order to keep the kids close to home. I thought the idea was to help these enrollees—help them in terms of intermingling with others who may not be disadvantaged and one of the principal aids was to take them out of the neighborhood.

If you are in Harlem what good is a particular Job Corps installation in Harlem? It may be that the best thing you can do for that child is to take him out of that environment and put him in another.

It occurs to me that this can be done, when the critics suggest it, without moving the enrollees from one coast to the other. You can still transfer them from a specific kind of environment to another without undue cost. We have plenty of opportunities on forest lands in the East. There are many other opportunities in addition to the national forests.

It is very difficult for us to understand how cost can be a factor at this point. As you know, the cutback in the Job Corps that the administration made was almost exclusively in the conservation centers, and the cost per individual in the conservation centers was less than in the Women's Corps Centers and it was also less than in the Men's Corps Centers in the urban areas. Yet this is not where they cut.

The cut was made in the Conservation Job Corps Centers.

The estimates also which have been made by the Department of Labor—and since I read the Department of Labor's analysis in the closing of the Job Corps, I am reluctant to take any of their estimates—say it is approximately \$1,000 per enrollee.

We have installations in our Conservation Job Corps Centers valued at \$96 million, which we are going to abandon. I don't know what use will be made of them.

We reportedly were criticized because we did not get the facilities up to date quick enough. Now we have investments in facilities in the

Conservation Job Corps of \$96 million. It averages approximately \$1,100,000 per center and the critics indicate this is excessive.

The Secretary of Labor said we are going to turn them back to their previous owners. Most of these installations have been constructed since the Job Corps, Senator, so the previous owner is the Federal Government.

Certainly these installations, I assume, would be useful to the purposes of S. 1076.

I hope that even the prototype that you suggest will be achieved. I don't know, and I never have understood completely, why there has been the opposition to the Youth Conservation Corps concept that there has been in this country.

We have been involved in a lot of controversial natural resource policy matters, but I do not recall of an instance where there have been more occasions when my origin has been questioned and my destiny prescribed as it has been in the instance of defending the youth conservation program.

Certainly the services that we can expect from these young people are important. I was in the former Secretary of Agriculture's office some time ago, Mr. Freeman, when we were trying to find out when this program really began to be productive, and we thought at first, it was the availability of facilities, since the program started very quickly with inadequate facilities.

It turned out, however, that this really was not the turning point. Rather, it was when the message got across to the kids that they were not there just for rehabilitation, but their efforts were really needed.

The CHAIRMAN. It was not just a make work proposition?

Dr. SMITH. It never was.

There is some difficulty in analyzing this. I see the GAO's analysis, which is a good accountant's analysis.

I made the comment this morning that this is very much like reading Thomas Macaulay's "History of the French Revolution." It is an excellent and probably the most definitive book of this period ever written. Unfortunately, you can read it and not have the slightest idea about the French Revolution. You would probably have to read Dickens' "Tale of Two Cities." Though a novel, it does impart the spirit of the French Revolution.

By and large I can assure you that the people who prepared the GAO report never were in the Job Corps conservation centers.

I don't say that every bit of legislation that a person acts upon requires his presence on the scene but in this instance it would have been helpful. The Job Corps cadets were doing useful work. They were making contributions.

I think the real acid test would be to see a group of these enrollees as they first come to the conservation centers. One would see kids who had never been to school, were functional illiterates, and 85 percent of whom needed extensive dental and medical treatment before they could even take part in any of the activities of the Corps.

I thought I knew what constituted deprived children. I did not, until I visited some of these Job Corps and saw some of these enrollees.

If you see them come in, and go back 3 months later and see these individuals functioning at that time, then one has a basis of judgment.

That has not been done in the present evaluation. The projects listed here, though important, are apparently not understood by

many. They are mentioned in the chairman's comments on the Senate floor, in the bill, and in the release.

These results are accomplished facts and they are not leaf-ranking operations, as the Secretary of Labor implied the other day when he said that this was primarily a manpower problem.

Of course it is a manpower problem, and it always has been. We have never doubted this but neither are we suggesting that the Job Corps constituted a slave labor camp. We are contending, however, that these people functionally performed, and they performed admirably.

I think the best evidence is to talk to some of them. They are more than willing to discuss their experiences. Somebody can say, "Well, they dug some ditches." I think it is one thing to say that you used a shovel to dig ditches, but if this is a part of a reforestation operation, or a fire control problem, then such activity in this framework is entirely different than just assuming that manual labor only is being performed.

I think it has been an excellent program. I hope this one is initiated for I am sure it will be effective if it is adopted. We certainly support it, sir.

The CHAIRMAN. As always, I appreciate the advice and counsel you have given us.

I must say I would like to have suggested a bigger program for this year, but I am trying to be a realist in light of the climate we are working in. I think the best that we can anticipate is some kind of a pilot program for the summer. That is why I am anxious to move right along on this legislation. I would like to get this bill through the Senate and get the House to act early, so that we can get this pilot program going this summer.

Dr. SMITH. I would like to see it happen.

I want to reemphasize also your colloquy this morning with one of the witnesses, that just to bring in the disadvantaged children and youth into this program is not an effective tool, in our judgment. If you have just disadvantaged people—

The CHAIRMAN. You are satisfied with our language?

Dr. SMITH. Absolutely. I think it is excellent language. I hope that the program does go forward, and the language is retained.

The CHAIRMAN. I think the agencies, the two great Departments, Interior and Agriculture, ought to have that discretion. If you are going to have a pilot program, you ought to have room for some trial and error.

I am more and more convinced that the disadvantaged ought to be mixed with the advantaged. It will help them, and it will help the advantaged, as well.

Dr. SMITH. I think we have a basis of experience for that. I think you are absolutely right.

The CHAIRMAN. I think if you put only disadvantaged youngsters in the program that this is a greater burden on everyone than where you have a situation where they are mixed. Otherwise, you just move the ghetto right right into the national forests and national parks. The idea is to try to bring about some kind of integration, socially, economically, ethnically culturally, and every other way.

Thank you again, Dr. Smith. We appreciate your help and your comments.

Dr. SMITH. Thank you.

The CHAIRMAN. The next witness will be Dr. Louis Twardzik, chairman, Department of Parks and Recreation Administration, Michigan State University. Doctor, we are delighted to have you come this great distance to be with us this afternoon.

If you have a prepared statement, you can put it all in the record and just orally hit the high points if you desire.

**STATEMENT OF DR. LOUIS TWARDZIK, CHAIRMAN, DEPARTMENT OF PARKS AND RECREATION ADMINISTRATION, MICHIGAN STATE UNIVERSITY**

Dr. TWARDZIK. I will, Mr. Chairman.

My name is Louis Twardzik, chairman, Department of Parks and Recreation Administration, Michigan State University.

I do have a prepared statement, which I will submit for the record.

The CHAIRMAN. It will appear in the record at the end of your oral presentation.

Dr. TWARDZIK. Mr. Chairman, I agree with the purposes of the bill.

This might sound strange from a person who has a primary interest in the recreation use of resources, except that I am of the conviction that the best recreation use of resources will be made by public knowledge about the environment. I therefore hope that the intent of this bill will reflect an emphasis on educating youth in ecology and conservation, with the conservation project serving as a reinforcing of the learning experience.

I also hope, Mr. Chairman, that the ultimate development of camps, as described in this bill, will not be limited to Federal areas. I envision, as this program eventually gains public acceptance, that the program will require camps that would be appropriately developed on State areas as well as Federal areas. If this ultimate of development is achieved in this program, it is conceivable that it will be necessary to have private camps utilized.

The CHAIRMAN. Would you define the State areas? What kind of priority would you give on State property?

Dr. TWARDZIK. At this time, I would consider these State properties being similar to the Federal properties, State park areas, State game and fish areas, State hunting areas.

The CHAIRMAN. State forests?

Dr. TWARDZIK. That is right.

I am convinced that if this program is to achieve what I sense to be the intent of the bill, it cannot and should probably not be attempted to take place in one summer. I would like to think that this could be a graduated program, where students could attend first year camps as beginners, attending the beginners' camp for the study of ecology and conservation, and in the second summer attend a camp that might be referred to as a regular camp, and in the third summer an upper-classman type of camp. Regardless of the terms, I think a graduated program would serve well for this kind of Federal project.

Mr. Chairman, I would like to congratulate you on not limiting participating youth to the economically deprived. I think most would agree that generally the youth of the country are deprived in their knowledge of ecology and conservation.

I am suggesting in my prepared statement, Mr. Chairman, that the camps should be staffed with university professors to teach ecology and conservation. I am suggesting that there are a number of benefits that might come about from this kind of staff. University professors of ecology and conservation would be responsible for developing the curriculums in relation to the work projects.

One of the most obvious, I think, would be that the university teacher would bring a more substantive kind of knowledge about ecology and conservation to the students. I think the university professor, being a teacher in a camp, might very well help attract graduate students from the various universities to also participate in this program, and to also serve as teachers, teaching aides, and supervisors of projects. I think it might assist in the continuity of the program, especially if the program is graduated over a three-summer period. I know that it would be of great assistance to many graduate students in providing them with an opportunity to find and to pursue thesis topics. I think this is an extra benefit that we should not forget.

I would also like to think that those who you have already identified as potential high school dropouts might be stimulated by being exposed to teachings of university people, that they might very well be stimulated when they return home to continue their education.

The National Recreation and Park Association completed a recreation manpower study recently, and they noted that the gap is tremendous between the supply of young professionals who are trained in the park and recreation field and the demand. I would hope, as a program of this type would move forward, that we might be able to attract some of these students who have graduated from the youth conservation program to the professional and public service of parks and recreation, starting with a university education in this field.

I also feel that professors, those who could be attracted to this kind of program, would benefit by their work in teaching ecology and conservation in a natural setting, as well as teaching a nonprofessionally committed student, which most of them are constantly working with. I would hope that the exposure to high school students, plus the kind of teaching environment, might help the teachers themselves.

It would seem to me also that with this kind of program, high school students might return to their high schools and receive credit for independent study from their high school teachers, which could become part of their academic record, and possibly that university mission counselors might look favorably upon such a record as they consider the college applications of these young people.

Mr. Chairman, the Youth Conservation Corps may well serve as a vehicle to finally bring about a public confrontation of the very serious and heretofore unresolvable problem of building an ecological basis for leisure society. If we are ever to have a people who will question developments and projects that neglect their environment, inquire about the alternatives, and insist on knowing the consequences, possibly a Youth Conservation Corps is the starting point. I hope you can initiate at least a pilot program as soon as possible.

The CHAIRMAN. I assume that there will be no real trouble in getting the cooperation of the universities in connection with the

suggestion you made about professorial participation in those disciplines that are relevant to this?

Dr. TWARDZIK. I am confident, Mr. Chairman, you will have complete cooperation. However, there is the matter of the availability of professors, which, of course, I cannot speak for.

The CHAIRMAN. You have both a qualitative and a quantitative problem. It will take quite a number, and yet you want to get the best people in the biological sciences into the discussion.

Dr. TWARDZIK. Mr. Chairman, in my prepared testimony, I make note of the thought that if this program were to move, as I am sure is the intention of this committee, I feel rather strongly that the finest talent of scientists and researchers and teachers at the universities in the natural sciences will be attracted to this program.

I have a feeling that they will recognize the unique opportunity they might have to work with young people in this kind of an environment. I cannot think of anybody who would recognize the significance of this any more than university teachers.

The CHAIRMAN. I am sure of that. I think the problem is the numbers of professors who would be available, but this is something we can get some good information on out of a pilot approach.

Thank you. Your testimony has been very helpful. I liked your emphasis on the educational aspects.

Thank you very much.

Dr. TWARDZIK. Thank you.

(The prepared statement referred to follows:)

STATEMENT OF LOUIS F. TWARDZIK, PROFESSOR AND CHAIRMAN, DEPARTMENT OF PARK AND RECREATION RESOURCES, MICHIGAN STATE UNIVERSITY

Mr. Chairman, my name is Louis F. Twardzik, Professor and Chairman of the Department of Park and Recreation Resources at Michigan State University.

Thank you, Mr. Chairman, for the invitation to share with you my views on Senate Bill 1076, the Youth Conservation Corps Act of 1969.

I have a prepared statement which I will submit for the record.

Before I proceed with my remarks about those provisions of Senate Bill 1076 that relate most directly to my role as an administrator of a university curriculum in park and recreation resources, I would like to offer some general comments about the Bill.

The intent of this Bill to provide summer employment opportunities for the Nation's youth in Federal conservation programs is admirable, but, in my opinion, not wholly adequate in scale and concept as currently proposed. It is generally conceded that the extensive efforts of the past administration to provide summer youth employment in the public sector and in business and in industry, coupled with the all-out efforts of many municipalities, still leaves a substantial number of our young people without summer employment. This sociological phenomenon of youngsters being without summer chores is, of course, understood as a product of our age. I maintain that since our generation helped create this situation of excessive leisure, we have an obligation to both the individual and society to provide adequate opportunities for our youth to make proper use of that leisure. This rationale, plus the reported backlog of conservation work projects on Federal areas, would satisfy the intent of the Bill, as it is now constructed.

There are other considerations, however, that lend themselves to the spirit of this Bill. The ultimate survival of society as we know it, or want it, may rest in large part in a people who understand themselves and their place in their environment.

One does not easily arrive at objective conclusions about critical environmental issues from a reference point bounded by city streets and text books. There should be a general agreement that these concepts about man and his natural environment are best taught in that same environment, and that the educational process of combining formal learning experiences with related physical activity

often reinforces the learning experience. This argues in favor of youth working on conservation type projects while being exposed to the elementary and basic ecological concepts involved in the projects. It is not enough to make this heavy investment in young people in order to merely clear a lot of brush and engage in erosion control projects on Federal areas. Instead, the Corpsmen should know why it is necessary to clear brush, the alternatives to clearing brush, and then the consequences of such decisions.

Mr. Chairman, I would like to congratulate you on the language of the Bill, in that it does not limit the qualified youth to the economically underprivileged. In the sense of this Bill, most of this Nation's youth is underprivileged.

I am asking for consideration of a Youth Conservation Corps bill that would provide, along with the present provisions, opportunities for youth to be exposed to an understanding of the environment in which they will live. I also ask your consideration of a graduated program which would enable a student to enter as a Beginner during the first summer, a Regular during a second summer, and an Upper classman of the Corps during a third and final summer. May I also suggest that each camp be designated as one of these, or similar, classifications thereby enabling the Corpsmen to attend three different camps. I am assuming that there are various camps scattered throughout the country on state and Federal lands, which would serve this program during its early years. As the program gains public approval, I would expect that camps designed and constructed to the particular needs of the Youth Conservation Corps would be established.

To assure the quality of instruction in the study of natural and social ecology and a proper relationship between subject matter and study projects, I suggest that the camps be operated by governmental agencies under a contractual agreement with certain universities. While it is true that some secondary schools provide outdoor education programs, they are not generally geared to providing the teachers of ecology. I am suggesting that, if the universities with faculty in the natural and social sciences were to be responsible for the structuring of a camp's educational sessions and related work projects, the sponsoring governmental agency could provide the remainder of administration required to operate the camps. It would be expected that university faculty would draw heavily on qualified graduate students and secondary school teachers to assist in teaching and in project supervision. Faculty of the type and caliber envisioned would then be free to develop study and project curricula based on the resources of the area, and the capabilities and needs of the Corpsmen, within the general objectives of the Youth Conservation Corps program.

I do not feel that the intent of this Bill can be fulfilled by being limited to camps located on Federal lands and administered by the Secretaries of Interior and Agriculture, except to serve as pilot programs. I would hope that the states would be offered a larger share of the responsibility for these programs, including the use of state land and Federal grants. In addition, there are hundreds of private camps located in every part of this country that might, with Federal financial aid, become part of the Youth Conservation Corps program.

The quality and scale of program being considered for the Youth Conservation Corps would be most difficult to achieve under the best of circumstances, and almost impossible without full-time administrative responsibilities being assigned to one Federal agency. The coordination and logistics that are required to make this kind of program operational should not be assigned as a part-time responsibility to existing Federal personnel.

I do not believe that we gain maximum return on investments on any endeavor, public or private, without providing for adequate evaluation procedures in advance of projects. I would strongly suggest that provisions for evaluative research be made an integral part of the Youth Conservation Corps from its inception. It occurs to me that many of us who have a concern for natural resource use would have greatly benefited from a more systematic evaluation of the Civilian Conservation Corps programs of the 1930's and 1940's. Hopefully, the more current Job Corps programs will have such information available about their work. We should be able to benefit from the successes and problems of others in structuring the Youth Conservation Corps.

According to a recent national manpower study by the National Recreation and Park Association for the U.S. Department of Health, Education, and Welfare, the shortage of adequately educated professionals in Park and Recreation Resources who can, and will, address themselves to the problems of recreation resources and society is critical now, and the future prospect is worse. It is my

belief that a Youth Conservation Corps would provide a dramatic breakthrough in alerting high school students to (1) the existence of such professional careers, and (2) the social significance and personal rewards of this kind of public service.

I would also like to think that many potential high school dropouts, when exposed to university teachers and graduate students, might be encouraged to continue their education.

With the employment of university faculty to structure and teach in the Youth Conservation Corps programs, I am confident that many high schools will offer independent study credit for a Corpsman who graduates from the 3-summer program, and once the quality of the program is established, college admissions counselors might look favorably upon those experiences in evaluating a student's application.

It is my conviction, Mr. Chairman, that the opportunity to be of service to high school youth in this important program would not be lost on university teachers and graduate students. I think that they would rally to this unique opportunity to expand young minds and bodies. I believe that the brightest and most prestigious scientists and teachers in universities throughout the Nation would participate in this program.

We are talking about large expenditures of public funds, and I think this should be recognized early. I hope you will pardon me if I do not apologize for recommending these expenditures because the essence of the Youth Conservation Corps program is rather important. We should, therefore, recognize now that this program will eventually require the establishment of expensive camps and expensive operational and logistical support, and not consider it as a quickly conceived public program merely to get young adults off the streets. You may even have to create a separate bureaucracy to administer the planning and development and operations of the Youth Conservation Corps.

Mr. Chairman, I do not visualize the Youth Conservation Corps program as being merely a ninety-day outing in exotic and scenic Federal parks and forests. The significance of the intent of this Bill goes to the heart of many of this Nation's problems with youth and with the present programs and policies involving man and his environment. It is because of this that I am, therefore, recommending a much larger program, one which includes the involvement of university faculty and graduate students, the states, private camps, a special Federal administrative unit, and a graduated program of education and training for each youth over a period of three summers.

The CHAIRMAN. Our next witness is Mr. Michael Frome, conservation editor, *Field & Stream* magazine.

Mr. Frome, you wrote a fine letter of support to me, which I appreciate very much. If you have a prepared statement, maybe you can put it into the record, and just cover some of the highpoints in your oral presentation.

#### STATEMENT OF MICHAEL FROME, CONSERVATION EDITOR, FIELD & STREAM MAGAZINE

Mr. FROME. Thank you, Mr. Chairman.

I wholeheartedly favor the legislation, and urge its enactment for three reasons: First, it has great merit in its own right. Second, it can serve to overcome to a certain degree the tragic blunder committed by the administration in the announced closing of Job Corps camps. Third, the Youth Conservation Corps, operating in national parks, forests, wildlife refuges, and areas administered by the Bureau of Land Management can be the basis of an even broader program—an Environmental Corps—reaching into backyards and schoolyards, alleys and side streets, waterfronts and river banks of thousands of communities across the Nation.

The young people of the United States are ready and eager to go. I personally receive scores of letters from parents in behalf of their children, and from youngsters themselves, asking about summer job

opportunities in the outdoors as part of their life's education. I am sure you receive more than I do.

The success of the student conservation association and outward bound programs demonstrates the desire of the young to get going.

Action for the good is what young people crave, if this Nation is to proceed on a healthy course.

They already are doing things on their own. For instance, the other day I received a note from one of the editors at Holt, Rinehart, & Winston, the parent company of Field & Stream, regarding an outstanding "Conservation Awareness Project" being undertaken by the Thomas School, a private girls' prep school in Connecticut.

Apparently a group of the girls have been dragging themselves out of bed in the small hours of the morning to pass out literature at the Westport railroad station to commuters heading for New York. The document I received is headed "Statement of Concern."

It spells out the imminent destruction of our essential environment through air pollution, water pollution, overpopulation, and careless mismanagement of our natural resources. Then it continues, as follows:

Students are alarmed that man seems intent on rushing toward biological disaster.

They want to alert people to the biological situation, so that people may act to avoid it.

They want adults to accept responsibility for the future now.

They want to urge all concerned citizens to contact their political representatives and ask them to devote more of our National Resources to solving these biological problems now.

They want students and adults to work together to fight for the future now.

Establishment of a Youth Conservation Corps affords the adult generation a chance to keep faith with the young, to show with deed that our legacy is not only one of war and hate and environmental degradation, but of hope and confidence and peace.

It was the late Aldo Leopold, distinguished as both a conservationist and an educator, who once declared, "I am glad I shall never be young without wild country to be young in."

Preserves such as the national parks, forests, wildlife refuges, and national resource lands of the BLM maintain the opportunity for successive generations to acquire the characteristics of pioneers, to acquaint themselves firsthand with conditions that have shaped our culture.

Such contacts are essential to the sense of being an American, and furthermore, to appreciating the mechanism of the land. The further we move from the natural ways of our ancestors, the further we move into urbanized insulation, the more so do people lose touch with their origins.

A society that relies on sewers to carry away its offal, living in cities recklessly spewing waste into streams, can hardly understand its dependence on natural resources, or exercise much effort to protect them.

Thus, I view the proposed Youth Conservation Corps not simply as a means of coping with frustration and boredom among the young, but as a basic investment in the country's future—one of the "growth stocks" of America, to use President Nixon's own expression.

Personally, I believe the first priority in the Youth Corps should be placed on the underprivileged. I agree with Jefferson's concept of

educating all those who have the capacity to learn, regardless of their social and economic status.

The middle and upper classes are much better equipped to take care of their own. They have the means to get their children off the street, while the impoverished are trapped in an endless cycle of futility, even in our land of boundless opportunity.

I was listening to your discussion on this question of integration of disadvantaged and advantaged. I have a little personal experience in this regard.

A few months ago, a major national magazine, not *Field & Stream*, asked me to do a survey and an article on camps for the gifted, cultured young people.

The primary basis of this is the activity of my own two children, who fall in the 14- to 18-year-old group, and who attend the National Music Camp in a lovely wooded setting in northern Michigan. It costs me a lot of money to send them there.

While it is perfectly true that the camp is quite proud of the fact that it awards scholarships, the fact is that scholarships are awarded to those who qualify, and music lessons cost a great deal, too.

So while I am all in favor of mixing the advantaged and disadvantaged, I feel that the kids who live in the dark ghettos are the ones who need the help and opportunity in this field the most.

In this regard, having visited Job Corps Conservation Camps, I cannot speak too highly of the fine work they have performed, or the fine work the agency performed.

The boys were given basic lessons in personal hygiene, sanitation, and human behavior, which they had never received before. They learned to read and write, to be prompt and neat, and how to work as members of a team.

They rendered outstanding service to the Nation in diverse kinds of conservation projects and, in so doing, many learned for the first time the pride in doing a job well, the satisfaction of belonging, and being needed.

The recent March issue of *Field & Stream* carried a major feature outlining a conservation program for the Nixon years, in which we urged expansion of programs of this nature as part of the active mission of the resource agencies.

They provide important work on the ground, contribute to the economy of local communities, and help to build useful citizens.

For the boys I saw in action, the Job Corps was a rendezvous with the land and with their own destiny. This concept must not be lost.

Looking ahead, the field should be considered wide open for innovation, participation of all levels of government, involvement of professions, and private philanthropy around the basic Youth Conservation Corps.

For instance, I recently received a letter from Mr. Fred Eldean, chairman of the Page Land & Cattle Co., of Phoenix, Ariz., who wrote as follows:

There is a very small project that I have been carrying on. However, it could be expanded nationally into substantial proportions. For the past few years I have paid the expenses for a few Negro boys to go to a two-weeks camp in the summer in Prescott National Forest. I have likewise paid for a few Negro girls to go to a similar camp. Negro youths attend each successive camp with their white counter-

parts. It happens that these two camps are conducted by the YMCA and YWCA, but there are other institutions that also run camps and a similar thing could be done for them. Many individuals could contribute to such an activity.

To view the picture from a different angle, there is no need to recite the disaster story of our present environmental crisis. New environmental disciplines are needed to reshape our world.

Brains are emphasized more often than brawn, but both are required of the environmentalist of tomorrow. Specialists will come from many backgrounds, from biology to business, public administration to art, law, education, writing, building, all sharing a common understanding of the need for balance between manmade and natural environments.

I would like to see, along with university professors, those people who write for a living and paint for a living involved with young people, particularly with the poor. I feel that the project in the Watts district of Los Angeles has done some wonderful things.

I think these kids out on the ground can have the opportunity not necessarily to repair fences or learn ecological lessons, but to learn how to paint and to learn how to interpret nature for the future.

The America the Beautiful Fund has had promising experience with one group of student environmentalists, including planners, landscape and architectural designers. By advocating new designs while still in training, they have been catalytic agents for hundreds of community projects.

Think of what might be accomplished in thousands of communities across the Nation, with students working during the summer, weekends, or afternoons and evenings, applying their imaginative talent and creative action through an Environmental Youth Corps, collaborating with forwarding-looking adults who genuinely respect their ideas and motivations and allow their frailties.

I certainly want to allow the frailties of the young people, considering all the frailties that we demand they allow of us.

At the National Youth Conference on Natural Beauty and Conservation in 1966, the president of the Conservation Foundation, Russell Train, now Under Secretary of the Interior, proposed a national young program of environmental inventory.

It is a wonderful idea that I wish I could claim as my own. It is designed to encourage the young to open their eyes and to see what is around them, to evaluate the good and the bad, to record observations on paper and on film, to ask questions, lots of them.

I have written books for teenagers and know they demand honest answers to their multitude of questions. They will not accept anything less. They are tired of platitude and sham.

Perhaps the most important issue in the legislation before the committee is whether young America is to be dealt with fairly and forthrightly.

The chairman, Senator Henry Jackson, by his sponsorship of the Youth Conservation Corps legislation, has shown his desire to keep faith with America's future. His proposal deserves support from all quarters, and early enactment.

The CHAIRMAN. Thank you, Mr. Frome, for an excellent statement, and also for the help that you are giving us through being editor for *Field & Stream*. Your writings have a tremendous impact on the public.

In connection with a limited program this summer, that is, a trial program, it seems to me that we can learn a lot about approaches that might be useful later on in a larger program. Maybe we ought to take one camp, which would be made up of all underprivileged, another one that is mixed, and a third with a greater mixture, and get some information. I am really interested in this aspect of it.

Rebellious youth today, as we have said earlier in the day and have repeated many times, are not necessarily all from the underprivileged classes. It is the affluent youngsters that are causing the most serious problems in many areas. So many parents today, because of prosperity and affluence, want to subcontract to others the job of being papa and mama. When you have a lot of money, you think you can do it.

Mr. FROME. Well, maybe in due course we will figure out a way of parent involvement in education, too. I do want to say I think it would be an excellent idea, if it could be clearly established, that at the inception what we are trying to do is to learn and to experiment, to have a trial period of different forms.

Of course, on these social welfare programs, the critics always demand a demonstration of economic return. I don't think we are dealing with a commodity where economic return is desirable. I think we are trying to develop people.

The CHAIRMAN. I think the good things in this area are not necessarily measurable on a cost-effective basis. I think one can make a strong case that way, but it seems to me that it is important that the youngsters realize that they, themselves, are making a contribution.

This is not just a make-work program. I am going on the premise that there is a need for many kinds of operation and maintenance work projects on our great natural resource projects that are valid and at the same time helpful in doing something for the youngsters.

I think they will feel they are not in the right place, at all, and they will catch on fast, if this is just a make-work program. It has to be more than that.

Mr. FROME. They are very smart. Today is the beginning of National Library Week, and I was invited to speak just this very morning to the whole school at Washington Mill Elementary School in my neighborhood. I had children from the first grade to the sixth grade, 550 of them. They cannot be fooled, either, even at their young age.

I think the country can learn a great deal from affording those youngsters in the Youth Conservation Corps camp a chance to determine their own future. I dare say that the affluent and the advantaged among the number may even find that they have much to learn from the so-called disadvantaged.

The CHAIRMAN. Both ways.

Mr. FROME. Both ways. I think the mix is good. The trial of different methodologies has much to offer.

The CHAIRMAN. Thank you very much. We appreciate your help.

Mr. FROME. Thank you.

The CHAIRMAN. The next witness will be Mr. Joseph Penfold, conservation director, Izaak Walton League of America. We are always glad to have you come before us, and we welcome your comments.

STATEMENT OF JOSEPH PENFOLD, CONSERVATION DIRECTOR,  
IZAACK WALTON LEAGUE OF AMERICA

Mr. PENFOLD. Thank you, Mr. Chairman.

I am J. W. Penfold, conservation director of the Izaak Walton League of America.

The league is a national, citizen organization, now in its 48th year, dedicated to the conservation of natural resources and the preservation of environmental quality to serve the needs and aspirations of a burgeoning public.

The league has supported the concept of a continuing Youth Conservation Corps program for many years. Quite a few of us in the league can look back to the depression years of the 1930's and recall personally the great values produced for the public through the CCC camps and the work and training camps of the National Youth Administration.

We can recall from personal experience the value of these programs to the young men who participated—in providing motivation, self-confidence, determination, and work skills. They went on to become integrated in the economic and social structure of the country, many of them rising to positions of critical responsibility in major fields of endeavor. Some walk the Halls of Congress today.

During the years of World War II, and to an extent during the Korean conflict, maintenance and development work within the national parks, forests, and wildlife refuges were necessarily cut back and slowed to a virtual halt. By the early 1950's, it became clear that these public areas could never meet the public need for outdoor recreation of high quality without programs of substantial manpower and funds.

The league and others urged creation of a Youth Conservation Corps patterned more or less after the earlier CCC and NYA programs. Legislation was introduced and reintroduced in successive sessions of Congress, but was never authorized.

Fortunately, Congress, however, became more liberal with appropriations to the Park Service Mission 66 and the Forest Service Operation Outdoors. In the late 1950's, the ORRRC was established and its report and recommendations published in 1962 gave fresh emphasis to both short- and long-range development plans and actions not only through Federal agencies, but through State and local resources as well.

But, in spite of the resource development progress made the past decade or more, we have largely failed to capitalize on the opportunities which conservation work affords to train and upgrade the potentials of young people, whom we might well call our ultimate resource.

We have largely failed to recall the lessons of the depression years by involving young people in our conservation efforts.

As the chairman of the full committee has described:

These young people would return to their homes and schools with a sense of accomplishment for having bettered our environment, and a sense of involvement in this Nation's efforts to provide a quality life and quality surroundings for all Americans. They would acquire an appreciation for our natural resources—they would develop good work habits and attitudes which would persist—this experience might provide the incentive to look and work toward a rewarding career in natural resources.

The legislation before you has a unique feature in that it provides primarily for summer employment of young people—the 3-month period when large numbers of them, for want of employment, are left on their own to wander the streets without much chance for any constructive activity.

S. 1076 also provides a focus on young people 14 to 18 years old. Both provisions we like.

With your permission, Mr. Chairman, I shall digress briefly to describe a program which the Izaak Walton League is now engaged in cooperatively with the Interior and Agriculture Departments. It is germane.

Begun in the summer of 1963, the project is currently in its 7th year. Each year the league's State divisions contact the high schools of their States, seeking young men who are members of the senior class graduating the next June, who plan to enter college to study in a natural resource field, and who are scholastically and socially of high caliber.

Each State division has a selection committee—usually comprised of an IWLA officer, an educator, and a natural resources administrator. The selection committee reviews the applications and submits the three or four best to a national selection committee. The latter committee reviews all of these applications and selects the best to fill summer jobs that are made available by the agencies in Interior and the Forest Service and Agriculture.

In 1963, 13 were so selected. In successive years, as the program proved itself, the number has increased. This year, 54 will be placed.

About 200 young men from 26 States have had this opportunity, and the results are gratifying. "Graduates" of these summer jobs in the parks, forests, refuges, and public domain lands are now career employees in resource agencies, some are in graduate school by now, others are studying resource sciences in undergraduate institutions.

The program works. It is attracting high-caliber young men into resource fields, which is a major program objective. The 3-month summer employment program accomplishes what the sponsors and supporters of the Youth Conservation Corps contend can be accomplished for much larger numbers of other young people who need this kind of break.

The young men who participate in the league-Interior-Agriculture program I mention are employed under regular civil service rules. They must be 18 years old at the time they report to their work assignment.

This is necessarily a disappointment to many very capable and bright young men who graduate from high school at an earlier age, and so are not eligible for the program.

S. 1076, with its 14-18 age provision, meets this problem.

Another feature of S. 1076 we like is section 2(c), which provides a high degree of flexibility for the two secretaries in matters of lodging, subsistence, and other services.

This could mean a highly organized camp of 200 or more young people, where the work to be done and its location so dictate. On the other hand, it could mean a group of five or six on a trail crew working

out of a spike camp on a national forest ranger district. It could mean the assignment of one or two persons to a regular work crew.

Such flexibility would provide a greater opportunity to match an individual young person with the job and the work and living situation which would be of maximum value to him.

The Youth Conservation Corps would include young women as well as young men. There is every reason to believe that the program would offer equal benefits to young women.

In conclusion, Mr. Chairman, the Izaak Walton League supports the aims and purposes of S. 1076. We do not see it as an emergency program, but rather as one that should be continuing. It will produce substantial benefits year in and year out, because the resources involved—the natural resources of our public lands, and the natural resources of our young people—are not a sometime thing. They are a permanent, unending responsibility which we should never shirk.

Thank you for the privilege of expressing our views.

The CHAIRMAN. I want to congratulate you and the Izaak Walton League for the program you have referred to, in which you assist in the nomination of young men for participation during the summer months with both the Departments of Interior and Agriculture. I think this is an excellent program.

Mr. PENFOLD. It was Stewart Udall's idea, and we grabbed it.

The CHAIRMAN. Very good.

A number of these students are either doing graduate work or are employed by the Federal and State Governments in the resource field?

Mr. PENFOLD. That is right. We have not had the opportunity to make a complete survey of what has happened to all of these kids during the past 7 years, but a spot check indicates that they are going on to college, going on to graduate school, going into the resource agencies.

Most of them are being invited back for summer employment after they are in college. I am satisfied that it is really working.

The CHAIRMAN. I appreciate, too, your statement to the effect that you do not see it as an emergency program. I could not agree with you more. I think this is a program where the size may vary from time to time, based on what the national situation maybe. However, there is a continuing need for the work if we are going to properly manage our resources to see to it that they are available for public use and participation.

Mr. PENFOLD. There is certainly the continuing need for work in the resource field.

The CHAIRMAN. In some years there could be a need for a greater number of participants, but there is a continuing need, a minimum need, that should be met each year.

Mr. PENFOLD. And there will be a continuous supply of young people who need this kind of experience.

The CHAIRMAN. Thank you very much.

Mr. PENFOLD. Thank you, sir.

The CHAIRMAN. We welcome your views.

The next witness will be Mr. Sam Studebaker, president, National Association of Soil and Water Conservation Districts. We are delighted to have you with us this afternoon, Mr. Studebaker. You have come all the way from Ohio, I believe.

**STATEMENT OF SAM STUDEBAKER, PRESIDENT, NATIONAL ASSOCIATION OF SOIL AND WATER CONSERVATION DISTRICTS**

Mr. STUDEBAKER. That is correct, Mr. Chairman.

I am Sam Studebaker, of Tipp City, Ohio, a small town in western Ohio.

The CHAIRMAN. How many people?

Mr. STUDEBAKER. Right now it is about, 5,000. It used to be about 1,500 to 2,000.

The CHAIRMAN. What is happening?

Mr. STUDEBAKER. We live right near Dayton, Ohio.

The CHAIRMAN. You are being merged with the suburbs?

Mr. STUDEBAKER. I live in a rapidly urbanizing section of the country.

I do have an interest in this Senate bill 1076, as president of the National Association of Soil and Water Conservation Districts.

The members of this committee are familiar with soil and water conservation districts. There are now 3,012 of these districts which are organized in accordance with State laws.

Managed by over 18,000 men and women who contribute their time and effort, conservation districts work to conserve and develop land, water, forest, and wildlife resources on the privately owned lands of the Nation, and cooperate in the conservation of resources on publicly owned lands.

We believe that a Youth Conservation Corps would be an asset to the country. It has been our experience that young people are strongly interested in the resources that constitute our natural environment. Programs that our districts conduct with various youth organizations bear witness to this interest that young men and women take in projects involving the out-of-doors.

This experience has been amplified recently by the excellent record youngsters have made in hundreds of our districts which have participated in the Neighborhood Youth Corps. We have found them eager to learn and do something about conservation.

This was also amply demonstrated during the era of the Civilian Conservation Corps, when many youthful, and older, citizens engaged in productive resource work.

There are many reasons why formation of a Neighborhood Youth Corps is especially timely.

First is the need for young citizens to learn about their natural environment and the resources which support our economy.

As our population has moved from the country to the city, more and more of our people have become isolated from land and water, fish and wildlife, trees, and open space. A boy or girl growing up in the country has the chance to live with these resources and see their importance.

Youngsters in the city see only the end results, cartons of milk, boards at the hardware store, or water coming out of the faucet, and have little opportunity to become familiar with the web of nature and the actions of man that combine to produce these essential results.

A Youth Conservation Corps would provide youngsters with this opportunity. They would see resources in action. They would see some of the institutional arrangements that our Government uses to preserve, protect, and develop publicly owned resources.

They would acquire a sense of participation in the stewardship of land, water, and other resources which they own in common with their fellow citizens.

Our districts are vitally concerned with the need for resources and environmental education. We are working actively to incorporate resource studies in public and private school curriculums in every State.

A Youth Conservation Corps would help to advance this education goal substantially by giving more youngsters actual experience—the best kind of learning experience—with natural resources.

Second as a reason for establishing a Corps at this time is the growing magnitude of resource conservation needs.

Properly oriented, such a program will result in productive work that will help to preserve and protect resources.

Our public lands, wildlife refuges, parks, and national forests are being used for recreation and other purposes at a rapidly accelerating pace. This intensive use intensifies soil and water conservation problems on these properties. Protective vegetation is lost, erosion problems are magnified, and water disposal needs become more urgent. New facilities for recreational use are required.

There are other long-term resource needs on the public lands that require attention, such as revegetation, construction of runoff control measures, watershed protection, and cultural practices in forested areas.

Appropriations for work of this kind have not kept pace with the needs.

The Youth Conservation Corps would be an opportunity for constructive work of permanent value to the Nation. It would not make work. This would be the kind of work that young people can take pride in, that represents a substantial, practical, and lasting contribution to their country.

Members of the Youth Conservation Corps would be able to see the results of their labors—and this would help them to respect the value of their labor, and that of others.

We would urge, therefore, that the projects chosen be as meaningful as possible. If the Corps is to fulfill its highest objectives, the participants should have more than the chance to use a shovel and thereby collect a pay check. They need to understand why a gully-control device is needed, why a steep slope needs to be revegetated, and how the shrubs they plant will provide food and cover for wildlife. With this kind of understanding, they will take more pride in their accomplishments.

Third, there are advantages to be gained in learning good work habits as a youngster. Our society, in its growing affluence and technological development, removes more and more opportunities for meaningful work experiences from its younger members.

The Youth Conservation Corps would provide such experiences in healthful and wholesome surroundings. It is likely that many youngsters would become interested in a conservation career, thus helping in the recruiting of conservation professionals.

In our view, the Youth Conservation Corps is an excellent idea. It would have one shortcoming. Unlike the Civilian Conservation Corps, it would give youngsters experience only with resources on public lands. Most of the natural resources of the continental United States

are privately owned. In fact, three-quarters of the land of the 48 contiguous States is privately owned, mainly in the form of farms and ranches.

There are resource problems of considerable public significance on these private lands, as members of this committee realize. There are needs to help reduce erosion and sedimentation, pollution, floods, water shortages, poor forestry and wildlife measures, and other problems occurring on and originating from private lands. There are emerging conservation problems associated with urban expansion and the construction of our vast highway network.

We do not propose at this time that the Corps be expanded to provide for work in solving such problems on private lands, even though they would provide an opportunity to wrestle with the problem of achieving public purposes in cooperation with private enterprise in a democratic society. Perhaps such an expansion in the future could be useful, once experience is gained in the work on public lands.

At a minimum, however, we would hope that those administering the Corps would give some thought to bringing about an understanding of the relationship of the work being performed on public lands to resource needs on private lands. Demonstrations, field trips, and other techniques might help in bringing about this understanding. America is more than its magnificent public lands; it is the whole country.

We are happy to support S. 1076, and appreciate this opportunity to present our views.

The CHAIRMAN. We appreciate your statement, Mr. Studebaker.

I think you do have a point here that we could well call to the attention of the executive branch, namely the need to provide orientation programs which would acquaint the youngsters with the difficulties that we have in the private sector involving conservation. I think this is what you have in mind.

Mr. STUDEBAKER. That is what we had in mind.

The CHAIRMAN. Our first priority, of course, is to get a program going on Federal lands, and maybe we will learn something from that experience and can go on from there. In the meantime, we appreciate your unselfishness in supporting this.

I think if we are able to set up a successful program, it will have its impact well beyond what we now have in mind.

Mr. STUDEBAKER. I would like to say, Senator, in addition to the statement, the old CCC camp touched my family personally, and my youngest brother-in-law, who was a member of one of those. Actually, it really turned his life around.

There are unmeasured benefits, as was pointed out by earlier witnesses today. So much is said about the cost of these things, and so little is said about the benefits that we receive as a Nation from these efforts.

Another thing that I touched upon very lightly in the statement was the matter of young people learning to work. We have need on our farm for extra help in getting the hay in at times. We have so many young people who come to us and want a job to help get the hay in, but for one reason or another, they cannot be employed, because of their age, or because of the type of work. These fellows are losing an opportunity of learning how to work. If you see some of these boys who come out and try to handle a bale of hay, they just don't know how to tackle it.

That is what this Youth Conservation Corps would give these fellows, as I pointed out, a pride in the job they are doing, and an opportunity to learn how to do it.

The CHAIRMAN. I think that is a very good point. It is an excellent point.

I, of course, share your views about the old CCC. I find whether one is talking to a liberal audience, or a conservative audience, or a middle-of-of-the-road audience, when you mention the Civilian Conservation Corps, or if you take these youngsters off the streets during the summer months and put them to work in the out of doors, they stand up and cheer. It crosses all party affiliations and all attitudes about other controversial matters.

I have never seen such unanimity of support for doing something in this area. Of course, it has been aggravated in recent years, with the trouble in the large urban areas during the summer months. I think your point about pride of workmanship is very important.

Mr. STUDEBAKER. They are so bored they don't know what to do, and this gives them a chance to alleviate that boredom.

The CHAIRMAN. Thank you very much.

The next witness is Mr. William Towell, executive vice president, American Forestry Association. We are glad to have you back with us again, Mr. Towell.

**STATEMENT OF WILLIAM TOWELL, EXECUTIVE VICE PRESIDENT,  
AMERICAN FORESTRY ASSOCIATION**

Mr. TOWELL. Thank you, Mr. Chairman.

I have a brief statement to make.

I am William E. Towell, executive vice president of the American Forestry Association, one of the Nation's oldest citizen conservation organizations, now totaling about 65,000 members. I appear in support of S. 1076.

There are a number of reasons, Mr. Chairman, why I am very enthusiastic about this bill. Let me begin by saying that the American Forestry Association played a key role in formulating the idea and promoting the Civilian Conservation Corps of the 1930's depression era. The CCC was probably the most successful and popular of all the alphabet agencies, and did tremendous good for the youth of this country, as well as for conservation. In more recent years, we have been a strong supporter of the Job Corps Conservation Centers, which have performed a different but valuable service both for natural resources and for underprivileged young men of our country. The idea of combining conservation activity with other social and human objectives remains a good one.

The next thing that appeals to me about the Youth Conservation Corps proposal is the 90-day summer vacation limitation. This is a period of heavy use of public lands, and a time when temporary labor is urgently needed. Young men and women can be housed and fed without costly year-round camp facilities. It is the time of year that construction projects can proceed with a minimum of delays due to weather. Young men can be particularly helpful with firefighting activities, which often peak during the summer months in the North and West. A Youth Conservation Corps should provide many valu-

able accomplishments on our public lands that presently are neglected or inadequately handled.

And, finally, I see tremendous value in giving the youth of our country, particularly from the urban ghettos, an opportunity to study conservation first-hand. Many of the ills of our society, I believe, are due to the loss of contact between people and the land. A Youth Conservation Corps would expand upon the time proven methods employed so successfully by Boy Scouts, Girl Scouts, and Camp Fire Girls in teaching boys and girls to understand and appreciate nature. The future of our country and the world depends upon young generations developing a better understanding of the relationships between people and the environment.

There is one other point I would like to make, Mr. Chairman.

For a number of years, as an employer of people engaged in conservation work, I was confronted with the very, very difficult task of trying to hand out a very limited number of summer jobs to a tremendous number of applicants, particularly in the lower age brackets. We just would not hire the high school age group. I think this is the group that needs the encouragement of summer employment. In my thinking, this is a real opportunity to fill a big gap in meaningful, gainful occupation in an age group that now has a very difficult time.

The CHAIRMAN. In other words, you like the emphasis here in the bill on the group being 14- to 18-year-olds.

Mr. TOWELL. Very much so.

Once they get into college, whatever their specialty training might be, they don't have too hard a time in finding summer employment, but it is the high school groups, those who have not established any skills, any background of experience that need the employment badly, and it is very hard to find jobs for them.

I would have maybe five or six hundred applications for maybe a half dozen summer jobs, when I was director of conservation in Missouri. It is very exasperating not to have the opportunity to take care of these people.

The CHAIRMAN. And this is the danger period, too, 14 to 18.

Mr. TOWELL. It is certainly the most formative stages.

The CHAIRMAN. And the youngsters that you can reclaim during this time frame of 14 to 18, I think, will be more meaningful than at a later period. After they are older, you are trying to undo something that has already caused irreparable harm.

Mr. TOWELL. This is my thinking. I think the age limit bracket is one of the most important parts of the bill.

The CHAIRMAN. Thank you very much.

Our next witness is Mrs. Orville Freeman, representing the Girl Scouts of America. We are delighted to welcome you to the committee, Mrs. Freeman.

#### STATEMENT OF MRS. ORVILLE FREEMAN, GIRL SCOUTS OF AMERICA

Mrs. FREEMAN. Thank you.

The CHAIRMAN. Your husband is one of our great conservationists. I am delighted to see that you are carrying on the tradition, both while he was in office and now while you are both in private life.

Mrs. FREEMAN. Thank you, Mr. Chairman.

I am Mrs. Orville L. Freeman of Chevy Chase, Md., and a member of the National Board of Directors of Girl Scouts of the U.S.A., a nationwide organization with a membership of 3,265,000 girls and over 660,000 adults.

We would like to place on file with the statement which I am making in behalf of our organization a copy of our letter of April 11 to the Honorable Henry M. Jackson, chairman of the Committee on Interior and Insular Affairs. This letter endorses the creation of a Youth Conservation Corps through pending bill S. 1076.

The creation of a Youth Conservation Corps at this time will be most welcome to Girl Scouts of the U.S.A. We believe that there is need to more fully involve young people in the management of the forest, park, wildlife, watershed, and recreation lands upon which our civilization depends.

This is particularly important for urbanized young people who have limited opportunities to appreciate the values of the out of doors and of natural resources.

Love of nature and a healthy environment resulting from wise land management practices can be learned from favorable experiences, not from speeches, sermons, or textbooks. It is through increased exposure to actual conservation experiences that young people will learn to make wise resource management decisions.

I might add that we found in our work in planning and carrying out the program for the National Youth Conservation Conference, which was held here in Washington in 1966, which we helped to sponsor, and in the followup work on that, that the young people were capable of doing a great deal more of planning and management than many adults had been ready to give them credit for being able to do.

They were concerned about the basic, serious problems of conservation, not just the business of planting petunias. It was very impressive to see what they were capable of doing.

The CHAIRMAN. That was a misidentification concerning them.

Mrs. FREEMAN. Absolutely. But also there is a lot more wisdom and management ability than I think we find in many adults.

As evidence that girl scouting supports the aims of this bill, we are in the process of securing a new National Center West which will be approximately 13,000 acres near Ten Sleep, Wyo., and adjacent to the Big Horn National Forest. On this site, Girl Scouts is developing a laboratory in the out of doors, where young people can learn and can teach other young people about the good life.

Young people need to become sharply aware that human living and growing is more than living and growing in the city. They need experience in discovering for themselves that knowledge of anthropology, ecology, geology, geography, and history of nonurban areas can help us learn why we live and work where we do.

It would probably teach a lot of them that they want to get out of the cities, too.

Nearby university facilities and graduate students in these fields will help on this Western Center site.

Girl Scouts of the U.S.A. is especially happy that girls are included in plans for the Youth Conservation Corps. The women of our Nation will continue to influence greatly conservation policies through direct action and through family relationships.

Also, today's girls join with boys in taking part in outdoor maintenance projects. They want equal involvement and equal citizenship responsibilities in conservation.

So many of these programs in the past have not included women. We are delighted that you are at this time considering it.

The Youth Conservation Corps will provide training and learning outlets for young women and young men.

The Girl Scout organization views this proposal with the hope that it will be one in which youth organizations such as ours can either nominate or select candidates for participation in conservation projects during the summer.

If the pending bill is extended—and I understand from the statement you made a moment ago that this must start slowly, as a pilot project, but we assume it will be very successful, and then will go on to be expanded—if it does expand, members can be assigned to sites such as our National Center West, or other privately owned lands.

Our new National Center West includes lands made possible by the Recreation and Public Purpose Act. We will be happy to make our center available under the program. This extension of the bill would render a service of inestimable value to girl scouting. In return, Youth Conservation Corps members so assigned could appropriately participate in broad summer programs taking place beginning in July 1970.

We feel also we might help the young people who might work on our center with participation in a broad program of summer activities in addition to the immediate conservation project.

The CHAIRMAN. We might be able to take, on a prototype basis, some of the girls in connection with work in Federal areas, to start with.

I would hope that for both the Boy Scouts and the Girl Scouts we may be able to include some of them this summer, if we are able to get the legislation passed by the Congress.

Mrs. FREEMAN. I am sure we would welcome that, very much.

The CHAIRMAN. That might be a possibility.

Then, of course, we would have to amend this bill to deal with the other matter.

Mrs. FREEMAN. We just wanted to propose this, looking a little bit ahead, and also feeling that perhaps some of our trained personnel would be useful in supervision and in training many of the Youth Conservation Corps people.

The CHAIRMAN. Right.

Mrs. FREEMAN. The intent of this bill is to bring together through this project not just underprivileged young people, not just school dropouts, and still further not just the average teenager, but rather to bring together young people of our total society. Our organization is so enthused that we are here today to publicly state our support of the proposed Youth Conservation Corps. I must say I think this is one of the most important parts of the program.

The CHAIRMAN. I am happy to hear you say that. I think this is one of the best ways to help the underprivileged, to mix them with the other youngsters from all walks of our society.

Mrs. FREEMAN. Exactly. If ever there was a need in our democracy today, as I see it, it is that we have every grounds possible for the people in the various walks of our society to meet one another.

In his last speech, Adlai Stevenson said:

"We travel together, passengers on a little space ship, dependent on its vulnerable supplies of air and soil \* \* \* preserved from annihilation only by the care, the work, and I will say the love, we give our fragile craft."

A Youth Conservation Corps will allow our young people to give care, work, and love to our fragile craft—the earth.

Let us hope you really have a chance to go forward.

The CHAIRMAN. Thank you very much. We appreciate your statement. It is very helpful.

The letter will be included in the record at this point.

(The letter referred to follows:)

GIRL SCOUTS OF THE UNITED STATES OF AMERICA,  
New York, N.Y., April 11, 1969.

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

DEAR SENATOR JACKSON: Mrs. Holton R. Price, Jr., President of Girl Scouts of the U.S.A., has asked me to reply in her behalf to your letter of April 4 regarding the proposed Youth Conservation Corps.

We are most interested in your proposal which would make such significant opportunities in conservation and outdoor living available to youth. Since the Girl Scout organization acted as the Coordinator for the National Youth Conference on Natural Beauty and Conservation between 1966 and 1968 in which the eleven major national youth organizations participated, we do know of the intense interest and ability of youth to carry out conservation projects and service to society. We are attaching a copy of the Report of the Conference to the Nation and a copy of "Youth Power," a description of the follow-up of the Conference by youth groups.

The Girl Scout Organization views your proposal as one in which youth organizations such as ours could either nominate or select candidates for participation in meaningful conservation duties during the summer. It would offer exciting opportunities to young people.

We want to express a hope, too, that consideration be given to an expansion of the bill to permit the Secretary of the Interior and the Secretary of Agriculture to approve land areas not under their direct administration where the Youth Conservation Corps could render service. For example, Girl Scouts of the U.S.A. is in the process of securing a new National Center West which will be approximately 13,000 acres near Ten Sleep, Wyoming and adjacent to the Big Horn National Forest.

Portions of this new site have been secured from the State, from the Federal Government and through private purchase. Only because of the Recreation and Public Purpose Act have some of these lands become available to us, since it is recognized these lands are to serve public, recreational purposes. If the pending bill is extended so that the proposed Youth Conservation Corps members could be assigned to sites such as ours, we would be happy to make it available under the program. It would render a service of inestimable value to Girl Scouting and in return the Youth Conservation Corps members so assigned could approximately participate in broad summer programs taking place there. This is a site where we see all classes of society meeting together and carrying out meaningful summer programs. For your interest we have included a pamphlet on our new National Center West site.

We thank you too for the invitation to participate in the hearing on April 21 in the afternoon. Regretfully, Mrs. Price has a previous commitment on that date. However, Mrs. Sally B. Cortner, our Washington representative, will be in touch with your office to arrange for one of our National Board members to speak in our behalf at your hearing.

Sincerely yours,

LOUISE A. WOOD,  
National Executive Director.

Mrs. FREEMAN. We have also submitted copies, for your information and that of the committee, of the "Report to the Nation, National Youth Conference on National Beauty and Conservation," and a copy of "Youth Power," which is the followup report, which really has some marvelous examples of what young people have done in working with adults, too, in their communities, and finally, a few copies of our own Girl Scout Conservation pamphlet, which we use in trying to help our various Girl Scout troops and leaders to have ideas of the kinds of things that they can do. All of these ideas really have come from the experiences of other troops. I think copies of these have been made available to the committee.

The CHAIRMAN. The staff informs me that they are all here.

You have made a very fine addition to the discussion today, Mrs. Freeman. I want to congratulate you and the Girl Scouts of America for your presentation.

Mrs. FREEMAN. Thank you. If there is any way that we can be helpful in obtaining passage of the bill, we will be delighted.

The CHAIRMAN. Thank you very much.

Our next witness is Mr. George Freeman, representing the Boy Scouts of America. Mr. Freeman, I think it is appropriate that the Boy Scouts should follow the Girl Scouts. We are delighted to welcome you.

#### STATEMENT OF GEORGE FREEMAN, BOY SCOUTS OF AMERICA

Mr. FREEMAN. Thank you, Mr. Chairman.

I would like to express the appreciation of the Boy Scouts of America for this opportunity to testify.

The Boy Scout movement has considerable experience in the area of conservation education. This field, in fact, has been a part of the Cub Scout, Boy Scout, and Explorer programs since the inception of the Boy Scout movement.

The committee may be interested that conservation is one of the advancement requirements for Cub Scouts and Boy Scouts.

The national Boy Scout organization operates three conservation training camps annually. More than 150 of our 503 local councils operate their own conservation training camps, and most of the other councils have some program of conservation education and conservation projects.

We annually conduct a series of national camping schools for training and indoctrination of camp staff members, and this experience includes the training of conservation staff personnel.

At our home office, in New Brunswick, N.J., we operate a year-round conservation education center, with an annual attendance of nearly 70,000 persons. An assistant national director of camping with Boy Scouts of America is a specialist in the field of conservation, and the national director of conservation for the BSA.

The committee might be interested in that part of the merit badge program of the Boy Scouts of America that relates to conservation education. For instance, in the past 5 years, more than 200,000 boys qualified for merit badges in soil and water conservation, more than 100,000 in fish and wildlife conservation, and more than 90,000 in forestry.

In the past 3 years, more than 98,000 boys earned merit badges on the subject of conservation of natural resources.

Our future plans include the expansion of local council conservation training camps, a nationwide conservation good turn in 1971, a major conservation program at the forthcoming National Boy Scout Jamboree in Idaho in July of this year, greater emphasis on conservation education in all of the 650 local council Boy Scout camps attended by some 800,000 boys each summer.

The CHAIRMAN. How many merit badges have you now?

Mr. FREEMAN. Slightly in excess of 100.

The CHAIRMAN. I don't recall those that you just referred to in the days when I was in Scouting.

Mr. FREEMAN. No, sir; they have not been available for too long. We also have space exploration available.

A recent innovation in conservation education, and still in the pilot study area, undertaken by the Boy Scouts of America was started in 1968. The National Boy Scouts of America financed a conservation training program for a 2-week period in four local councils for disadvantaged boys. There were 63 boys in each of the four 2-week periods. In 1969, the program will be extended to 10 local councils.

With schools in five areas, the Boy Scouts of America is planning a conservation training program for high school dropouts, and this will be conducted in September and October.

Three or four years ago, Vice President Humphrey asked all of the youth-serving agencies to accept a challenge to give 25,000 disadvantaged boys a long-term camping experience. In the first year of this project, the Boy Scouts of America, alone, identified and sent more than 25,000 disadvantaged boys to summer camp. Last year we sent 50,000. Our goal this coming summer is 75,000.

These figures do not include the many thousands of disadvantaged boys who also attend Boy Scout camps as members of their established hometown Boy Scout units.

While it is not the role of the Boy Scouts to promote or to oppose legislation, certainly the Boy Scouts of America is interested in youth, and we are interested in conservation. We are interested in any constructive program that would help interest more young people in conserving the natural resources of our Nation.

Having recorded this interest, perhaps the greatest service that I might render to the committee on behalf of the Boy Scouts would be to make a few observations based upon our experience in working with youth, in conducting camp programs, and in promoting conservation, and to possibly raise some questions that should be considered by your committee in connection with the proposed legislation.

We concur heartily in the general intent of the bill, and applaud the proposal that the program be open to all socioeconomic backgrounds, for certainly the conservation of our natural resources should be the concern of all citizens.

I would now wish to share with you some of the thoughts that are an outgrowth of our experience in the field of conducting conservation education camps, and the conservation program generally.

The committee should realize that once such training camps are started, those operating them will be responsible for these young people 24 hours a day. Our experience has been that boys and young

men can absorb only 3 to 4 hours a day of a workday of intensive conservation, and we have structured our programs to fill the rest of the time with study and recreation.

In fact, there would seem to be three major aspects involved:

1. The learning experience of relating to the conservation of natural resources. In such an experience, the program would require that those who conduct this phase have the ability to teach, have a wide background of conservation, and be able to establish a rapport with the young participants.

2. A practical work program of conservation is also involved, and this would require technicians who would also need the ability to establish proper rapport.

3. The third aspect would be the practical problems—the interpersonal relationships, the recreational facilities and programs required to constructively hold the interest and occupy the time of the participants.

In each of the above three areas, high caliber, experienced leadership is vital to the success of the program.

Our many years of experience in the field of conservation, camping, and interpersonal relationships indicates that it is not practical to try to hold the interest in content of activity or duration of an age span from 14 to 18 years of age.

We would suggest, in fact, that 14 may be too young an age to take boys or girls away from their home environment for a period that could range up to 90 days, and would further suggest the same might pertain to 15-year-olds.

We would raise the question as to whether there might be opportunities for major youth-serving agencies to participate on an organized basis in such a program under governmental auspices.

As a specific, might there be an opportunity for Explorer Conservation Posts—these are Explorer posts whose major interest is in the field of conservation—to participate as an organized unit for 2 weeks.

Some Scouter members of this committee might well make the observation that many Explorer posts do include 14- and 15-year-olds. We believe there is a major difference between camping boys from a close knit, well established unit, with a known leader, from camping such youth as a heterogeneous group under new and strange leadership.

I think you answered the question I just raised about participation of organized youth by serving agencies.

Again, with reference to the problems attendant to a wide divergency of age, may we respectfully suggest that the Boy Scouts and other youth-serving agencies might find an opportunity within the framework of such a bill to intensify their present efforts in the area of conservation and conservation camps for 14- and 15-year-olds, both Scout and non-Scout, under scholarships provided through this program.

Another concern that we would share with you, at least as far as our experience indicates, is that a relatively good job of instilling interest in conservation as well as teaching methods and skills might be done in 2 weeks, and that any longer period may result in drudgery to the young people, with diminished learning returns.

It is only fair to concede that because our experiences have not involved the paying of the participants, but to the contrary, the partici-

pants have paid their own way, we are not in a position to say whether an ongoing pay scale would alter this condition.

We would see the role of the Boy Scouts of America as one of referring qualified candidates, and making available, as possible, our experience in conservation education, camping, recreation, and the interpersonal relationships of young people.

We thank you, Mr. Chairman, and members of the committee, for this opportunity to express our views.

The CHAIRMAN. That is a very fine statement.

My comments, of course, with regard to the Girl Scouts apply equally to the Boy Scouts.

I was interested in your comment about the age bracket starting at 14. I was going to ask Mrs. Freeman how she felt about that. The point has been made by Mr. Freeman that maybe 14 is too young.

Mrs. FREEMAN. Our experience in Girl Scout camps shows that many 14-year-old girls would profit greatly and would be all right away from home or parents.

I think again it is a selection process, so that those you take, particularly the young ones, would be rather carefully selected.

Mr. FREEMAN. Mr. Chairman, may I qualify my earlier comment?

We, too, of course, have tens of thousands of 14-year-olds attend camp. They do, however, attend as members of a homogeneous group, with known leadership. Where we have attempted in national conservation camps to mix 14-, 15-, 16-, 17-, and 18-year-olds, it has not quite worked out so well.

You allayed some of my concerns earlier in speaking to something related to this.

It may well be that the two related governmental departments in working out the details might well decide that they might have a camp for 14- and 15-year-olds, which would present an entirely different situation as far as the Boy Scouts are concerned. We have had good experience.

The CHAIRMAN. I think that is a very good point. This is all the more reason why we should initiate this program on a trial basis, and try as many different combinations as possible, so that we can get some experience.

Of course, there are other programs we can draw from—the Scout programs, for example, where the people you have in Girl Scouts and in the Boy Scouts have had experience in this area.

I think there is an advantage here of maybe putting the 14- and 15-year-olds in one category and the 16- and 17-year-olds in another category. Again, this depends on the selection process, does it not?

Mr. FREEMAN. Yes.

The CHAIRMAN. This also includes the kind of people who are administering the program and the participants who are sharing in it.

Your statement has been very helpful, and we have made a special note on both of the suggestions.

Mr. FREEMAN. Thank you.

The CHAIRMAN. Our next witness is Mr. Louis Clapper, Chief, Conservation Education Department, National Wildlife Federation. We are delighted to have you with us, Mr. Clapper.

**STATEMENT OF LOUIS CLAPPER, DIRECTOR OF CONSERVATION,  
NATIONAL WILDLIFE FEDERATION**

Mr. CLAPPER. Thank you, Mr. Chairman.

Mr. Chairman, I am Louis S. Clapper, director of conservation for the National Wildlife Federation, which has national headquarters at 1412 16th Street, NW., here in Washington, D.C.

Ours is a private organization which seeks to attain conservation goals through educational means. The federation has affiliates in 49 States. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 2¼ million persons.

The National Wildlife Federation is pleased and honored that you have invited us to appear today to present our views on the Youth Conservation Corps, as would be established by S. 1076.

Mr. Chairman, from the time it was organized, the National Wildlife Federation has been interested and concerned about conservation education and the futures of young Americans. We believe that a Youth Conservation Corps such as that which would be established by S. 1076 can have widespread benefits for a country beset by a growing population and youth-oriented disturbances.

Some of these benefits are of the direct type which can be evaluated by economic yardsticks. Other benefits are not of this type and must be judged as intangibles.

For the purpose of providing background information, I should point out that the National Wildlife Federation supported the old Civilian Conservation Corps, the depression-born agency which resulted in the creation of many of the present day State parks and forests, wildlife refuges, and fishing lakes.

This Corps also resulted in the training of many national leaders, including some Members of the Congress.

The late Ernest F. Swift, former Executive Director of our organization, wrote of the CCC with a nostalgic fondness, and a copy of his article, which appeared in the April-May 1968, issue of National Wildlife Magazine, is attached.

The CHAIRMAN. The point has been made over and over again that this is one of those alphabetical agencies that has really been effective.

Mr. CLAPPER. That is correct. Many of the State parks, State forests, and State lakes are still in operation that these men constructed and provided. Portions of this original program were incorporated into the present-day Job Corps, as related to the conservation camp projects. We are confident that this same procedure can work well with the variations recommended by S. 1076.

This bill relates the project to younger persons of both sexes between the ages of 14 and 18, who would be employed for summer periods of not more than 90 days.

As we see it, the proposed Youth Conservation Corps would have these primary benefits and values:

1. Young people participating in the program would be kept out of trouble during the summer periods, with their energies channeled into useful activities—an effort of value to the public.
2. Activities of the Corps would be directed into the construction or maintenance of facilities such as trails, water control structures,

campgrounds, and lakes, plus work in forest reseedling, fire control, wildlife management, et cetera.

In this manner, the general public will benefit from the accomplishment of a part of the huge backlog of work that needs completion.

3. Perhaps the great benefits, however, would be realized by the young people who participate, and not primarily from any wages they might earn.

For residents of an inner city, a summer spent in a national park or forest or wildlife refuge could be the most broadening experience of their lives. Urbanologists say that the only birds which some of these youngsters have ever seen are pigeons or starlings, the only wild mammals they know are rats and mice, the only streams they ever have seen are heavily polluted with human offal and industrial wastes.

All of the participants, regardless of their origin, however, can gain a new appreciation of the basic resources and values upon which this Nation's strength and wealth are based.

Pride in their country should be stimulated. They also would learn to be independent and have an opportunity to develop working methods and attitudes which would remain with them as adults in colleges or in the general business community.

One unique thing about this proposal is that it will not be limited to any particular economic, social, or racial background.

Mr. Chairman, I should like to inject one personal note. My eldest son turned 18 last spring. Having applied early, he was fortunate enough to land a summer job in a forest in Colorado. He made the trip out and back by himself. He found his own lodgings and arranged for food, laundry, and other details.

He performed recreation area garbage cleanup, marked trees, repaired trails, and even performed a bit of firefighting. On one weekend, he visited the ranch of a Spanish-American coworker and helped brand calves.

All of these were first-time experiences for him. His horizons were broadened, his attitudes were matured, he had experiences he shall never forget.

These things, we hope and trust, will help him as he enters military service.

It is our understanding that the Department of the Interior each year has applications for summer jobs which run into the tens of thousands, and this indicates the widespread interest in this type of program.

I was told one time that an entire room at the Department of the Interior was set aside for these stacks of applications.

The CHAIRMAN. This is a new phenomenon in recent years, not only in the out-of-doors, but in congressional offices, committee offices, and the executive branches of the Government.

It is an encouraging sign for those who want to do something gainful in the summer months.

We cannot possibly take care of the number of applicants just from the State of Washington for work here on Capitol Hill.

Mr. CLAPPER. That is right. But this does indicate the type of widespread interest in the program, and we feel it would be quite popular.

In conclusion, we agree with the principles set out in S. 1076, and hope the committee will see fit to issue a favorable report on it.

Thank you for the opportunity of making these remarks.  
 The CHAIRMAN. The article by Mr. Swift will be placed into the record at this point. Thank you very much, Mr. Clapper.  
 (The article referred to follows:)

STRAIGHT TALK

(By Ernie Swift)

The CCC camps of the '30's—The Civilian Conservation Corps—are now but a nostalgic memory to many staid businessmen who as boys eagerly enlisted to invade the forests, plains, farmlands and mountains as living symbols of one of our greatest conservation movements.

The CCC camps were one answer to the worst depression and the worst drouth that ever befell this nation. When the depression hit in the late '20's, people lost their businesses, factories and jobs, the banks closed, there were bread lines and suicides.

In great part the CCC camps were a social experiment and a morale builder to overcome the nation's fear of fear. In the matter of weeks three million idle and bewildered boys from Brooklyn to Podunk were put to work shoring up the nation's natural resources. The job was three edged: to build confidence and character, to bring financial aid to their distressed families, to start a gigantic natural resources restoration program.

And so the job was begun. Fuzzy cheeked kids in blue fatigues, their first square meal in months under their belts, were hiking out to their assignments with axes, shovels and picks. They did range rehabilitation work, improved wells and springs, built corrals and fences, stock trails and roads, filled in eroded gullies; they worked on federal and state forests and parks, gathered fish spawn, built hatcheries, and some tried their hand at masonry and carpentry. By the sweat of their collective brows these future voters proved among other points that forest fires could be stopped. Three million boys working and playing, breathing the pure, sweet air of a Great America, and learning to swagger in the fierce joy of accomplishment and coming manhood. Thousands of youngsters who commenced as enlistees grew up as doctors, lawyers, engineers, and professional conservationists.

The CCC lit a beacon throughout the nation that is still burning; they were a milestone in the nation's history both as a social experiment and in the development of a national conservation conscience. Their lasting accomplishments preceded the present Job Corps program.

The recruitment for the Job Corps does not compare in numbers with the old CCC camps but then the situation is completely different today. Also, their living conditions are far more plush, they lack the military discipline of the old camps and the training is more sophisticated with the emphasis on resources being generally secondary. Having observed several of the Job Corps camps from their inception it is my hope that they can equal the old CCC camps as character builders where boys sweated, learned, were disciplined, developed a fine sense of esprit de corps and a new sense of values.

The CHAIRMAN. The next witness will be Mr. William B. Pond, executive officer, National Recreation & Parks Association.

**STATEMENT OF WILLIAM B. POND, EXECUTIVE OFFICER,  
 NATIONAL RECREATION & PARKS ASSOCIATION**

Mr. POND. I am William B. Pond, executive officer of the National Recreation & Park Association, with headquarters at 1700 Pennsylvania Avenue NW, Washington, D.C.

The association is a private, nonprofit organization dedicated to the wise use of free time, conservation of natural resources, and beautification of the American environment.

We support the objectives of this bill, and we believe that the program it would authorize is a practical and useful one.

It would provide a valuable training experience for young people at a time in their lives when such training is very important. It would

provide useful employment for them during the summer months when, without the kind of opportunities that the Youth Conservation Corps could offer them, jobs would otherwise be unavailable.

It would provide an opportunity for constructive experience in preserving and protecting our natural resources. It would provide benefits in the maintenance and operation of public reservations of the kinds for which there is great need.

Because we believe that the program envisioned has such merit, we recommend that the committee consider extending the scope of the bill to include not only the lands under the Departments of Agriculture and the Interior, but also State and local parks, forests, wildlife refuges, and similar types of State and local reservations, especially those State and local areas, or State lands, for example, which have been given by the Federal Government, or particularly at the local level where Federal funds have been used to acquire such property, such as the land and water conservation fund, the open spaces, and so forth.

I am sure, Mr. Chairman, you are well aware that many of the federally owned projects today, particularly those that involve water development and the surrounding areas, are federally owned, federally financed, but very often, as a part of Federal policy, these are turned over to local jurisdictions on a contractual basis for operation.

We think it would be most appropriate that at some future date these properties also be included in the enabling portion of the bill.

If the program is authorized and extended to State and local areas, many more young people would be within easy reach of the public areas, such as city and county parks, where they might work during the day and return to their homes at night.

I believe that nearly all urban-dwelling parents of teenage children would agree that the 3 months of summer are a particularly critical time for their youngsters. If the families are sufficiently affluent, they may solve the problem by sending the children to summer camps. If they cannot afford to do that—and the majority of urban families cannot afford it—a very real problem exists in finding enough jobs to keep the youngsters reasonably busy, and, at the same time, keep them in a wholesome environment.

In public parks and forests, there are many kinds of relatively unskilled jobs that the young people could perform, which would be both useful to these public reservations and instructive experience for the young people, and which might not otherwise be done.

Many public facilities, such as picnic tables, park benches, foot trails, horse trails, fences, shelters, and other structures need maintenance. Particularly in local parks, shrubs, trees, and grass need care, flower beds need tending and replanting. There are never enough employees on any park staff to provide adequate pickup and cleanup.

Public use areas tend to erode unless there is proper and adequate maintenance. Soil erosion once started is hard to stop. If not prevented or stopped early, repair becomes very costly. Signs, trail side exhibits, museums, and historic structures require their particular kinds of maintenance.

Some time ago, I was in a recreation situation in suburban Portland serving a community of some 30,000. One summer I kept track, and I had 564 contacts by parents, not by young people, but by parents. This did not include the young people contacting me. They were

requesting if there was not some way whereby their high school students could receive some sort of a job experience.

I think this serves to demonstrate the need for what we are talking about today.

Teenage young people engaged in these kinds of work on farms and around their homes as a matter of course, when the population of our country was largely rural. It was healthy occupation, it brought a sense of responsibility, and the benefits of such work were taken for granted, all as normal activities in the lives of growing young people.

Crowded life in cities has changed all of that, as we all know. The proposed Youth Conservation Corps could restore these work and training opportunities and experiences in significant measure.

I want to support Mr. Twardzik's testimony of the interest not only of our colleges and universities, but of the students themselves.

The National Recreation & Parks Association will work closely with students in this field. We are in close contact with them in their programs, and in the practical work type experiences which these young people perform in obtaining their college experience. We know that these people would be available to be of assistance at any time.

We recognize that an essential element in the program would be adequate supervision. We do not believe that that is an insurmountable problem. Schoolteachers, college students, graduate students, and retired people, among others, could be employed as supervisors and, perhaps, many capable people would be willing to serve as supervisors on a voluntary basis.

With reference to housing and shelter for the Conservation Corps enrollees, those within easy reach of their homes could live at home and work during the day, as I stated earlier, and those who are required to work in more remote areas could be inexpensively housed in tents, as summer employees have been housed in parks and forests for many decades.

We believe that the cost of the proposed Youth Conservation Corps program is the kind of investment in the welfare of our young people that our country can afford, and that the proposed program is especially timely and appropriate in our presently predominantly urban civilization.

Thank you for the opportunity of appearing today.

The CHAIRMAN. Yours is a very, very fine statement. We certainly appreciate your support, and that of the national association.

We will see what we can do at the Federal level, first, on a pilot basis, and then explore the other suggestions that you have later. That might be one possible start, that is, where there is some previous Federal connection.

Mr. POND. Mr. Chairman, it is not in our statement, but I am sure that we would support the idea of the demonstration project, getting this off the ground. We do think it would be extremely important, as you have suggested, that in the pilot type of program you explore as many different kinds of ways of going about this job as possible, and that real criteria and critique come out of this which would help in the further programs.

The CHAIRMAN. That is certainly helpful. We appreciate your suggestion very much.

Mr. POND. Thank you.

The CHAIRMAN. The Chair wishes to acknowledge statements and letters from various organizations, State officials, and educators, and other individuals concerning this legislation. We are pleased to have them and all will be incorporated in the record at this point.

(The communications referred to follow:)

STATEMENT BY OWEN B. KIERNAN, EXECUTIVE SECRETARY, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Mr. Chairman and Members of the Committee, I am pleased to have this opportunity to offer a brief statement in support of S. 1076, concerned with the establishment of a Youth Conservation Corps. The members of the NASSP include principals of high schools, junior high schools, and other secondary schools, both public and private, as well as persons professionally associated with the problems of secondary education in the state departments of education and on college and university campuses—a total membership of nearly 35,000. Also, I am drawing on my own experience as Commissioner of Education for the Commonwealth of Massachusetts from 1957 to 1968.

The principals in our large urban and suburban secondary schools have guidance counselors assisting them in locating summer employment opportunities for their students. In small town and rural schools this becomes one of the multitude of functions carried out by the principal himself. All of these administrators are keenly aware of the problems faced by teen-age youth in their efforts to find employment in the summer that is both meaningful and gainful. For the past several summers NASSP members have been called upon to assist with the work of the President's Council on Youth Opportunity, with some locally rewarding results. We are aware that the National Council of Businessmen, working in some 25 of the largest cities, found approximately 141,000 jobs for unemployed youth last summer. We know that the State of Colorado has developed a Colorado Conservation Corps under the auspices of its Game, Fish, and Parks Commission, and that other efforts are underway to get city children and youth out to rural areas for summer jobs and outdoor recreation. But we are cognizant, also, that these efforts only amount to a drop in the bucket compared to current national needs.

I need not remind this committee that school principals all over the country are having a rough year because of increasingly serious militancy and unrest. Activist student groups are making demands, sensible and otherwise, which school administrators frequently are not in a position to meet. One of these concerns meaningful work experiences. One recurrent theme runs through all this agitation—our students are fearful of the future and uncertain of what life in the latter years of this century has in store for them. They feel that the adult society is not meeting the challenge inherent in the increasing imbalance between population growth and the use of our national resources. Some of the older among them appear fearful of military requirements as they approach the age to be drafted. Others read of the problems of air and water pollution and dwindling natural assets in soil, minerals, forest areas, and wildlife, and wonder what can be done about them.

The basic proposal contained in S. 1076 is a sound one, we believe. It is one which should go a long way toward satisfying the craving of youths who are fortunate enough to have the experience of involvement in something constructive and relevant to their own lives. There is a great deal of complaining these days from our restless youth that traditional curricula do not meet this craving.

We would hope, however, that this committee, after hearing whatever testimony is brought to it by administrative spokesmen, businessmen, and schoolmen, would amend the bill to be more specific and spell out in detail both the immediate objectives and the overall dimensions of the program. The bill does not reveal whether it is designed particularly for disadvantaged urban youth, as are so many current programs, or whether it will be a daytime or a residential program. Yet these are questions which parents will want the answers to right away, and on the answers depend other considerations concerning the recruitment of eligible youth and suitable instructors.

As educators we would like to know whether consideration has been given to the time which must be devoted to instructing the youth on the the purposes of conservation and the tasks they are being asked to perform. Not many of today's high school students have acquired the skills with hand tools that would

be required, and 90 days is not very long to become adept at new skills. If the program is to provide primarily a learning experience it will require qualified teachers to conduct it, but if it is to be essentially a work experience, similar to many of the Job Corps projects, it will need a different group of instructors. Additionally, only a few of the more mature high school students are trained, or strong enough, to handle the motorized equipment used these days for trail building, dam construction, and similar conservation work.

Without decisions on such matters it would be difficult to work out meaningful cost estimates. A daytime work experience for youth who travel to the site of the project by bus from a not too distant city would be one thing; a residential camp would be another and obviously much more expensive. Our country has had considerable experience with such projects in recent years. They tend to be very costly at first and some have met with failure. Another consideration is that when conservation projects are completed in one area, new projects will have to be opened elsewhere. No specified authorization appears in the bill, so it is difficult to envisage how much of a program is contemplated, or how much the Secretaries of Agriculture and Interior will have to work with in drawing up the initial plans.

Most of the States of the Union require all students to take some courses, or study some instructional material, in what is variously called civics, citizenship, or problems of democracy. Some of these, but not all, include material on conservation, natural resources, the man-land ratio, and other related subjects. We are constantly being reminded that we are at a point in time when our resources are being consumed, or polluted, at much too fast a rate. I am not certain as to the extent to which this kind of current material has been incorporated into social studies courses. But I do not fear contradiction when I state that practical experience on a conservation project is a better teacher than a passage in a textbook, read in a crowded schoolroom a thousand miles away. Granting that it will take time to develop a workable plan for carrying out the main purpose of S. 1076, and that it will require substantial funding, I can nevertheless assert unequivocally that the program is potentially very valuable both to the students fortunate enough to take part, and to the country as a whole. Unquestionably, it will enlarge the number of citizens who think in terms of the preservation, and the rational utilization, of our natural heritage.

Beyond the benefits stated above, I am confident the committee has considered the staggering costs of no program for these youth. James B. Conant has described as "social dynamite" the thousands of out-of-school and unoccupied youth wandering aimlessly on the city streets of this nation. My testimony cannot match the eloquence of Dr. Conant, but I subscribe completely to his assessment of a potentially explosive situation. Recently, I completed a world assignment covering over 51,000 miles, and I can attest to the fact of militancy, unrest and violence in every corner of the globe. We, however, have one outstanding advantage—a concerned Congress which is willing to consider ways and means of getting youth on the right track and keeping them there. S. 1076 provides for a vigorous step in this direction.

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STATEMENT OF DR. CLAUDE URY, EDUCATIONAL CONSULTANT, KENSINGTON, CALIF.

Senator Jackson: I should like very much to present my views as an Educational Consultant concerning your proposed bill which would create a Youth Conservation Corps.

The Civilian Conservation Corps was the greatest blessing ever to come to the forests, soils, and waters of this country. It will go down in American History as a great and worthwhile achievement in conservation of natural resources, in human conservation and also as an experiment in practical training and education of youth.

The situation of youth employment is a matter of serious concern not only on the national level, but of virtually every State and local government as well. There is not a State legislature or a city council meeting today that is not confronted with the necessity to forstall going ahead with vitally needed conservation and youth employment programs because of a drought of funds.

This legislation in my opinion will provide an investment in the restoration, preservation and these resources accomplishing the same gains as the Civilian Conservation Corps did, but because we have the experience of the past from which we can profit, doing them better.

I look upon the Youth Conservation Corps as a capital investment from which we can confidently predict future returns. It has long been recognized that ex-

penditures which increase or protect our tangible assets soil, water, vegetation, wildlife, and living space contribute directly to the capacity of our country to produce goods and services. Some forms of investment in resources do not yield immediate income it takes a long time to stabilize eroded land and to revegetate it, and a long time is required for seedlings to grow into a forest. But many conservation projects yield return quickly, such as investment in recreational developments and these will be of increasing importance as the nation becomes more urban.

As a nation we have not been making the necessary investment to guide these young people back into the mainstream of productive American life.

Nowhere on the American scene is there more need for action programs of youth employment than on those lands occupied by Indians. New roads to spur commercial development, wells to improve the health standards of a region, range and soil improvement programs and development of recreational facilities that can provide new sources of income.

The Youth Conservation Corps can make a contribution to the archeological studies of the Southwest. We have never had enough help in excavation work; where hand tools and manpower are needed.

Our forest lands in all classes of ownership have 40 million acres in need of reforestation, and at least 150 million acres more are overcrowded, diseased, insect-infested, or are of low-quality second growth timber. We have an enormous backlog of requirements to initiate an adequate program of tree planting, thinning, pruning, insect and disease control, and fire prevention measures.

In the Southeastern United States there are more than 11 million acres in the public forests alone. If this expanse of timbered land could be thinned of worthless scrub oak, releasing young pine for normal growth, pulpwood harvest could begin in 10 years and continue on an annual basis.

Some of the major work projects in public and other lands owned by the Federal Government are: improvement of young stands by removal of diseased suppressed and overtopping growth; insect and disease control; soil erosion measures; tree planting; construction of roads and trails for fire protection and harvesting; and the building of visitor facilities for recreational use.

The Youth Conservation Corps can make a strong contribution to soil conservation in labor-intensive operations such as tree planting and other revegetation activities, building check dams for gully control, stabilization of stream banks, and in the operation of machinery for the construction of terraces and contours. One of the principal training features on the job will be instruction in the operation of mechanical equipment.

Some of the most urgent jobs on the rangelands that can be performed by the YCC are: weed control and brush removal; land reseeding for increased forage growth; stabilization of gullies with check dams and revegetation; fencing land for controlled grazing; construction of stock-watering for facilities.

An example of what subsidized work programs can do for inexperienced and discouraged youth was a project conducted by a New York City settlement house, the Lenox Hill Neighborhood Association. In the words of the project's director:

"The boy's washed walls, plastered and painted stairways. They simonized a station wagon, scraped metal and furniture and painted children's outdoor play equipment. Challenged to show their toughness by climbing tall extension ladders to scrub gymnasium walls, they rose to the challenge and were surprised at the excellent results of their own efforts. . . .

"In a very short period of time the boy's attitudes toward work improved considerably; they were punctual, worked hard and earned the respect of the maintenance staff. Three of the nine boys moved into regular jobs and three returned to school".

The National Social Welfare Assembly pointed out in its 1960 report that camps take youth away from bad influences on city streets and give them socially valuable work experience in an outdoor setting as well as building good work habits.

President Kennedy in a Youth message to the Congress expressed very well why this legislation should be adopted when he said; "If we serve them better now, they will serve their Nation better when the burdens are theirs alone."

In implementing this legislation I would offer the following recommendations:

(1) Many of our young people do not read, write and compute well enough to compete successfully in today's job market. Usually they cannot climb the job ladder without additional schooling and when they lose a job it is difficult to get another. Each year it is harder for youngsters at low levels of literacy to find jobs.

I would therefore hope that any Youth Conservation Corps program include basic education which might be grouped into three parts: (A) Language and communication skills which will aid the Youth Conservation Corps enrollees develop communication skills needed on the job and in his daily relations with his peers and the community; (B) occupational computational skills which will aid the enrollee in developing mathematics skills needed on the job; (C) work orientation and adjustment to help each and every youth Conservation Corps enrollees become aware of what he should be able to do on a job, the requirements of his employers and his fellow workers, and what is expected of him in the world of work.

(2) Counselors must be assigned to each youth conservation camp with the responsibility for the orientation program, which might involve a tour of the training facilities, additional testing to determine the achievement levels and aptitudes of the trainees and personal interviews. The counselor should also assist the Youth Conservation Corps enrollees in finding transportation to and from the Center and might help the enrollees to get the services-medical, and dental etc. to stay in the program.

Effective counselors have varied backgrounds—school, industry, social work, and other agencies. Counselors assigned to a Youth Conservation Camp must be able to relate to trainees and be sensitive to their needs and motivations.

(3) Two weeks training sessions should be mandatory for instructors, administrators, supervisors, and counselors. Major emphasis at these sessions should be on the study of the disadvantaged. Through panel discussions and other approaches participants should study the economics, culture, values, mobility patterns and family relations, education and skill levels of each enrollee.

Many different teaching methods should be employed including: panel discussions, critiques, symposiums, and team teaching. Participants should learn how to identify entry-level skills, develop relationships with employers, unions and employees; make job analyses; plan sequences of instruction, identify teachable materials; and assess the value of tests, including where and when they should not be applied.

(4) A National Advisory Council on Youth Conservation Corps shall be appointed by the Congress with the consent of the President but shall report directly to Members of Congress. This Council shall be composed of prominent specialists in the fields of Education, Sociology, Economics, Social Welfare, Criminology, Forestry, and individuals drawn from the ranks of State, local and federal agencies in areas pertinent to this legislation. At least three members of this Council shall be composed of both minority and majority members of Congress who shall meet a minimum of five times per year to assess the accomplishments under this legislative mandate. This Council shall be requested to prepare prior to July 1st of each fiscal year a detailed report summarizing activities and accomplishments as well as suggesting any improvements necessary in the YCC Program to Members of Congress.

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STATEMENT OF DR. THOMAS J. RILLO, PROFESSOR OF ENVIRONMENTAL EDUCATION,  
GLASSBORO STATE COLLEGE

The Senate Bill No. 1076 which is designed to create youth conservation camps for troubled youth is indeed one of great merit and consideration. I fully endorse the bill's proposal to give youth some firsthand experiences in the out-of-doors. The urban youth of our country have grown further and further away from direct experience with the land. In doing so, they have become divorced of some of the crucial knowledges and data which are essential for the development of an ecological or an environmental awareness.

It is imperative that our young people understand the conditions in which man's technological aspirations, endeavors and accomplishments have been out of step with the ecological and systematic development of life supportive systems.

In order for youth to develop a set of values with regard to anything they must first have a point of reference from which to depart. Firsthand experiences with the land will of course give young people who might live in the city an opportunity to develop some values with regard to the environment in which they live. Certainly environmental awareness should emanate from where a person spends most of his time. By the same token a contrast should be made between their immediate environment and that environment which they might find a considerable distance away from home in a more rural setting.

Environmental awareness or an ecological consciousness is perhaps one of the greatest contributions education can make to the insurance of a sanative environment. My basic concern for the creation of Conservation Corps Camps is that they will consider two important issues of operative procedure. The first concern that I have deals with the qualified leadership so necessary for the success of any program. The Civilian Conservation Corps of the 1930's was unique in the fact that the leadership was accessible and readily available. These leaders were also out of work and consequently the guidance and leadership extended to youth was of high caliber.

I hope that the bill will insure that these young people will have the best possible leadership that money can attain. Certainly the project and its goals and objectives is so important that this step must be taken. My second consideration deals with the geographical dissemination of such centers so that they are spaced throughout the United States in order that many areas of the country will benefit from such a project. Even though the far west holds a great deal of grandeur and splendor in terms of dramatic geological and physical terrain and phenomena, there are opportunities in the midwest and on the eastern seaboard for youth to enjoy whatever the geographical location has to give. Conservation is needed everywhere and the youth everywhere need these kinds of experiences if they are to become citizens who are enlightened and who will act judiciously and wisely when it comes to decisionmaking concerning environmental issues. An enraged and an enlightened group of young citizens can accomplish a great deal especially as they begin to interact with the exploitation of our natural, cultural and physical resources because of the profit motive exemplified by some of our more Machiavellian businessmen and technologists.

It is hoped that the Senate bill will also include the provision of qualified advisory professional people who will begin to decide just what projects need to be done and how they can fit into the psychological and physiological capabilities of the youth who are involved in the program. Personally, I think that a program in order to be extremely effective should extend for a longer period of time than just summer months. The two or three summer months do not always insure the kinds of behavioral changes that are so necessary as we begin to develop the ecological awareness vital to the creation of a more habitable environment for tomorrow. These young people will inherit much of the conservation mistakes that have been made by the older generation. They can plan for a better environment and should be concerned and the only way that they can be concerned is that they have some frame of reference, an experiential program which will provide the basis for their participation in either the modification or alleviation of some of the very critical environmental problems of today.

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#### STATEMENT OF ALBERT L. MASSONI, NATIONAL ASSOCIATION OF COUNTIES

The National Association of Counties represents approximately 3,000 county governments located within the United States and has had a long time interest in programs of youth employment and the development of our natural resources and park and recreation areas. The National Association of Counties strongly endorses the establishment of a Youth Conservation Corps, feeling that this concept offers assistance for the preservation and development of the Nation's natural resources as well as a program for youth employment.

Summer employment opportunities for the youth of this country in conservation programs on park lands, wildlife refuges, forest lands, streambeds and wilderness areas would provide a rich and rewarding alternative to summers of inactivity, boredom and frustration. What better way is there to conserve the human and natural resources of our Nation than to establish a Youth Conservation Corps. Through a sheer failure to act we are wasting irreplaceable natural resources at an ever increasing rate and, at the same time, there are thousands of young men and women who each summer want to work but cannot find jobs.

Even a preliminary investigation at the local level indicates that an extensive force of workers who can perform hard labor tasks, is urgently needed for the maintenance and development of county park and recreation facilities. The decade of the 1950's brought rapidly accelerating citizen demands for nearby family recreational facilities. In response to this citizen interest, the total number of county parks sharply increased from approximately 900 county parks in 1950 to over 2700 county parks in the early 1960's. During the same decade, the total

county park acreage doubled to 430,707 acres and the "average" county park increased in size to 165 acres.

Citizen participation catapulted from 5,000 volunteers in 1950, to over 45,000 unpaid county recreation leaders in the mid-60's. In addition, 20,263 full-time employees worked on county parks and recreation programs during 1960.

On the ledger side, the expenditures by counties for park and recreation purposes was \$67 million during 1958 and even by 1962 these expenditures had doubled to \$122 million.

These statistics are impressive in telling the story of county government's response to the outdoor recreation challenge, but they do not reflect the tremendous backlog of hard labor jobs which are *not* being performed as the counties strain to provide additional, yet minimal facilities for increasing numbers of interested citizens. By economic necessity, the primary emphasis by the county level of government is upon acquiring nearby recreational lands, before their price becomes prohibitive, and on developing minimum recreational facilities, so that these areas can be used and enjoyed today. Nearly every county park has a wide variety of hard labor jobs which need to be performed, but which are being neglected because of the pressures to acquire and develop useable areas before it is too late.

The statistics are clear. County government and, I dare say, State and Municipal governments could benefit from an expanded version of this bill. Our Association strongly endorses an expanded "partnership" version of this bill that would offer a cooperative approach by the Federal, State, County and Municipal governments in providing employment opportunities through constructive work projects which will develop our natural resources and recreational areas.

Our Association submits for the Committee's consideration, amendments which are enumerated at the end of this statement. Enactment of these suggested amendments would clearly spell out a Congressional intent of encouraging maximum and active participation in the Youth Conservation Corps program by the local levels of government. Thank you.

SUGGESTED AMENDMENTS TO S. 1076 (SUGGESTED LANGUAGE IS ITALICIZED)

1. (Page 1, lines 4-10 and page 2, line 1):

SEC. 1. The Congress finds that the gainful employment of American youth in the healthful outdoor atmosphere afforded in the national park system, the national forest system, the national wildlife refuge system, and other *Federal, State, County, and City parks, recreational areas and natural resources areas* creates an opportunity for understanding and appreciation of the Nation's natural environment and heritage.

2. (Page 3, beginning line 15):

... the Corps in their duties. *The two Secretaries shall have authority to enter into agreements with State and County governments (for purposes of this title "State" shall include the District of Columbia, Puerto Rico, the Virgin Islands, Guam, and American Samoa) charged with the responsibility of conserving, developing, and managing the natural resources of the Nation, and of developing, managing, and protecting recreational areas, whereby the enrollees of the Corps may be utilized by such governments in carrying out, under the immediate supervision of such State or County governments, programs planned and designated by such governments to fulfill such responsibility. Not more than one-third of The Corps shall be available at any one time for utilization by State and County governments, pursuant to such agreements. Any such agreement shall provide that the State or County will defray one-half of all costs incurred with respect to any enrollees utilized by such State or County governments.*

STATEMENT OF DR. ELVIS J. STAHR, PRESIDENT, NATIONAL AUDUBON SOCIETY

The National Audubon Society warmly endorses the proposal to establish a Youth Conservation Corps that would supply summer employment opportunities for young men and women at national parks, forests, wildlife refuges and other such areas.

Much could be said on two important aspects of this proposal; the great backlog of conservation work which this summer force could help clear up, and the benefits to our young people that can be found in healthful, constructive out-of-door work.

In these brief remarks, however, the National Audubon Society would like to discuss only a third advantage: The benefits of exposing more young Americans to the natural world. In an era when the large majority of our people live in or near large urban areas—and with the trend moving toward even higher metropolitan concentrations—it becomes increasingly difficult for our youth today to see and understand the natural world they live in. Yet their lives literally depend on the natural world: Depend on the balances between oxygen, water, soil, sunlight, plants, and animals which provide the air we breathe and the food we eat.

Our Society has pioneered in the use of the outdoors in teaching about these vital inter-relationships, and have found the "outdoor laboratory" approach to be a highly successful one. In simplest terms, what we try to teach is this: although science may find it convenient to split natural science studies into fields like biology, meteorology, geology, and zoology, in the actual world all these studies are simply different facets of one all-embracing environment. It is a lesson easy to understand when you can get close to nature and watch the system at work.

If the Youth Conservation Corps can lead to more of this sort of understanding—and we believe it would—then the Corps will be training future Americans who can help lead the way toward wiser use of natural resources.

We need hardly add, in remarks to this committee, that is providing so much leadership in this field, that the need for more widespread understanding of these basic facts of natural life is urgent. So it is for this reason in particular that we urge a prompt and favorable report on S. 1076.

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STATEMENT OF FRANK C. DANIEL, SECRETARY, NATIONAL RIFLE ASSOCIATION OF AMERICA

We of the National Rifle Association are pleased to have the opportunity to voice our support for the broad, significant and imaginative program envisioned by S. 1076. The prospect for enlisting the youth of America into the conservation movement is unlimited in potential and in the best tradition of our national purpose.

In the history of our nation our great strength has always been vested in the energies and vision of our youth. To guide this potential for greatness into the field in which many believe rests the future of man's survival on this earth promises to be a major triumph and sounds a note of optimism long needed to cheer on those who battle to save our environment.

We live in a world of constant change and we have been overlong in recognizing that within the sort lifetime of a single generation we have changed from a rural to an urban society. No longer is there a need to conquer the wilderness, if in fact there ever was, the great challenge is to recognize man's place, his effect and his demands on the natural world in order to maintain an environment which will insure his continuance on this earth. It is the youth of the country who must rise to this challenge.

To provide our young people with gainful employment during the summer months when schools are in recess is a worthwhile goal in itself. To provide the custodians of our public domain with a work force when much of the public land is accessible and in a workable condition is likewise a worthwhile goal. By combining these two activities, a third goal of developing in our young people a sense of accomplishment by bettering our environment and an awareness of the natural world in which man lives is established which transcends all others and is a major contribution toward the achievement of producing and preserving a viable environment for all time.

Our association has long sponsored Junior Clubs and has from our very beginnings been concerned with working with youth groups. We now are engaged in expanding our own Junior Club program to provide incentives for our young members to engage in conservation and citizenship activities. We welcome the opportunity to offer our cooperation in this most imaginative and worthwhile proposal and pledge our support for S. 1076, The Youth Conservation Corps Act of 1969.

We respectfully request that this statement be made part of the official record of the proceedings of the Senate Interior and Insular Affairs Committee during its consideration of S. 1076.

NEW YORK, N.Y., May 8, 1969.

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

DEAR MR. CHAIRMAN: It was kind of you to invite me to testify in connection with your bill to establish a Youth Conservation Corps. Unfortunately, I was unable to be present on April 21, but I am pleased to give you my thoughts on this proposal for inclusion in the record, if you so desire.

I have read with much interest your remarks at the time the bill was introduced.

In my opinion, a Youth Conservation Corps of the type proposed in your bill would perform an extremely valuable service both to the youth of this Nation and also in furthering much needed conservation projects. There may be some confusion between this proposal and the Job Corps, although the two appear to be quite different.

The legislation is very broad in its provisions and the administrative agencies should comment on details.

However, there are some thoughts that do occur to me. For example, the Corps of Engineers is deeply engaged in conservation and recreation projects, and it would seem appropriate to include the Secretary of the Army, along with the Secretary of the Interior and the Secretary of Agriculture, within the provisions of the bill.

My understanding is that the agencies operate under very strict personnel ceilings. My presumption is that the enrollees assigned to the various agencies would be over and above the existing ceilings. This seems fairly clear, but it is not clear that the supervisory employees necessary to run the camps and oversee the work of the enrollees would also be outside the standard personnel ceilings. If this were not so, I think it might be very difficult for the agencies to provide the necessary supervisory personnel, considering the stringencies under which the conservation agencies are now operating.

There is no ceiling as to the number of enrollees, nor indications as to cost of the program. Neither is there indication as to the maximum time period for operating the summer work and education camps. It would seem desirable for the 90-day period to apply to the individual enrollee, with the camps themselves authorized to operate for a somewhat longer period.

One item that may prove of some concern is the age bracket proposed of 14 to 18 years. I believe that most conservation agencies, in employing youth for conservation practices such as forestry cultural measures, tree planting, reseeding, trail building, and emergency firework, normally do not employ youths under 17 or 18 years of age. There could well be difficulties arising from enrolling immature boys of 14 to 15 and assigning them to this type of work. Perhaps it would be a good idea for the first year or two to carry on several pilot programs, and to limit the enrollment to 16 to 18, or else make clear that younger boys would not be required to handle the more arduous physical tasks nor the more dangerous ones.

Your proposal bears some resemblance to the Civilian Conservation Corps of the 1930's, which accomplished a great deal of valuable conservation work on public lands and was generally accepted throughout the country as a splendid program both in youth rehabilitation and conservation. If your proposal in general would operate in the same way but on a more limited basis, much good would be accomplished. Certainly, there is need to get the conservation work done that has been built up as a backlog on the national parks, forests, recreation areas, and wildlife areas, as well as bordering the Corps of Engineers reservoirs.

Thank you for writing me, and I hope these comments may prove of some assistance.

With kindest personal regards,  
 Sincerely,

LAURANCE S. ROCKEFELLER.

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 TREASURY DEPARTMENT,  
*Salem, Oreg., April 16, 1969.*

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

DEAR SENATOR JACKSON: The Youth Conservation Corps Act (S. 1076) offers a needed opportunity for young Americans of high school age to have a better chance to learn work discipline, to mature, and to make themselves useful to society.

This Youth Conservation Corps bill is urgently needed and should have high priority. The aimlessness, the frustrations, and the inactivity imposed on an increasing number of our young people living in urban society can be sharply altered, and these young people can be turned around and given active roles to help improve themselves and the environment in which they live.

My experience with a state youth conservation program gives strong confidence in the concrete benefits that S. 1076 will provide on a national scale. I was a state senator in the Oregon Legislature in 1961 and introduced a Youth Forest Camp Bill which operated for two summers. These boys worked at forest rehabilitation, trail building, stream leaning, assisting with fish propagation, and developing recreation areas. Supervision was under the State Forestry Department. After two summers, the State Forestry Department concluded that the work done by these high school boys exceeded the amount done by adults employed to do the same type of work. This is clear evidence that boys *will* work hard, bear down, and involve themselves constructively if given the opportunity.

The selection of the boys was a difficult problem. Knowing that we would have five applicants for every one that could be hired, I felt that the proper means of determining which boys would most benefit from this summer work experience should be entrusted to the educational system. I therefore charged this responsibility to the county school superintendent. He in turn worked with the high school principals who did the selection on a quota basis according to certain, agreed upon criteria. The basic objective we were after was selecting boys who were showing all the characteristics of becoming dropouts. Careful, statistical tests were conducted by the School Superintendent's office in which a sample of the same types of boys not chosen to work in the summer camp were observed. Of the control group not employed in the work camp, twenty-five out of the fifty failed to complete high school. Of the boys who *did* work at the camp, only two out of fifty failed to complete high school! This is evidence of the kind of motivation and determination that can be built into young people—if provided an opportunity.

The Oregon program lapsed after two years because it depended upon county matching funds and local property taxes, which were unable to support the increasing costs.

I have re-introduced the same type of bill in the Legislature this year with funds provided for five hundred boys. The bill has already passed the Senate Education Committee, but will have a difficult time, I am sure, in getting through the Ways and Means Committee because of a shortage of financing available to state and local governments.

I cannot urge you too strongly to adopt the extremely beneficial concept of the Youth Conservation Corps. Nothing you could do would go further toward instilling the kind of cooperation we need in the young people of America.

Sincerely,

ROBERT W. STRAUB,  
*State Treasurer.*

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OREGON STATE UNIVERSITY,  
SCHOOL OF FORESTRY,  
Corvallis, Oreg., April 15, 1969.

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

DEAR SENATOR JACKSON: Thank you for your letter of April 9 describing your interest in a Youth Conservation Corps, Senate Bill 1076, and inviting me to present testimony before your Committee on April 21.

Your bill would provide a basis for significant progress in conservation and sound management on our public forests. It would also have a valuable effect on the high school youth who would be employed.

There is a real need for the conservation work which could be accomplished by these young men. As examples of the useful projects which could be undertaken, young stands could be thinned, stream channels improved, recreational facilities constructed and maintained. Funds and personnel to undertake such activities are at present very restricted relative to the opportunities.

Conservation employment opportunities with the federal agencies begin at age 18, and with some of the state agencies and private industries at 17. Thus, at present, there are few, if any, opportunities for conservation-related employment

of high school youths. Your bill would meet an important need for challenging these young people when they have time available, a potential interest to be stimulated, and energy to be constructively channeled.

My commitments are such that I cannot be in Washington on April 21 to express my personal support for S 1076, but I do hope that the bill will receive favorable action, and would be happy to have this letter presented in my absence.

Sincerely yours,

CARL H. STOLTENBERG, *Dean.*

WILDLIFE MANAGEMENT INSTITUTE,  
*Washington, D.C., April 21, 1969.*

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

DEAR SENATOR JACKSON: As the Director of the U.S. Bureau of Biological Survey during the latter years of the Civilian Conservation Corps, and subsequently as the head of the U.S. Fish and Wildlife Service, it was my privilege to see firsthand the amazing results that a properly directed body of men can achieve in aiding the public agencies entrusted with the state and federal conservation programs. Just before the CCC program terminated in 1942, there were more than 40 CCC camps on the national wildlife refuges, which were under my direction and supervision.

These camps were a major help in starting and carrying on the development work needed on the newly acquired refuges. As the CCC camps became available, they were of tremendous help to the program of the Service, since its appropriations were limited and we had a very small staff.

In many cases, the newly acquired refuges consisted of little more than posted lands. Whenever we could get a CCC camp, we were immediately able to begin the development needed to make these areas of major value to wildlife. The boys in these camps made firebreaks to protect the wildlife cover, waterholes were constructed to provide reliable water supplies in semi-arid areas, food and cover plantings were established, and impoundments were built. The Corps built patrol roads, fences, picnic grounds and other such needed facilities wherever we were able to secure camps.

At one time before I became Director, it was part of my duties to inspect CCC camps on both national and state forests. I found that they were doing equally satisfactory work in such areas. Many of the facilities available to the public today on national forests, parks, and wildlife areas, as well as the basic developments for maintaining refuges in conditions suitable for wildlife, were the result of the work of the CCC boys.

I am particularly pleased that your bill provides for the administration of the proposed Youth Conservation Corps by the two agencies that have the greatest use for them, namely the Agriculture and Interior Departments. Under the CCC program, the divided authority between the military and the land management agencies regarding the location and management of camps caused friction and lost motion in many cases. I believe the YCC can be handled satisfactorily directly by the Agriculture and Interior Departments.

During the last year, I have had the privilege of visiting several of the Job Corps conservation camps on wildlife refuges. Most of them were doing very good work, and I think the program also was helping the boys. I am very sorry to see that most of the Job Corps Conservation Camps are being discontinued.

Your bill would provide a much better substitute for them, and I certainly hope that it will pass.

Sincerely,

IRA N. GABRIELSON, *President.*

SPORT FISHING INSTITUTE,  
Washington, D.C., May 1, 1969.

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

DEAR SENATOR JACKSON: Sport Fishing Institute wishes to go on record favoring your bill, S. 1076 "to establish in the departments of Interior and Agriculture a Youth Conservation Corps, . . ."

We feel very strongly that establishment of a Youth Conservation Corps, involving inner city residents in conservation programs, is one of the best means to achieve a solution to one of the most difficult problems facing the municipal authorities today. We all recall the CCC days when youth from the streets were taken into the woods, so to speak, and given a taste of the real out-of-doors and how much this benefited their way of thinking and way of life. The employment of young men and women in our National parks, Forests, and wildlife and recreation areas for the purpose of performing meaningful conservation duties could achieve much toward reshaping their thinking about what this world is all about. Any time young people come face-to-face with nature in its most secluded and wonderful splendor they begin to think about what a wonderful world they live in. The shabby streets, the garbage and general unsightly litter, the squalor and poverty can be forgotten when one communes with nature.

We wish to go on record in the hearings favoring this legislation to state that this is what we really feel the youth from the inner city needs most today.

Sincerely,

PHILIP A. DOUGLAS,  
Executive Secretary.

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NATIONAL FOREST PRODUCTS ASSOCIATION,  
Washington, D.C., April 22, 1969.

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

DEAR SCOOP: I apologize for the delay in responding to your letter informing me of your introduction of the Youth Conservation Corps bill, but the intervening time has made it possible for me to take part in discussions that make me certain the forest products industry would be solidly behind the concept.

As you pointed out in your remarks to the Senate, the bill as introduced contains only the bare outline of what the final program would be. But the purposes of the bill certainly would have our support, as well as the means by which we assume those purposes would be achieved.

One of the reasons I am so certain the industry as a whole would be behind this legislation is that a similar question was raised in the hearings last month by the House Banking and Currency Committee. The response there was strong and positive.

The concept, of course, is similar to the old CCC, and I know that you are aware that many of today's foresters got their starts in those camps. Bernie Orell managed a CCC forest camp, for instance, and Bill Hagenstein worked in one at Skyomish. The industry has, in fact, contributed to the support of state programs similar to yours in Washington where boys in these same age groups carry out conservation tasks.

In addition to the social benefits of such a program, the industry would, I am sure, see it as a way to achieve several other benefits. It should serve to expose a lot of people to the possibility of a career in land and resource management. I don't believe enough recruitment is going on for either our professional or non-professional needs.

It is very possible that some of the stand improvement work called for in Senator Sparkman's bill, the National Timber Supply Act (S. 1832), which he introduced last week, could be conducted by young, unskilled workers. The environment in which young people might live and perform this useful work would

be ideal, I believe, for the purposes you have in mind. This is the case in your state where I have observed the work being done by boys in the Conservation Camps on forest stand improvement.

In short, we like what we see in the proposed legislation in its present form and will seek wide industry support and understanding.

Sincerely,

RALPH D. HODGES, Jr.,  
Vice President, Government Relations.

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SOUTHERN CHRISTIAN LEADERSHIP CONFERENCE,  
Atlanta, Ga., April 18, 1969.

HON. HENRY M. JACKSON,  
Old Senate Office Building,  
Washington, D.C.

DEAR SENATOR JACKSON: I was pleased to meet with you and your staff and have the opportunity of discussing your bill for a Youth Conservation Corps (S. 1076).

The Southern Christian Leadership Conference favors this type of legislation. We believe the proposed program can—

- (1) Eliminate some of the boredom, frustration, and inactivity of youths during the summer vacation;
- (2) Provide an open door policy of meaningful summer employment for all youths without regard to race or to social or economic status; not for just the hard core, under privileged, or school dropouts but for all the youths interested in meaningful employment.
- (3) Create in our youth a sense of pride and a greater understanding of our natural resources; and
- (4) Provide much needed improvements in the national parks and forests and on the public lands.

It is our understanding that the YCC would not cause a loss of employment to others engaged in work on the public lands, in that the YCC will be engaged in work which would otherwise not be undertaken.

Therefore, the Southern Christian Leadership Conference believes the proposed YCC offers numerous important benefits and looks forward to prompt enactment of S. 1076.

Sincerely yours,

JIM WRIGHT,  
Washington, D.C., Office Manager.

The CHAIRMAN. The committee will stand adjourned.  
(Whereupon, at 3:45 p.m., the committee was adjourned.)

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