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GATEWAY NATIONAL RECREATION AREA

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

S. 1193 and S. 1852

BILLS TO PROVIDE FOR THE ESTABLISHMENT OF THE
GATEWAY NATIONAL RECREATION AREA IN THE STATES
OF NEW YORK AND NEW JERSEY, AND FOR OTHER
PURPOSES

MAY 12 AND 17, 1971



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

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1971

64-855

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CATWAY NATIONAL RECREATION AREA

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GATEWAY NATIONAL RECREATION AREA

WEDNESDAY, MAY 12, 1971

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

Washington, D.C.

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

Present: Senators Bible, Jackson, Anderson, Moss, Hansen, Hatfield, and Bellmon.

Also present: Jerry T. Verkler, staff director; Charles Cook, minority counsel; and Bernard C. Harting, professional staff member.

Senator BIBLE. The hearing will come to order. This is the time that we have regularly set and noticed for the open hearing on the Senate Parks and Recreation Subcommittee on S. 1193, the bill introduced by the senior Senator from New York on behalf of himself and Mr. Buckley, Mr. Case, and Mr. Williams.

The bill was introduced on March 11. The bill and Department reports will be made a part of the record at this point.

(The documents to be furnished follow:)

[S. 1193, 92d Cong., first sess.]

A BILL To provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features, the Secretary of the Interior (hereinafter referred to as the "Secretary") may establish the Gateway National Recreation Area (hereinafter referred to as the "recreation area"). The boundaries of the recreation area shall include the lands, marshes, and submerged lands in the New York Harbor area, as generally depicted on the map entitled "Boundary Map, Proposed Gateway National Recreation Area", numbered 951-40,000, and dated April 1970, which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary shall establish the recreation area by publication of a notice to that effect in the Federal Register as such time as he determines that lands, waters, and interests therein sufficient to constitute an efficiently administrable recreation area have been acquired for administration in accordance with the purposes of this Act. The Secretary may from time to time make adjustments in the boundaries of the recreation area, but the total area within the boundaries shall not exceed twenty-five thousand acres of land, marsh, and submerged land, except that notwithstanding the foregoing acreage limitation, the Secretary may revise the boundaries to include any Federal lands that may be determined to be excess to the needs of another Federal agency and transferred to the administrative jurisdiction of the Secretary for the purposes of this Act.

SEC. 2. (a) Subject to the provisions of subsection (c), within the boundaries of the recreation area the Secretary may acquire lands and waters or interests therein by donation, purchase with donated or appropriated funds, or exchange. Property owned by the States of New York or New Jersey or any political subdivision thereof may be acquired only by donation. With the concurrence of the agency having custody thereof, any Federal property within the boundaries of the recreation area may be transferred without consideration to the administrative jurisdiction of the Secretary for administration as part of the recreation area.

(b) The Secretary may also acquire, by any of the methods set forth in subsection (a), lands and interests therein on the shores of the Hudson River, the Upper Bay, Raritan Bay, and Sandy Hook Bay, which he deems necessary or desirable to provide docking or other access facilities, and related administrative and public use facilities, for the units of the recreation area. The Secretary may contract for the rental of such facilities, and any rental payments for such facilities for the purposes of this subsection shall be deemed to be part of the annual operating costs of the recreation area.

(c) With the exception of property that the Secretary determines is necessary for purposes of administration, preservation, or public use, any owners (hereinafter in this section referred to as "owner") of improved property on the date of its acquisition by the Secretary may retain the right of use and occupancy of the improved property for noncommercial residential purposes, for a term, as the owner may elect, ending either (1) upon the death of the owner or his spouse, whichever occurs later, or (2) not more than twenty-five years from the date of acquisition. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition, less the fair market value on such date of the term retained by the owner. Such right (1) shall be subject to such terms and conditions as the Secretary deems appropriate to assure that the property is used in accordance with the purposes of this Act, (2) may be transferred or assigned, (3) may be terminated with respect to the entire property by the Secretary upon his determination that the property or any portion thereof has ceased to be used for noncommercial residential purposes, and upon tender to the holder of the right an amount equal to the fair market value, as of the date of the tender, of that portion of the right which remains unexpired on the date of termination, and (4) may be terminated with respect to the entire property if the Secretary finds that the property or any portion thereof is being used in a manner that does not comply with water quality, waste disposal, or sewage treatment standards established pursuant to applicable Federal or State laws. Nothing in this subsection shall be deemed to limit the authority of the Secretary under any other provision of law to enforce any such standards or to take any measures otherwise authorized by law to abate pollution.

(d) As used in this section the term "improved property" means a detached one-family dwelling, construction of which was begun before December 1, 1970, together with so much of the land on which the dwelling is situated, the said land being in the same ownership as the dwelling, as the Secretary shall designate to be reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use: *Provided*, That the Secretary may exclude from any improved property any waters or land fronting thereon, together with so much of the land adjoining such waters or land as he deems necessary for public access thereto.

SEC. 3. (a) Prior to the establishment of the recreation area and thereafter, the Secretary shall administer the lands, waters, and interests therein acquired for the recreation area in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented, except that the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act.

(b) Notwithstanding any other provision of law, the Secretary may provide such services and facilities, including ferry services, and docking facilities, directly or by negotiated contract, without advertising and without securing competitive bids, with public or private agencies or persons, as he deems necessary or desirable for access to the units of the recreation area.

(c) The Secretary is authorized to enter into cooperative agreements with the States of New York and New Jersey, or any political subdivision thereof, for

the rendering, on a reimbursable basis, of rescue, firefighting, and law enforcement services and cooperative assistance by nearby law enforcement and fire prevention agencies.

SEC. 4. Any cuts, landfill, dredging, beach protective works, or other similar projects on, within the vicinity of, or directly or indirectly affecting any unit of the recreation area that are undertaken by or under authority of the Chief of Engineers, Department of the Army, shall be carried out only in accordance with a plan that is acceptable to the Secretary and is consistent with the purposes of this Act.

SEC. 5. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

(The report to the companion bill S. 1852 is on p. 187.)

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 10, 1971.

DEAR MR. PRESIDENT: There is enclosed a draft bill "To provide for the establishment of the Gateway National Recreational Area in the States of New York and New Jersey, and for other purposes".

We recommend that the bill be referred to the appropriate Committee for consideration, and that it be enacted.

This Department believes that the quality of urban life is one of the most pressing problems facing our Nation today. It is our policy to foster the creation of open space areas with recreational opportunities in and near large metropolitan areas. Meeting the recreation needs of our urban populations is an undertaking that must involve government at all levels. While primary responsibility for local, community, and district parks should be in municipal governments, there are special instances where the direct involvement of the Federal Government is necessary to provide adequate protection of resources and to assure that the recreation potential of these resources is developed in such a manner that the areas are accessible to all income groups.

As the President noted in his Message on the environment of February 8, "the acquisition and development of open space, recreation lands and natural areas accessible to urban centers is often thwarted by escalating land values and development pressures". In that same message, President Nixon announced a "comprehensive effort to preserve our natural environment and to provide more open spaces and parks in urban areas where today they are often so scarce".

Nowhere are the needs for open space and recreation opportunities more pressing than in the New York Metropolitan Area. In May of 1969, this Department undertook a study of the New York Harbor area to identify how best to heighten the quality of urban recreation by use of available resources, which include key units of undeveloped land and water having a variety of unique natural values.

The enclosed draft bill is based on a thorough review of the findings of that study.

The Gateway National Recreation Area concept which we recommend envisions the use of Federal resources and management to create a wide variety of year-round recreational, educational, and other cultural opportunities in a natural environment, by joining three geographically dispersed units in a single park serving a metropolitan area of more than 14 million people. Administered as a national recreation area with the access facilities we propose, visitation to the area is expected to be about 225,000 people per day when it is fully developed. A ferry shuttle system lined with existing land mass-transit systems would provide access to its facilities for millions of area residents and others who, because they do not own automobiles, are unable to enjoy this Nation's large regional and national parks.

The State of New Jersey and New York City have indicated that they will not be able to realize fully the recreation potential that these areas possess, even with Federal grants and subsidies. Further, we feel strongly that management economics can best be achieved by a single coordinated effort in planning, development and use of the existing units.

The major elements of this proposal are: (1) suitability of the available land and water resources; (2) access to the three units which would comprise the National Recreation Area; (3) acquisition of property; (4) development and

management of the resources; and (5) costs. A discussion of these elements follows:

RESOURCES

About 7,000 acres of land and 16,000 acres of marsh and submerged land would be included in the National Recreation Area. It would contain ten miles of ocean beach and natural and historic features of great significance. The three units are geographically separated, but they are all accessible by the waters of New York harbor.

The *Jamaica Bay Unit* contains 14,000 acres of land and water. Despite the inroads of civilization, Jamaica Bay remains an ecological treasure. Except for several dredged channels, its waters are shallow and there are no beaches now suitable for intensive recreation use. The chief significance of this unit is its relatively natural character. Jamaica Bay offers the fisherman a chance to land bluefish, striped bass, porgies, and other varieties of gamefish. Twenty-nine species of waterfowl and 70 species of wading, shore, and marsh birds depend upon the marsh-water habitat. Within this unit is the 9,170-acre Jamaica Bay Wildlife Preserve, which is administered by the City of New York, and the 1,200-acre Floyd Bennett Field, presently under the jurisdiction of the Department of the Navy.

The *Breezy Point Unit* contains about 4,250 acres, of which about 2,900 acres are water area. It includes four miles of ocean beach, and sufficient space for both recreation development and retention of undeveloped open space. The acreage consists now of City parks, the Department of the Army's Fort Tilden, and a residential community, the Breezy Point Cooperative. Breezy Point will be the most heavily developed of the three units comprising Gateway.

Sandy Hook, the third unit of the proposed National Recreation Area, contains about 4,650 acres, of which about 2,930 acres are water area. It includes about six miles of broad, sandy ocean beach and more than two miles of sandy beach on Sandy Hook Bay. On Sandy Hook is the Nation's oldest operating lighthouse and a 460-acre New Jersey State park. Developments will permit the widest possible range of recreational uses, from hiking along the dunes to bathing, fishing, and surfing. Particularly significant is the relatively unspoiled natural character of the resources of this unit, which offers visitors opportunities for nature study and other types of leisure enjoyment.

A map which depicts the relative location of each unit is attached for ready reference.

ACCESS

Presently, access to all three units is either limited or inconvenient due to traffic congestion. Except for Broad Channel Island, which can be reached by automobile, bus, or subway, the marshes and islands in Jamaica Bay are accessible chiefly by private boat. Principal access to Sandy Hook is over State Route 36 and the Garden State Parkway, both of which are severely overtaxed on peak summer weekends. Access to Breezy Point and Floyd Bennett Field is by automobile via the Marine Parkway Bridge, also inadequate to carry peak summer traffic.

Our studies indicate that more than half of the people in the area to be served by this proposal do not own automobiles. Accordingly, reliance on road access would deny full recreation opportunities to a substantial number, including the inner-city population to which a recreation experience is so important.

All three units of the proposed National Recreation Area are water oriented. The great majority of people in the region live near the Hudson River or its tributaries. Miles of waterfront are devoted to piers and ferry terminals. A boat trip is in itself a very pleasant recreation experience. Moreover, except for docking and terminal facilities (some of which are already in existence and can be leased), and for the necessary boats, transportation by boat requires moderate capital outlay in comparison to air, ground, or underground transportation.

For these reasons, we propose a ferry shuttle system to provide visitor access to the Gateway National Recreation Area. Shuttle docking areas would be located initially near the existing mass transportation terminal at Coney Island and at Belford on the south shore of Raritan Bay, New Jersey. The Department plans to develop appropriate schedules of admission, user, parking, and ferry fees.

PROPERTY ACQUISITION

Section 2(a) of the enclosed draft bill authorizes the Secretary to acquire lands and waters or interests therein by donated or appropriated funds, or exchange. Federal property may be transferred to the Secretary with the concurrence of the administering agency. Of the land within the proposed national recreation area, all but 443 acres is publicly owned, either by the Federal Government (3,245), the State of New Jersey (12), or the City of New York (3,000). Most of these publicly owned lands will be acquired by transfer or donation. Floyd Bennett Field, the Department of Commerce and Coast Guard lands on Sandy Hook, and the Nike sites and related areas in Fort Tilden and Fort Hancock would not be transferred until they are no longer needed for Coast Guard or Defense purposes.

The 403 acres of private land within the area are owned by a single corporate owner, the Breezy Point Cooperative. This property contains about 2,800 summer or year-round residences, 25 commercial establishments, and beach and recreational land in the heart of the Breezy Point Unit. Under the terms of the bill, no property owned by the cooperative, except the recreational beach area and adjacent lands which the Secretary feels are needed to assure public access along the beach, will be acquired without the owner's consent.

DEVELOPMENT AND MANAGEMENT

Development of the proposed Gateway National Recreation Area will take place in two phases: In the initial phase, we will concentrate on providing water-oriented mass recreation facilities on the publicly owned lands that will be transferred soon after the area is authorized, and access for their use by the public; in the second phase, we will develop related facilities for environmental education, outdoor theaters, and land-based recreation. Breezy Point will be the most intensively developed unit in the proposal. Here there will be a central activity area, with overnight accommodations; outdoor theater, concession-operated facilities and organized sports areas. Beach centers, linked to each other and to the central activity area by a boardwalk and shuttle system, will be spaced along the ocean. All of these will contain bath houses, refreshment pavilions, first-aid stations, and sun decks. Fishing piers will be constructed, and some beach areas will be set aside for surf fishing. Open, natural areas, with trails and toilets, will be located away from the beach activity.

Jamaica Bay will be lightly developed to retain its natural character, with facilities for environmental education. Development will be concentrated on Broad Channel Island and at Floyd Bennett Field, when it becomes available, leaving the other islands and marshes in their natural state. Fishing, hiking, and nature study will be encouraged. The north shore of Jamaica Bay is included within the boundaries of the national recreation area to assure protection of the Bay resources.

At Sandy Hook, beaches will be developed for surfing, swimming, and fishing. Facilities will be provided for the sale and rental of fishing equipment. Particular care will be taken to preserve the unspoiled natural character of this unit. Inland from the beach, hiking, trails, picnic shelters, and an environmental study area will be provided. Samples of officers' housing built in 1900 on Fort Hancock, together with the tree-lined walks and parade grounds, will be preserved and interpreted.

COSTS

Development of the proposed National Recreation Area would be undertaken over a 20-year period. We anticipate that land purchases will be limited to the Breezy Point beach and a small acreage in the vicinity of Belford, New Jersey, to provide a ferry terminal, entrance road and parking facilities. All the other property to be acquired is in public ownership. Total development costs are estimated to be \$98.148 million. During the first 5 years, development costs are estimated at \$71.211 million. During the fifth year, annual operating costs are estimated to be \$4,384,400.

The land acquisition cost of \$39.1 million is proposed to be obligated early in the program in order to preclude price escalation. Additionally, normal increases or decreases in future construction costs will be taken into account in appropriation

requests by virtue of the reference in section 6 of the draft bill to applicable engineering construction costs indices. In this manner a flexible ceiling, reflecting current costs at the time funds are requested, will be assured for the necessary developments. Then man-year and cost data statement (based on current assumptions and estimates) required by 5 U.S.C. 2953 when annual expenditures exceed \$1 million, is enclosed.

While the foregoing costs do not include the cost of pollution control and abatement, cleaning these waters is not impossible, and development and use of the Gateway National Recreation Area is not solely dependent on total pollution abatement. Action has already begun to raise the water quality to acceptable standards. The waters of some areas in the proposal are presently either unsafe or only marginally safe for swimming. This Department proposes to continue a coordinated and concentrated effort to bring about the creation of recreation facilities in the Gateway area which can actually be enjoyed to their full potential. To do this will require action not only on recreation development, but vigorous pollution abatement efforts at the same time. We anticipate close cooperation with the Environmental Protection Agency in attaining these mutual objectives.

As outlined above, our proposal for the establishment and development of a Gateway National Recreation Area affords a unique opportunity to preserve open space while providing water-oriented recreation for all residents of the Nation's most densely populated metropolitan area. No program so comprehensive in scope can be undertaken without a significant expenditure of Federal funds. We strongly believe that the investment herein proposed will provide immeasurable benefit to present and future generations of Americans.

The Office of Management and Budget has advised that this legislative proposal is in accord with the program of the President.

Sincerely yours,

ROGERS C. B. MORTON.

Enclosure.

A BILL To provide for the establishment of the Gateway National Recreation Area in the State of New York and New Jersey, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to establish the Gateway National Recreation Area (hereinafter referred to as the "recreation area"). There shall be included within the boundaries of the recreation area those lands, marshes, and submerged lands in the New York Harbor area generally depicted on the map entitled "Boundary Map, Proposed Gateway National Recreation Area" numbered 951-40, 001-A, sheets 1 through 3, and dated April 1971, which map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary shall establish the recreation area by publication of a notice to that effect in the *Federal Register* at such time as he determines that lands, waters, and interests therein sufficient to constitute an efficiently administrable recreation area have been acquired for administration in accordance with the purposes of this Act. The Secretary may from time to time make corrections in the boundaries of the recreation area, but the total area within the boundaries shall not exceed 25,000 acres of land, marsh, and submerged land.

SEC. 2. (a) Subject to the provisions of subsection (c), the Secretary may acquire lands and waters or interests therein within the boundaries of the recreation area by donation, purchase with donated or appropriated funds, or exchange. With the concurrence of the agency having custody thereof, any Federal property within the boundaries of the recreation area may be transferred without consideration to the administrative jurisdiction of the Secretary for administration as part of the recreation area.

(b) The Secretary may also acquire, by any of the methods set forth in subsection (a), lands and interests therein on the shore of Sandy Hook Bay, which he deems necessary or desirable to provide docking or other access facilities, and related administrative and public use facilities, for the units of the recreation area. The Secretary may contract for the rental of such facilities, and any rental payments for such facilities for the purposes of this subsection shall be deemed to be part of the annual operating costs of the recreation area.

(c) With the exception of the Breezy Point Beach, as depicted on the map referred to in section 1 of this Act, the Secretary may acquire lands, waters, and interests therein within the Breezy Point Unit of the national recreation area only with the consent of the owner. The provisions of the foregoing sentence shall not apply, however, to the property within the Breezy Point Unit which the Secretary deems necessary to assure adequate public access to public beaches therein.

SEC. 3. (a) Prior to the establishment of the recreation area and thereafter, the Secretary shall administer the lands, waters, and interests therein acquired for the recreation area in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented, except that the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act.

(b) Notwithstanding any other provision of law, the Secretary may provide such services and facilities, including the purchase or rental of ferry services and docking facilities, as he deems necessary or desirable for access to the recreation area. The Secretary may provide such services and facilities directly, or by negotiated contract with public or private agencies or persons without advertising and without securing competitive bids.

(c) The Secretary is authorized to enter into cooperative agreements with the States of New York and New Jersey, or any political subdivision thereof, for the rendering, on a reimbursable basis, of rescue, firefighting, and law enforcement services and cooperative assistance by nearby law enforcement and fire preventive agencies.

SEC. 4. The authority of the Secretary of the Army to undertake or contribute to water resource developments, including shore erosion control, beach protection and navigation improvements on land and/or waters within the Gateway National Recreation Area in the States of New York and New Jersey shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with water and related land resource development.

SEC. 5. The authority of the Secretary of Transportation to maintain and operate existing airway facilities and to install necessary new facilities within the Gateway National Recreation Area in the States of New York and New Jersey shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of Transportation and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with the establishment, maintenance and operation of airway facilities.

SEC. 6. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed however, \$98,148,000 (July 1971 prices) for development of the recreation area, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering costs indices applicable to the type of construction involved herein.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 12, 1971.

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

DEAR MR. CHAIRMAN: Pursuant to requirements of the National Environmental Policy Act of 1969 (P.L. 91-190) and guidelines published by the Council on Environmental Quality (36 Federal Register 7724, April 23, 1971), we submit herewith a copy of the draft environmental impact statement prepared in connection with our legislative proposal "To provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes". As authorized by section 10(c) of the guidelines, this draft is furnished pending transmittal of the comments as received and the final text.

Sincerely,

FRANK A. BRACKEN,
Legislative Counsel.

GATEWAY NATIONAL RECREATION AREA ENVIRONMENTAL STATEMENT

1. *Project Description.*—The proposed Gateway National Recreation Area includes three water-oriented units in the New York Harbor area. It will contain about 25,000 acres of land and water within reach of the millions of residents of the New York-New Jersey metropolitan complex. The three units comprising the area include:

Sandy Hook—A six-mile finger of land projecting into the Atlantic Ocean from the New Jersey highlands. Most of its 1,720 land acres is presently Department of Defense property, including old Fort Hancock and a Nike site. New Jersey currently leases over 700 acres for State park purposes.

Breezy Point—A 1,350-acre barrier beach on the southwestern tip of Long Island. It has four miles of ocean frontage and contains two city parks, the Army's Fort Tilden, and a private residential cooperative.

Jamaica Bay—A 14,000-acre water, marsh, and land area north of and adjacent to Breezy Point. The bay is an irreplaceable natural area considered an ecological treasure by conservationists and ecologists. Prime land resources include the wildlife refuge core on Broad Channel Island and Floyd Bennett Field.

To assure that recreation at Gateway would be available to all the people living in the area, as well as the millions of other visitors, a low-cost transportation system is required. Proposed is a ferry system, linked with existing rapid transit and key road junctions, to carry visitors to the three units. Automobiles would be kept to a minimum within the areas to preserve the environmental quality and save vital acreage for recreation and open space.

Gateway will provide an opportunity for the city dwellers to experience the relaxing benefits of a natural environment close to the sea. Commercialization and over development that mar many public beaches will be avoided.

2. *Environmental Setting Without the Project.* The lands and waters, sands, surf, island, marsh and uplands of the Gateway units lie at the doorstep of over 12 million people and comprise about the only undeveloped beachfront and marsh in the New York metropolitan region. Development of Gateway would assure a high quality recreation opportunity for these millions.

If the Gateway National Recreation Area does not become a reality, the continued pressures for converting the land and marshes to private uses will prevail. As a result, the public would be denied the use and enjoyment of these important natural resources.

3. *Impact Statement.* The following information is furnished in response to Section 102(2)(c) of the National Environmental Quality Act of 1969.

a. *Identify "the environmental impacts of the proposed action."*

The probable impact of Gateway National Recreation Area on the environment will be in the positive sense; it will improve the existing badly disturbed ecological systems while providing an educational tool through which regional environmental conditions may be enhanced. While visitation in the expected order of magnitude would normally have marked impact on most environments, it will be channeled for the most part to the ample ocean beaches which are capable of absorbing the impact. An exception to the above is the measurable but temporary increase in coli bacterial counts in heavily used sheltered bathing areas. This is a daytime increase which drops every evening as illustrated by such counts from Coney Island. Development of the area will be an example of how a greatly simplified (in an ecological sense) and almost totally unnatural situation can be improved and used for human betterment.

The use of a water transportation access will reduce automobile generated air pollution and ease traffic congestion on those heavily used routes to the lower Long Island beach areas.

The impact on fish populations through sports fishing can be assumed to be negligible if even measurable.

b. *Identify any adverse environmental effects which cannot be avoided should the proposal be implemented.*

Development, including dredging for ferry boat slips, will be selectively undertaken to minimize disturbance on local sites and to insure broader environmental consequences do not occur.

The area's purpose is to alleviate water and air pollution, urban congestion (or provide escape from it) and add protection to those life systems that still remain. Waste disposal would, of course, conform to quality standards.

c. Identify "Alternatives to the Proposed Action."

In spite of increasing urbanization, proposed highway and airport expansion, sanitary landfill and sand dredging projects, and poor water quality, the Gateway units are regarded as prime open space to serve the people of the region.

Major housing developments proposed for the Jamaica Bay-Breezy Point area include middle income, public housing, and urban renewal projects. Among the largest are "New Town" at Spring Creek where 10,000 units are envisioned and at Floyd Bennett Field and Brooklyn Marine Park where an industrial and residential complex for 100,000 people is suggested. On Breezy Point itself low income high-rise units have been espoused as the best use of the available open space.

There are expansion plans for Kennedy International Airport which would fill the eastern portion of Jamaica Bay and create two new runways. Past experience has shown that dredging in the Bay bottom creates depressions that soon fill with solid pollutant materials and become ecologically dead areas. Additional landfill would further impede the flushing action, increase the pollution potential, and reduce the productive marsh. Such expansion could also jeopardize the existing Jamaica Bay Wildlife Refuge. The noise, pollution and possible need to eliminate bird interference in flight operation could exclude use of the Bay by migrating waterfowl.

Two U.S. Corps of Engineers proposals are possible threats to the natural environment of the recreation area. One involves a hurricane barrier across Rockaway Inlet which could increase the water detention period within Jamaica Bay, possibly resulting in a change in salinity and temperature patterns. The other would cut a channel through the neck of the Sandy Hook peninsula and possibly alter the littoral drift, thus starving the Sandy Hook beaches and lower the water quality by permitting the extremely polluted waters of Raritan Bay to contaminate the ocean water along the beaches.

d. Discuss "the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity."

The proposed recreation area will provide the Nation with an unparalleled opportunity to meet deeply felt public recreation needs. The need to preserve our environment and provide urban recreation areas has become a problem of national scope and justifies direct application of national resources.

Many residents of this metropolitan area have neither the method nor the means to visit nearby Long Island or Jersey beaches. Conditions at those beaches within reach are so overcrowded that a user has difficulty finding enough space to lie down on the sand. In addition, much of the available public beach is only marginally safe for primary contact or not conveniently served by public transportation. Gateway, easily and inexpensively accessible, could serve all the people by providing opportunity for high quality recreational enjoyment, especially to those disadvantaged who have never had such experience.

e. Identify "any irreversible or irretrievable commitment of resources which would be involved in the proposed action should it be implemented."

Should Gateway be authorized it would irreversibly commit the 25,000 acres of land and water to public use and enjoyment as well as preservation. Not to make such a commitment, however, would be to open the door to the pressures of residential, commercial, or industrial exploitation of much of this invaluable water-oriented open space.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., May 11, 1971.

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

DEAR MR. CHAIRMAN: This is in response to your request of March 24, 1971, for the views of the Office of Management and Budget on S. 1193, a bill "To provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes."

The Department of the Interior is submitting a draft bill in lieu of S. 1193. You are advised that enactment of the Department's draft bill would be in accord with the program of the President.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

Senator BIBLE. This is an exciting proposal; one of the most interesting that I have had the opportunity of presiding over, for studying and getting a feel for of the many that I have handled in the past 10 years.

Obviously the quality of urban life is one of the most pressing problems facing our Nation today. Open space areas with recreational opportunities in and near large metropolitan centers are often difficult to find.

In Gateway project we obviously have a natural find, located adjacent to the largest concentration of people in the entire United States. The three units included in Gateway National Recreational provides 12 miles of magnificent ocean beaches, some 10 square miles of upland areas, 20 miles of bay-side shore front and will conserve four additional square miles of marshy islands in Jamaica Bay, which has been termed an ecological miracle.

The development of the proposed National Recreation Area would be undertaken over a 20-year period. It is anticipated that the land purchases will be limited to the Breezy Point beach, plus a small acreage in the vicinity of Belford, N.J. This will provide a ferry terminal, entrance road and parking facilities. All the other property to be acquired is in public ownership.

The total development costs are estimated to be almost \$100 million over the 20-year period. During the first 5-year period the costs are estimated at \$71-plus million and on the 5th year, the annual operating costs are estimated to be just a little over \$4 million.

The land acquisition costs of \$39 million is proposed to be obligated early in the program in order to preclude price escalation. That is certainly a feature of the bill in which I am in complete accord, because my experience with this committee is if we don't nail it down quickly and acquire land promptly, price escalation eats out too much of the program.

No program so comprehensive in scope could be undertaken without a significant expenditure of Federal funds. We strongly believe the investment herein proposed will provide immeasurable benefits to present and future generations of Americans, and I repeat, this is one of the most exciting proposals I have ever been privileged to preside over.

I have long held that we ought to establish recreational areas, near the population center; that is, to take these parks to the people. This is exactly what we are attempting to do with this particular project.

I am delighted to first recognize the distinguished chairman of the Interior Committee, the Senator from Washington, Senator Jackson, who has had a great and vigorous interest in the proposal and first mentioned it to me months ago.

STATEMENT OF HON. HENRY M. JACKSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

Senator JACKSON. Mr. Chairman, first may I express my appreciation to you for undertaking these hearings and the vigorous effort that you are putting into this program. I would like, before making my formal statement, to mention that the wisdom of changing the surplus disposal law is well borne out by the proposal before us.

My colleagues will recall that this committee moved the legislation which changed the law relating to disposal of surplus lands, making it possible for States and subdivisions of the States to acquire Federal surplus lands without cost.

Heretofore, that privilege had been extended only for the purpose of education, health and other such uses. Under the law now, Federal lands are available to the States and the subdivisions of the States without cost.

In this particular instance it runs into millions and millions of dollars and I think this is going to be a real breakthrough when one considers that the Department of Defense alone owns millions and millions of acres of land, and one of the problems in the east, as the chairman knows so well, and Senator Anderson, is that the east has not had the public lands available for this particular purpose.

The opportunity, as military reservations are closed out, changes are made, to utilize those lands for park purposes adjacent to our large metropolitan areas can provide a base now for park and recreation development in not exactly the same manner, but at least it gives the east an opportunity to participate in these lands which the western part of the country has for some time.

Over the past decade, this Nation has compiled a remarkable record of preserving parks, seashores and wilderness areas for the use and enjoyment of present and future generations. There is, however, one major shortcoming in this record; the country has not adequately met the challenge of bringing quality recreational experience to those who dwell in our major metropolitan areas.

In the past, environmental and recreational programs on which it has been relatively easy to gain agreement have involved the preservation of areas that are a considerable distance from the city.

Because of the cost of transportation, these areas are largely used and enjoyed by middle and upper income groups. Unfortunately, these programs have little relevance to many who live in the crowded inner city.

Last year a start was made toward making Federal recreational programs relevant to the needs of our urban areas. The Federal Lands for Parks and Recreation Act established a program to dedicate surplus Federal property in metropolitan areas to park and recreational use.

The Youth Conservation Corps Act provides young men and women an alternative to city streets and an opportunity to spend their summers working outdoors improving recreational facilities. The two bills before the committee today would greatly enhance the recreational facilities of one of our major population centers.

When completed, the Gateway National Recreation Area would serve nearly 50 million visitors annually—mostly urban dwellers—with indoor and outdoor recreation and with educational and cultural facilities.

I was pleased with the recent announcement that the administration will support the gateway proposal. Enactment of this measure is essential if we are to serve the large segment of the urban population whose employment and housing circumstances have allowed them virtually no access to high quality environmental and recreational amenities.

With the establishment of the Gateway National Recreation Area they will have access to unique and diverse outdoor recreational experience. A variety of swimming and boating facilities and the opportunity to participate in environmental, educational and cultural activities will provide welcome relief from the pressures and discomforts of crowded city life.

Some success of the gateway proposal will rely heavily on our ability to develop an innovative mass transit system which will provide efficient and economically feasible transportation from the inner city to the recreation area. It must be possible for every individual, every child, every family, to reach the area, to enjoy a full day of recreation and to return to the city without having to make a major financial sacrifice to do so.

I will be introducing later this week, legislation to expand the Youth Conservation Corps pilot program to provide an additional 2,000 jobs to young people in the Newark-New York area. This is for the youngsters 15 to 18 years of age to be employed during the months of June, July, and August.

There is a great deal of work to be done on the Federal lands which would be made a part of the Gateway Recreation area. It is appropriate that the leaders of tomorrow play an active role in the development of this important facility, and certainly have a better understanding of the great environmental problems that we face as a nation.

I again want to commend you, Mr. Chairman, for moving so vigorously on this program. We hope, after consultation with the chairman of the subcommittee, to possibly have public hearings in the area at the appropriate time.

Senator BIBLE. That is correct, and we will certainly do everything we can for this very worthwhile, exciting proposal without any undue delay. That was a splendid statement and you have been really one of the great leaders in this whole field and should be recognized as such.

Next is the Senator from New York who has likewise had a great interest in these areas, Senator Javits.

STATEMENT OF HON. JACOB K. JAVITS, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator JAVITS. I thank my colleague. Mr. Chairman, I am here with Senator Case, who is a cosponsor of the bill, respectively, the senior Senators from the two States which are directly affected.

Mr. Chairman, I wish to thank Senator Jackson for his very eloquent statement. I am deeply heartened by his understanding of the need for service by youths. Senator Case and I are both collaborating in respect to the new Youth Corps and I was very pleased to hear this new point introduced by Senator Jackson which promised some additional work for our young people in the New York area.

Mr. Chairman, I would also like to thank the Chair for all the sponsors of this bill, for its fine cooperation. I would like to thank the administration for getting aboard this very great project.

As you know, all of us are very pleased that Secretary Morton and the President himself have now taken on a matter of making this a

reality, but without the work of the subcommittee and the chairman's willingness to give us the prompt hearing which you have given us, of course, all of this would go to naught in our system of government.

It is the Congress which will have to enact necessary legislation for this is the body to which the people of my State owe a tremendous debt of appreciation and gratitude. Mr. Chairman, as the Chair has stated, and I will now repeat and ask unanimous consent of my statement.

Senator BIBLE. Without objection it will be so.

Senator JAVITS. As the Chair has stated, this will reach about 30 million people in the most congested area in the United States distinguished for its seafront, both in New York and New Jersey, and at long last utilizing them in this very exciting way.

We assume that there will be 50 million people that will be moving into this area, as we figure that there are 20 million people within 2 hours driving distance of this gateway area, and so it is probably the biggest thing at this time that has been done in the country, and the largest population reached by the six national seashores that have been established through the country.

I remember with the greatest appreciation the work of the Chair and the subcommittee in respect to Fire Island, which was our most recent project, and I think it has worked out very well. We are extrapolating what the administration bill would provide, and therefore, I shall point out the differences as the administration has announced them, even though the administration has not actually put in its bill.

Senator Allen tells me that it probably will not be in for a day or two, so I hope the Chair will bear that in mind. If there are any differences between what I say and the bill as introduced it is only because we are accepting what the Department has announced as the content of the bill.

Senator BIBLE. What you are saying is that the administration bill is satisfactory to you. Is that true or not?

Senator JAVITS. I am going to point out the differences and tell you what I think about the differences. There is first the question of transportation. We think that there is a big problem of mass transportation if this area is really to be made worthwhile.

We know that the Secretary has sort of indicated that the Federal Government wishes to minimize its role in transportation situations, but if it is to be helpful, this must reach people at very low cost.

We think a very important aspect is mass transportation. Whether it is actually rolled into this bill in the terms of ferry tolls, which the mayor of New York has discussed, or whether it is coordinated with urban mass transportation projects, which come out of another Federal pot as it were—the Department of Transportation—to me is not the critical point.

The critical point is, this committee as it considers the bill will also give thought, whatever may be its final conclusion, to the fact that if you want to make this the most useful, considering its location right on the doorstep—it is unlike Jones Beach, which is some 20-odd miles away from New York City and where you really have to have a car or bus.

This is right on our doorstep. I hope the city will give thought to the mass transportation aspect, and that again is one point which will need to be raised in connection with the administration's bill.

Senator BIBLE. The Chairman observes you have two rather strong mass transportation advocates sitting at that witness table. I am on the Appropriations Committee of the Senate with Senator Case and every time I turn around he wants another \$100 million for mass transportation, so he is very well aware of the problem.

He will probably double it. But I understand your continuing interest in that, and that is important.

Senator JAVITS. Just so the committee has it in mind. The second important question concerns what should be included. Our Senate bill includes Jamaica Bay, the Breezy Point area and the Great Kills area, all in New York, the Sandy Hook area in New Jersey and the Hoffman-Swinburne landfill area in New York Harbor.

We provide for the acquisition of additional property up to 25,000 acres. The administration bill includes the Jamaica Bay, Breezy Point and Sandy Hook area. The Great Kills and the Hoffman-Swinburne landfill areas have been eliminated from the administration bill, while Floyd Bennett Field has been added.

As to the elimination of the areas on Staten Island, I hope the committee will give serious attention to the views of the city of New York. I would not wish to pass on them a priori, but let us hear what the city of New York has to say about it, and I would be inclined to support the wishes of the city of New York on that particular inclusion.

As to the Breezy Point situation, that involves a cooperative of some 3,500 families. Our bill gave the right—I emphasize that. It didn't provide for it but gave the right to condemnation and preserve in the owners of these individual houses, a 25-year opportunity to continue in that ownership.

The administration bill omits that entirely. For myself, and again subject to the views of the city of New York, if the committee finds—and we will look into it. This is a move that must be considered very carefully—that this does not interfere with the general utilization of this area, and for example, if the residents say they are willing to see the beach area made available so the people can have access to the beach in a very convenient way and that it should be dedicated to completely public uses, which it is now, but that they will see that there is suitable access for the purpose, then the committee may feel the administration's position is a fair one.

Senator BIBLE. We will take a close look at that. That is one of the problems in this bill that bothers me a great deal. We had sufficient experience with this at Cape Cod and elsewhere in our great park systems.

We will have to move into this rather carefully. We want to look at both sides in balancing them out. If they give away the beach in front of their summer homes, I don't know whether that is good or bad, but we are going to take a look at it.

Senator JAVITS. Good, and we will do our best as cosponsor of the bill to also take a look in view of the situation and give the committee our best advice. The other thing is the inclusion of Floyd Bennett Field.

Again we do not know—even Governor Rockefeller wouldn't know—whether the inclusion would automatically bar the Floyd Bennett Field from use either for general aviation or for housing.

Again, we will have to see the terms of the administration bill as this is a matter of first impression. We didn't include it in our bill at all, so we are called on to make some new decision.

But in all of these matters, therefore, I would say that I would not know. I rather think my cosponsors would not wish to foreclose the differences now. We, like the committee, would like to have a look-see at it and then come to the committee and say this is our crystallized attitude respecting these changes between the administration proposal and our proposal.

Senator BIBLE. You can rest assured, and this goes for all of the cosponsors of the bill, before we move forward on this we will take a careful look and we will come back to you and get your final judgment on it.

Senator JAVITS. I know, and Senator Case will interrupt me if I am wrong, we are not opinionated, nobody has dug in on this proposition. These are matters of first impression and we will examine them most carefully.

I rather hope, because under Senator Bible's guidance we have had this kind of good fortune before, that at the end of the road we will have an agreed-upon bill, administration sponsors, local community, et cetera.

We promise not to get dug in and we hope that local people might, my own as well as Senator Case's, will take a page from our book. No one is feeling violent about this and there is no need for any attitude other than accommodation and reasonableness because everybody has a desire to get together.

No one has deep opinions. This goes for the co-op, the inclusion of Staten Island properties, Floyd Bennett Field, et cetera. Finally, Mr. Chairman, and then I am through, we want to call attention to the fact that because this is such a rare opportunity we hope the greatest artistry in design, et cetera, with a great deal of wildlife here it is a most unusual location again with the element of beauty as well as with the element of facility, bearing in mind that many, many children and very poor children will use this seashore national park, who perhaps most unusually see trees and wildlife and marine life and the kind of nature that grows on the shores of the marine area, that a great attention will be paid to that.

We know it is an expensive project. We figured it at about \$100 million. It can make a great ecological contribution, and I hope in assessing the cost the committee will bear that in mind because a good deal of this will involve pollution control and abatement.

Therefore, even though the costs may seem large when you put it on a per capita basis and on an ecological basis, considering the tax-paying capacity and the problems, social and economic, of the area in which it is located, I hope very much that you will find the cost justified.

We all know how unique is this project and how unique is our opportunity. Because it is so great, I have heard some discussion and I lay it in the hands of the committee, again we will all think about

it, of a possibility of naming this differently, perhaps for some great American.

The name Eisenhower comes into my mind but I like George Washington, Abraham Lincoln, or Thomas Jefferson just as well. Perhaps the committee in considering the matter, because of its unusual character and the populace of where it is located, may give some thought to whether we want to continue to call it Gateway or whether we might want to make this a symbol of our national appreciation of some great American.

Senator BIBLE. I hope I am not suggesting, but I hope you don't solicit names from everybody in the country. One of the greatest difficulties we have in any of these projects is to find out what the correct name is. For obvious reasons it poses difficulties, but that isn't the big problem.

The big problem is to get the recreation areas established and developed. To figure out what we name it, can be done as we go along.

Senator JAVITS. Mr. Chairman, chances are it will end up being Gateway.

Senator BIBLE. We are not going to foreclose it. I don't want a flood of letters saying name it this, that, or the other. There are a lot of great people. A lot of people may want to name it Casey Stengel's. There are a lot of sports fans. Are there any questions, Senator Anderson?

Senator ANDERSON. No.

Senator BIBLE. Senator Case.

Senator JAVITS. Thank you so much.

(The prepared statement of Senator Javits follows:)

STATEMENT OF HON. JACOB K. JAVITS, A U.S. SENATOR FROM THE STATE OF
NEW YORK

Mr. Chairman, I would like to express my appreciation to the Subcommittee for scheduling hearings on Gateway National Recreation Area legislation so soon after I introduced S. 1193, together with Senators Buckley, Case and Williams. After the numerous delays over the last several years, I believe that the Subcommittee's action will go a long way toward making the Gateway Project a reality for the millions of people in the New York Metropolitan area and throughout the country who will use the Gateway facilities when they are fully developed according to the Interior Department plan.

Recreation areas are among our most precious assets as the population of this country continues to grow, these recreation areas will become even more valuable to those who wish to escape, albeit for a short time, from our urban areas where 70% of the population now lives. Unfortunately, there are relatively few beaches and recreation areas near our great population centers, and those that are within reasonable distance are taxed to the fullest extent. Anyone who has seen the beaches at Coney Island—or at Jones Beach—on a hot summer day will get a vivid picture of what it means for the millions who try to use limited facilities. This is why the Gateway National Recreation Area is so important to the New York Metropolitan region and indeed for the whole country.

Approximately 15-million people live in the New York Metropolitan area and this population is expected to grow to 30-million by the year 2000. It is estimated that 20-million people are within two hours driving distance of the Gateway Recreation Area.

This total population (20-million) within two hours of the Gateway, exceeds by 5-million the total population within two hours of the six National Seashores that have been established throughout the country.

Thus, the Gateway Project as no other project will go a long way toward fulfilling President Nixon's promise to bring parks to the people where the people are.

A project as large as Gateway and which serves so many people should be undertaken by the Federal Government rather than by the State or local governments. Only the Federal Government has the resources adequately to develop and manage such a large recreation area, especially in view of the serious financial crisis of our cities and states throughout the country. In addition, our recreation areas belong to the nation as a whole and this makes the Federal Government the most appropriate entity to administer and develop the Gateway Project.

I am very pleased that the Nixon Administration has submitted its our Gateway proposal for consideration along with S. 1193. When I introduced that bill with Senators Buckley, Case and Williams I had hoped that the Administration would support the bill or the concept of the Gateway. The introduction of the Administration bill, as well as the President's tour on Monday of the Gateway Area, represents a clear expression of Administration support for the Gateway Project—it is certainly good news for 20 million Americans.

The bills before the Committee raise many important questions which need to be explored at these hearings and I would hope that testimony by all concerned, especially the Interior Department, will clarify them.

First is the question of transportation. Because of the fact that many people living with reach of the Gateway do not have automobiles and because it is important not to encourage too much automobile traffic in the Recreation Area, it will be vital to develop adequate mass transportation to carry people back and forth to the Recreation Area. Without this transportation the Recreation Area will not have meaning for many residents in the New York Metropolitan area, especially those residents living in the ghettos who should be encouraged to come out and enjoy the Recreation Area. I would hope that maximum use would be made of the existing subway systems and that this will be augmented by special bus systems and ferry systems which can carry large numbers of people to the various recreation areas within the Project. I think that the most important feature of this mass transportation should be its low cost to the public so that large numbers of people, especially low income people, will be able to enjoy the Recreation Area.

The second important question concerns what areas should be included in the Gateway Project. Our Senate bill, S. 1193, includes the Jamaica Bay area, the Breezy Point area and the Great Kills area, all in New York; the Sandy Hook area in New Jersey; and the Hoffman-Swinburne land fill area in New York Harbor. Additional lands may be acquired up to the maximum of 25,000 acres. The Administration bill includes the Jamaica Bay, the Breezy Point area and the Sandy Hook area; but the Great Kills area and the Hoffman-Swinburne landfill have been eliminated from the Administration bill, while Floyd Bennett Field has been added to the Project.

With regard to Floyd Bennett Field, the Subcommittee should thoroughly explore whether the 1200 acres to be included in the Gateway are easily usable for recreation purposes or whether it will require large expenditures to put the Field in shape for use as a recreation area, and what accommodation is contemplated, if any, for additional uses of the site.

On the other hand, I am not convinced that Great Kills and Hoffman-Swinburne should be eliminated from the Recreation Area even if they cannot be fully developed in the immediate future. They are both valuable pieces of land which should be saved for the Recreation Area if possible.

The last major question relates to the development plans for the Gateway Area. I believe that adequate facilities need to be constructed in and around the Gateway Area to allow for maximum use of the facilities by large groups of people, especially children. I also feel that adequate parking facilities should be provided at points outside the Recreation Area, so that automobile traffic can be minimized to the greatest extent possible. With regard to the Jamaica Bay area, which is a rare wildlife preserve in the middle of a metropolitan region, it is most important that any development or use of the area be done with the view of conserving the great natural resources and fish and wildlife located in Jamaica Bay. Finally, with regard to the other areas included in the Gateway Project, it is most important that all available beach areas be fully developed and that any existing natural areas be preserved so that those coming to the Recreation

Area will also be allowed to enjoy the natural scenic beauty in many of the enclaves to be included in the Project.

The cost of the Gateway Project has been estimated to be at least \$100-million over a 20-year period. Most of this cost will be incurred during the first five years of development. There will also be further costs of pollution control and abatement to clean up the waters within the Recreation Area. Some of this is already being undertaken by the New York State and local authorities, but these efforts have lagged largely because the Federal share of sewage treatment facilities have not been forthcoming. I would hope that this will be corrected by new water pollution legislation so that anti-pollution efforts can move ahead in the Gateway area.

Even though the costs involved seem large, they are not large when the tremendous number of people who will use the Gateway facilities is considered. On an annual basis, it has been projected that 50-million people from all over the nation will visit the Recreation Area when it is fully operational. In fact, the cost per visitor will be lower than for any other National Recreation Area.

This project offers us a unique opportunity to establish a Recreation Area that will serve more people than any other area that could be developed in the Nation. It will enable many who would have no chance to get near a beach and water to avail themselves of such an opportunity. It is important that Gateway be approved and I hope that the Subcommittee and the full Interior Committee will take affirmative action on these proposals promptly.

STATEMENT OF HON. CLIFFORD P. CASE, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator CASE. Mr. Chairman, members of the committee, as he always does, when Senator Javits takes on something he does it in a comprehensive fashion and I would be insulting the intelligence of this committee to suggest there is any need to repeat anything he said.

I fully agree with his position. For all four Members of the Senate and the Governors of both States, I believe there will be representatives here to help you directly. I am very happy to see such distinguished people as Augie Heckscher, Archie Alexander, as well as the Secretary of course, and others in the audience now.

I am going to emphasize just a couple of points Senator Javits has touched on. I think perhaps the most important of anything in this whole matter is the preservation of the natural state of these areas.

Nothing would distress me more and I should be the last one to support spending a nickel on this if it is going to turn into a Coney Island, if it is going to destroy the fragile charm, beauty and value of, for instance, the tip end of Sandy Hook.

This would be a tragedy. As far as the people go too, in a very real sense the 20 million people in this area need its natural state as much preserved as possible of the environment. I am very sure, under the guidance of the Secretary, who is very conscious of this problem, it is going to be handled right.

It is not only a matter of intention to do right, it is a matter of doing a job in a fashion that makes it impossible to go wrong, if I can make myself clear what I intend here. We ought to have ferries.

As a matter of fact, I think one of the greatest values of this whole thing would be the ferries themselves. A boat trip in this area between two lovely spots is probably as useful as sitting out in the hot sun.

Different elements of the park have different particular qualities which make them useful in different ways. A system of transpor-

tation among all the elements, as well as from both States and adjacent areas to give fair, sound, and wise access, considering the need to protect the environment as well as to make it most useful to everyone would be involved in the proper administration of this project and we shall be interested in following and helping those charged with that administration as matters develop.

I have a prepared statement, Mr. Chairman, which I would like to present for the record and ask that it be inserted?

Senator BIBLE. Without objection it will be incorporated.

Senator CASE. Referring to the Hoffman-Swinburne, a pair of man-made islands in the lower bay, it hasn't been suggested, and I think it is worthy of serious consideration if it would be desirable as part of this particular project, that might very well be the location of that animal quarantine center that we want to get rid of in Clifton, N.J.

I think it would be a very useful solution. It would interfere with nobody's existing rights. There is nobody out there.

Senator BIBLE. I am not quite clear what you are suggesting be done.

Senator CASE. You know what an animal quarantine station is, Mr. Chairman? All the animals that come off the boats have to go to the station.

Senator BIBLE. I understand, but what are you suggesting?

Senator CASE. I think it might be a good idea—this is just a thought—it might be that this property, instead of going to Gateway, or maybe Gateway would like to run it as an animal quarantine station.

Senator BIBLE. I think that they have enough problems.

Senator CASE. What I am suggesting about this is, it is a nuisance where it is in Clifton, N.J. It doesn't belong there. Maybe New York would be a good place for it.

Senator BIBLE. I don't know where it should go, but we will take a look at it.

Senator CASE. I know you well, and I know your judgment, and that you will take into account all the problems we have. I emphasize in closing especially our sensitivity for that precious quality of natural life that you have in such great abundance, and with us is such a shrinking asset.

Senator BIBLE. Are there questions of Senator Case?

Senator ANDERSON. No.

Senator BIBLE. Senator Hansen?

Senator HANSEN. I have no questions.

Senator BIBLE. Thank you very much, Senator. I am now advised that we have a group of Congressmen here. I don't know that I personally know them all. We have Congressman Ryan, Congressman Brasco, and Congressman Howard.

(The prepared statement of Senator Case follows:)

STATEMENT OF HON. CLIFFORD P. CASE, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

The Senate delegation from the States of New Jersey and New York are united in their sponsorship and their support of S. 1193, our proposal to create a Gateway National Recreation Area.

The proposed recreation area derives its name from the fact that it would encompass lands, marshes and submerged lands in the New York Harbor area, the gateway through which most of our ancestors entered this country. The

Statue of Liberty, which welcomed many of the world's poor to this nation, stands just north of the area to be included in the recreation area.

Under our proposal, Gateway will include the Sandy Hook area in New Jersey; the Jamaica Bay, Breezy Point and Great Kills areas in New York; and the Hoffman-Swinburne landfill area in New York Harbor. This is somewhat more extensive than the proposal submitted recently by the Administration for creation of a Gateway Recreational Area.

Establishment of the recreation area would fulfill, to a greater degree than is possible anywhere else in the country, the objective of bringing parks to the people where the people are.

The composite area will serve more than 20 million persons who live within a two-hour drive of the facilities as well as others from all over the nation. This exceeds the 15.2 million persons currently served by all six existing national seashore recreation areas in other parts of the nation.

And just as the Statue of Liberty welcomed the tired, the poor, the huddled masses yearning to breathe free as they entered this country, Gateway will stand at our sea-washed gates with an invitation to the poor and the tired within this country who are yearning to breathe free.

More than 35 per cent of those who live within two hours of the Gateway beaches are members of households with incomes of \$5,000 or less.

Present levels of pollution make several Gateway beaches unsafe for swimming, and in some cases, unsafe or unpleasant for even such activities as fishing and boating.

A great number of anti-pollution programs are now underway to correct this situation, including the expansion, construction or planning of 94 sewage treatment plants in the New York-New Jersey-Connecticut Interstate Sanitation District.

Though treatment plants will have to be supplemented by separation of the storm and sanitary sewers before a complete solution can be approached, the quality of the waters in the area should be improved considerably by 1976 when most of the plants are scheduled to be completed.

The states involved have already proven their willingness to assume the burdens, under existing programs, of cleaning up their waterways. Current federal legislation which would provide additional assistance in construction of treatment plants should help to speed the cleanup of these waters.

We in New Jersey, of course, are most interested in the Sandy Hook component of the Gateway area.

Indeed, interest in developing Sandy Hook as a National Recreation Area preceded the composite Gateway proposal and I have again this year, as I have in the past several Congresses, introduced legislation to create a Sandy Hook National Seashore.

Sandy Hook is a peninsula bounded by the Atlantic Ocean on one side and Sandy Hook Bay on the other. It consists of 1,634 acres. From 1846 until about eight years ago, the entire complex was a military reservation known as Fort Hancock.

Early in 1962 it was determined that about 1,200 acres of Sandy Hook was no longer needed for military purposes. The Department of the Army leased 745 acres to the State of New Jersey for a state park.

In January 1967, the Department of Defense announced it would turn over to the General Services Administration for disposal that area no longer needed for military purposes, including the portion leased to the state.

Early this year, the General Services Administration, after screening federal agencies, notified the state of New Jersey that 1,033 acres of this land was being made available for disposal.

In order to preserve Sandy Hook for recreational purposes, New Jersey Governor Cahill announced that the state was prepared to take title to the surplus property. But the State made clear that it preferred to have the federal government develop Sandy Hook for recreational purposes because the state would find it extremely difficult to do so in light of its financial situation.

The ecology of Sandy Hook is more fragile and more diversified than that of such components of the Gateway as Breezy Point. Because of this, the proper development of the area calls for greater use of Sandy Hook for environmental and nature studies, for hiking, and for similar activities.

Inland from the beaches of Sandy Hook, a series of relatively unaltered dunes, interspersed with fresh and salt water marshes, provide an excellent opportunity for these activities, which are rare in urban areas.

It is my intention, and the intention of S. 1193, that Sandy Hook will be maintained in a manner which will protect its ecological and educational values. I will bend every effort toward that end as development of the recreational area proceeds.

A great deal of thought has gone into the preparation of S. 1193. The problems of the area have been taken into consideration. It is my hope that the Committee will give careful consideration to the bill submitted by the united Senate delegations from New Jersey and New York along with any other legislation in this area.

Senator BIBLE. There may be more. If these men are here, unless you have some objection, you could all come up en masse.

**STATEMENTS OF CONGRESSMAN WILLIAM F. RYAN OF NEW YORK,
CONGRESSMAN FRANK J. BRASCO OF NEW YORK, AND CONGRESS-
MAN JAMES R. HOWARD OF NEW JERSEY**

Mr. RYAN. Mr. Chairman, I am Congressman William F. Ryan. On my right is Congressman Frank Brasco of New York. On my left is Congressman James Howard from New Jersey. All of us have a great interest in this proposed recreation area.

It may well be, however, that there are differences in our approach to it so it might be desirable for us to proceed separately. If I may, Mr. Chairman and distinguished members of the committee, I appreciate the opportunity to appear before you as a member of both the counterpart full committee and subcommittee in the other body.

I appreciate your concerns and interest in ensuring that the Gateway National Recreation Area meet the optimal standards of benefit to the Nation and to its particular environs. In addition, as the only member from the New York-New Jersey metropolitan region in which the Gateway National Recreation Area is to be located, I take a particularly interested concern in this matter.

Finally, as an initial sponsor of the legislation to create the Gateway National Recreation Area, I have a very strong personal concern in the fate of this park. I should like to briefly place in perspective the genesis of Gateway, to make clear that the park is no sudden inspiration.

The foundations of Gateway are well-rooted in long study and consideration. Some 2 years ago, I began to work in conjunction with the Regional Plan Association on plans for a national seashore in New York Harbor. Our interest in turn stimulated the Department of the Interior, then headed by Walter B. Hickel, to become involved.

On May 13, 1969, almost 2 years ago, then-Secretary Hickel announced the administration proposal for what he termed the Gateway National Recreation Area. Subsequently, two bills were introduced in the House to create gateway.

My bill, H.R. 12436 in the 91st Congress, was introduced on June 26, 1969, following months of delay by the Department of the Interior, which was ostensibly preparing the first draft of the legislation, at my request.

My bill termed the contemplated part the New York Harbor National Seashore. Unfortunately, despite Secretary Hickel's initial espousal of gateway, little action ensued on the part of the administration.

The House Interior and Insular Affairs Committee's request for an administration report languished unanswered. In the interim, how-

ever, considerable interest had been building up, particularly due to the work of the Regional Plan Association and of the Citizen's Committee for the Gateway.

In this Congress that interest has clearly come to fruition, as demonstrated by the fact of these hearings which I am very pleased your distinguished subcommittee is holding today, as well as by the President's trip to view the Gateway site on Monday of this week.

In the Congress at least 29 Members of House and Senate from New York and New Jersey have introduced legislation to create the Gateway Park. My bill, H.R. 1121, which I introduced on the first day of the 92d Congress, has been cosponsored by three of my colleagues.

Numerous other bills have been introduced, including, of course, S. 1193, which is the basis for your hearings today.

All the sponsors of this legislation are united in one basic desire—that the Gateway National Seashore, or National Recreation Area—be created. The differences are based on the parameters of the park, the mechanics for creating the park, and the means to maximize its use for the public.

I think this unity of purpose, now shared by the administration, is the most compelling evidence for the creation of the park. This unity stems from the commonly perceived needs of the people of the eastern seaboard for recreation areas, from the commonly perceived inadequacy of existing areas, and for the commonly perceived eminent suitability of the New York Harbor area for such a park.

Gateway provides miles of ocean beaches for swimming, surfing, and fishing. It includes several square miles of inland areas, as well as Jamaica Bay, an ecological treasure which has survived the depredations of development and pollution thus far visited upon it.

But most important, Gateway is more than just an assemblage of real estate. It is a potential recreation area for millions of people annually. It is within a 2-hour ride by automobile or public transportation of 20 million people, and it will have a capacity for as many as 50 million annual visits a year, depending on how it is developed.

Putting it in less abstract terms, Gateway is a park for the millions of people not privileged enough to be able to afford long vacations or expensive trips. It is for the millions of disadvantaged, whose summer recreation resources are now limited to an open fire hydrant or, if they are lucky, a crowded neighborhood pool, an opportunity which must not be denied them.

We talk so much of preserving our wild lands and scenic vistas. But what is this but rhetoric to the ghetto child of Harlem, who only knows the hot summer streets of his own neighborhood?

The President said we must bring "parks to the people where the people are." To maximize the potential of Gateway, it must encompass certain physical features which, while included in my bill, H.R. 1121, are absent from the administration proposal.

I understand that these hearings today are keyed to the legislation introduced by the distinguished senior Senator from New York, Senator Javits, and his colleagues from New York and New Jersey—S. 1193. So I want to address the differences between that bill, my legislation and the administration bill.

The administration bill, Senator Javits' bill, S. 1193 and my bill all include Jamaica Bay, Breezy Point and Sandy Hook. So I think it

safe to conclude there is substantial agreement on these three elements.

The first element of disagreement arises concerning Breezy Point Cooperative, a complex of some 2,800 dwelling units located on Breezy Point. Both Senator Javits' bill and my bill provide for assumption of ownership by the Federal Government of this property, with the owner being allowed to retain use of the property until either the death of himself or his spouse, whichever occurs later, or for not more than 25 years from the date of acquisition.

On the other hand, the administration bill makes no provision for Federal assumption of ownership or even for Federal regulation of its use and maintenance. I think this unwise. National seashores, national parks and national recreation areas are, by definition, the property of all the people.

The existence of a private enclave within the confines of Gateway would be inconsistent with that standard, and could encourage similar situations in other parks. It could even encourage gradual disposal of park lands to private owners—an eventuality which came very close to reality in the course of the 91st Congress in connection with Point Reyes.

Furthermore, no provision is made for regulation of the cooperative. It would seem clear that, should Gateway be created property values within the cooperative would escalate, with a consequent rise in property taxes.

Should the cooperators not be able to afford these taxes, either one or two results would obtain. Maintenance would deteriorate, or sale would be required. The former would produce an unsightly and even dangerous eyesore.

The latter would result in a windfall to real estate investors who could come in, buy up and construct high rises right in the middle of gateway. Another point of difference between the administration bill, Senator Javits' bill, S. 1193, and my bill concerns Hoffman-Swinburne Islands. Both S. 1193 and my bill include these two small, city-owned islands.

The administration bill excludes them. I think that to be a mistake. Joining these two islands by a landfill would create a 250-acre, mile-long island. The vista they afford would be spectacular, with the great ships of the world passing in and out of New York Harbor.

The Regional Plan Association has estimated that there would be 10,000 visitors a day. The December 12, 1969, report of the Secretary of Interior recommended including Hoffman and Swinburne Islands. That was Secretary Hickel's report in May of 1969.

It is my understanding that the administration now feels that the transportation costs to the islands prohibit their inclusion. Lacking their specific cost analyses, I cannot address this issue head-on.

However, the decision on transportation can be postponed. The issue now is that of ensuring the creation of Gateway as a viable entity. Rather than excluding areas, we should be including them, lest some time down the road, when it is too late to obtain them, their value to Gateway becomes apparent.

Let me say that I certainly hope and believe that Senator Case was being facetious when he spoke of using these two little islands for an animal quarantine station. The matter of the quarantine station is an issue that should be extraneous to Gateway.

In fact, at onetime the chairman of the Department of Agriculture proposed in part of the gateway proposal for animals and that has been resisted vigorously by the Department of Interior, so I am sure Senator Case wasn't really serious.

What I am saying is, let us ensure the future by vision now, rather than rue the past with regret later. Another key difference between the administration bill and my bill concerns Staten Island. The Senate bill, S. 1193, occupies a middle position, so to speak.

The administration bill excludes Staten Island. S. 1193 includes Great Kills Park. However, my bill includes not only Great Kills Park but the Staten Island beaches and the Staten Island greenbelt.

I have been privileged to participate in the annual nature walks conducted through the greenbelt, and I can personally attest to the beauty of this area. It should be preserved. It must be.

I should point out again that in December 1969, the Department of Interior's recommendations included Great Kills on Staten Island. So here again the administration, as I understand it, pleads lack of transportation facilities.

However, Staten Island is connected, both to the New Jersey shore and to Brooklyn, by bridges, and there is ferry boat service between Staten Island and Manhattan. Surely these constitute ample facilities to reach the Staten Island beaches and the greenbelt.

Also, of course, Staten Island would provide another access point to the Gateway National Seashore, and when we contemplate so many millions of visitors, we need that access point. Finally, my bill also includes Manhattan Beach, Brighton Beach and Coney Island Beach.

I am not advocating a Federal takeover of New York City's responsibilities, but I do think that we must bear in mind the underlying premise for gateway—the benefit of the people. Inclusion of these beaches comport with that premise.

As the distinguished members of the committee can see, the potential geographical aspects of Gateway form a considerable jigsaw puzzle. My suggestion, which I urge upon you, is that we err, if we err at all, on the side of overinclusion, rather than restrictiveness.

We have a tremendous opportunity. It must not be lost. Unless the Federal system protects the remaining parklands and beaches and open areas encompassed within the Gateway, these lands may be lost forever.

In closing, let me address one last issue. The administration has under consideration various tolls, user fees, and admission fees. Again, let me stress, the underlying premise for gateway is the needs of the people.

And, stark as the reality may be, it is reality that many people are too poor to be able to afford even a minimal fee to enjoy what is, after all, a God-given right—the right to enjoy the sun and the sea and the land.

Therefore, I urge that no fee system be established which will have the consequence of foreclosing Gateway to those who so desperately need and want it. We must always bear this in mind in analyzing whatever fee is suggested by the administration.

Gateway is literally an opening—an opening to a new perception of our national parks and recreation areas system. The parks are for

the people. Thus far, many of the people have been barred, by distance and by economics, from our national park system. Gateway offers a new day, and a new way.

Senator BIBLE. Thank you very much, Mr. Congressman. That is a splendid statement. I have only one question of you. If we were to acquire everything that is embraced in your bill, can you give us any type of an estimate of what the acquisition cost would be?

Mr. RYAN. The acquisition cost, Mr. Chairman, would be no different because all of the proposals I have made are in public ownership.

Senator BIBLE. How about the homes that you take in on Breezy Point?

Mr. RYAN. The homes on Breezy Point are 2,800 dwellings, which as I pointed out, Senator Javits' bill and my bill would give the right of condemnation. The Department has those cost estimates. I don't have them.

Senator BIBLE. I would think it would be rather expensive and rather high if you are going to acquire 2,800 homes. We will query on that as we go along.

Mr. RYAN. I feel I can provide the answer to that in terms of the objective. I think it well worth the cost for a national seashore and recreation area. I don't really think proportionately, in terms of benefits of this park, it would be—

Senator BIBLE. You may be right. My only point is, what are the costs, and we will find out. Are there questions of Congressman Ryan? Senator Hansen?

Senator HANSEN. Would you have any idea, Mr. Ryan, what it might cost in the way of maintaining this recreation area once it is established—just doing the housekeeping chores, the sanitary facilities, and that sort of thing?

Mr. RYAN. The administration has made an estimate on that, Senator, and I could best refer to their figures. I am sure they would amplify. The annual operating cost estimated by the administration during the first year—might level off—is roughly \$4.3 million at the time of the 5th year of operation.

Senator BIBLE. Are there any further questions?

Senator HANSEN. No.

Senator BIBLE. Senator Bellmon?

Senator BELLMON. No.

Senator HATFIELD. No.

Senator BIBLE. The next witness will be Congressman Brasco.

Mr. BRASCO. Thank you, Mr. Chairman. I have a prepared statement which I would like to submit for the record, and I would just like to make some brief remarks without transgression on your time.

Senator BIBLE. Without objection that will be the order.

Mr. BRASCO. Mr. Chairman, I am pleased to have this opportunity to appear before your community this morning and endorse the concept of a National Gateway Park. I am particularly proud that a major portion of this project is in my own congressional district in New York, and I refer to the Breezy Point unit and the Jamaica Bay unit.

As the previous speakers indicated, it is undeniable that this project would be a boon to New York City. It has an exciting potential as a new kind of park which can serve masses of people and simultaneously

preserve a portion of our own national resources at the very edge of our great city.

Toward that, I certainly endorse it. However, I would like to point out and speak to one of the problems that has been brought to you by all of the previous speakers, and that is the problem of what to do with the Breezy Point Cooperative.

Personally, and I would like to give you just a very brief background, this is a cooperative that has been in existence since 1900. There are three separate communities in the cooperative; one is known as Breezy Point, the other Rockaway Point and the third one Roxbury.

There are approximately 15,000 people who live in this community, not all of them full time. One-third of this population lives in the Breezy Point Cooperative full time during the year.

There are approximately 2,800 houses ranging in price from \$12,000 to \$50,000. There are approximately three churches, and rectories attendant to the churches, shopping centers, post office, theater and in short, it is a viable and living community.

I would suggest very respectfully for the committee's consideration, a version of the bill that I introduced on this particular point in the House. The same point of view has been taken by the administration, that the homes of those living at Breezy Point should not be capable of being condemned by the Government, and that the only time they should be given up is with the consent of the owner.

It seems to me that there would be some wrongdoing in our own logic if we were to remove 15,000 people who happen to live in a beach area and who have struggled all their lives to maintain their homes and build a viable community and move them out so that we can bring and service other people.

Certainly no one is saying that this area should be denied to anyone, but I think it would be inconceivable really, that we would not take into consideration the rights of these property owners.

So, to that extent, I strongly urge the administration's position on this point which fully protects the homeowners of Breezy Point, I would like to just mention something that Senator Javits mentioned and that is the commitment to mass transportation on the part of the Federal Government.

That must go into this project, and if it doesn't, in my opinion, it is liable to be a monumental flop. I represent this area and I lived in and around the area all of my life. Just last year, the inclusion of a shopping center at the corner of Flatbush Avenue and Avenue U, which is one of the main arteries that would lead to the Rockaway Peninsula and Breezy Point, created such a monumental traffic jam that the streets had to be widened at least seven lanes beyond which they existed at the point of just this one shopping center.

So we are liable to have a rather fantastic kind of national park which could hopefully serve the millions that we talk about, but there would be no way of getting in or out of that park unless we have the concurrent Federal commitment to mass transportation and I think that is something we must look into.

In closing I just want to mention one last point that Senator Javits mentioned, and that is the question of Floyd Bennett Field. That, too, happens to be in my district, and the way I am going now, I hope that Senator Case's zoo doesn't go into my district.

In any event, let me say this in connection with that, because the Senator mentioned that there might be an opportunity to use Floyd Bennett Field as the administration has suggested, partially for the National Gateway Park and partially for housing.

Now the city of New York and myself, and indeed, all of the residents primarily have been against the use of Floyd Bennett Field as a housing site, only because it is inappropriate as a housing site.

The plan was to put 180,000 families, a city the size of Hartford, on that particular location with the same kind of transportation problems, while other parts of the city are wasting away.

This is not the issue. The issue is that if we can consider using a portion of this for National Gateway Park and the other portion for housing, we will just be compounding the problem that I believe will exist in terms of transportation facilities to and from this area.

You really have to see it to appreciate it and understand it. It is just a monumental traffic jam at all times of the year, most particularly during the summer months.

I certainly want to thank the committee for extending me the courtesy of their time on this most time-consuming morning, and I would be glad to answer any questions.

Senator BIBLE. You made a very fine statement. As long as you live right in the district you have a lot of firsthand knowledge of many of the problems. Do you have any idea at all or any estimates as to the homes on Breezy Point regarding what their value might be?

Mr. BRASCO. I don't, but Mr Carroll, who is the chairman of the board of directors of Breezy Point—

Senator BIBLE. We will hear from him later.

Mr. BRASCO. He is here. I honestly couldn't give an estimate, but it would be rather expensive.

Senator BIBLE. It seems to me it would, if you have that many homes there. Senator Anderson?

Senator ANDERSON. You talked about a cost of \$15,000 to \$50,000 for these homes.

Mr. BRASCO. I indicated there are 15,000 people who live in some 2,800 homes. About one-third of the 15,000 live there all year round.

Senator BIBLE. How about the values? You made some statement about that.

Mr. BRASCO. I said the homes ranged from \$12,000 to \$50,000 per home. They are all single-family units, one-family homes. Again, they have been in existence since 1900. I understand the chairman of the board of directors of the Breezy Point Cooperative has pictures he could show to the committee of the kinds of homes we are talking about in this area.

It has its own complement of everything that it needs to operate as a viable community, ranging as I said before, from churches to volunteer fire department, ambulances, rescue squad, just everything that they need.

Senator ANDERSON. Do you feel it would be necessary to dispose of them, wipe them off the board so to speak?

Mr. BRASCO. I would hope that we could make a decision that would not wipe them off the board and would allow them to maintain and keep their property, and at their own desire if they wish to do so, sell it to the Government. If not, they should keep it as long as they want.

Senator BIBLE. Senator Hansen?

Senator HANSEN. I have no questions, Mr. Chairman.

Senator BIBLE. Senator Bellmon?

Senator BELLMON. No.

Senator HATFIELD. Mr. Congressman, on the matter of these homes, you do not advocate condemnation procedures?

Mr. BRASCO. I do not, sir.

Senator HATFIELD. Would you agree to a situation of freezing these into a one-buyer market, whereby by official designation, this property would be, at sometime in the future, taken by the Federal Government for incorporating into this general project, thereby, if the owner decides to sell it become obvious that he has but one buyer?

Mr. BRASCO. I would be against that Senator, for the following reason. I think this is the position of the cooperative and there is a great deal of logic behind it. This co-op has been able to maintain itself because of the continuity of ownership. I would be fearful, as is the cooperative fearful, that if we got into the one-buyer situation as you suggest, there might be a tendency on the part of people not to maintain the property as they have been maintaining it in the past and making it more difficult for the cooperative to operate as such, knowing that there would be no continuity.

These are homes, Senator, that when you look at the history of this community, have been handed down in the family from one generation to another and there has been a consistent rebuilding of the area.

I am afraid we might get to a point where there would be little interest in it if we got more into the recommendation you made.

Senator HATFIELD. Do I understand then that you have no future goal of seeing this property incorporated where these homes now exist?

Mr. BRASCO. You are right, Senator. What I am suggesting very simply is what the administration proposes; that the homes should remain in the hands of the homeowners, not subject to condemnation, and the only way they could be disposed of is with the consent of the owner, as you would in any real estate transaction.

Let me say this, if I might, Senator. Knowing the area, this area includes Riis Park, which is a present beach, and Fort Tilden, which is a military installation but is not used, and it is going to include that.

I would suggest that there is the capability of having the Breezy Point Cooperative, as unique as it is, live alongside with the more than adequate National Gateway Park concept. I don't think that there is any inconsistency in the two, and I think there is enough beach and land area to accommodate both the people living in the cooperative and those who would come to visit the park. In other words, there is no shortage of space as far as I can see.

Senator HATFIELD. Do you think that maintaining an island of private ownership would be a long-term proposition?

Mr. BRASCO. Yes, sir.

Senator HATFIELD. Of individual homes?

Mr. BRASCO. Yes; the cooperative consists of individual homes, 2,800 of them, sir.

Senator HATFIELD. We had a situation in our State in which we could not, at any one time, appropriate sufficient funds to acquire the land that we hoped to develop into a major capital mall with various buildings to provide for State agencies.

What we did was designate an area to become a capital mall and by designating that area with specific boundaries, it meant, in a sense, that we were creating a one-buyer market. Whenever those people who owned those houses in that area desired to sell we would appoint an appraiser and they would appoint an appraiser and they would take the average of the two appraisers and offer them that price.

People had every right to refuse it if they didn't want to take that price. In a sense, the State is just waiting out the buyer's decision to sell. That happened some 15 or 20 years ago. We are now almost to the point of having acquired all this land. No one was displaced. It was all by personal choice. The homes were maintained at the high standard which they had been traditionally noted for, and at the same time, the State was able, over a period of time, to accommodate to the homeowners the privilege of living there without condemning their homes.

We didn't specifically say there is a one-buyer market, but just by the circumstances of our having officially designated this as the capital mall, no one else wanted to buy into that. This type of thing could be applied here without displacing people.

Perhaps the second generation would want to maintain the home. But it would seem to me very appropriate to eventually acquire all of this land without the condemnation procedures, but just by designation by the Federal Government that this is eventually to become a part of this project. Would you object to that kind of approach?

Mr. BRASCO. Let me say that certainly the Senator's logic in approach is very good but I think what you are really dealing with here, Senator, and the reason why there is a concept of a National Gateway Park in this area is because it is unique in terms of New York City and in terms of Jamaica Bay, et cetera.

I think what the people of the Breezy Point co-op are talking about is that it has been around since approximately 1900; it is unique in its spirit; it is unique in its ownership and I think it is a question of private ownership; a question of spirit; that this is something that should continue without the possibility of it being snuffed out at one point or another.

I suggest, Mr. Carroll, who is the chairman of the board of directors of the Breezy Point Cooperative could probably elaborate much better than I in terms of its uniqueness and its spirit and the pride of ownership.

Those are the elusive kinds of qualities that get involved in this also.

Senator HATFIELD. Thank you.

Senator BIBLE. Are there further questions?

Senator BELLMON. Mr. Chairman, may I ask one?

Senator BIBLE. Certainly.

Senator BELLMON. Congressman, we are having a little debate up here. How many total hours are involved in this park area?

Mr. BRASCO. The Breezy Point Cooperative consists of 2,800 single-family homes, and they house approximately 15,000 people. One-

third of the 15,000 people live there all year round. The rest are summer residents.

Senator BELLMON. Are these the only dwellings in the area that we are considering for the park?

Mr. BRASCO. Yes.

Senator BELLMON. You have estimated these homes are worth between \$12,000 and \$50,000.

Mr. BRASCO. That is the price range, ranging from \$12,000 to \$50,000. As I said, Mr. Carroll has a further breakdown, including pictures, as to how the co-op looks and how the homes are maintained.

Senator BIBLE. Thank you very much, Mr. Congressman. Our next witness is Congressman James J. Howard, representing the Third New Jersey Congressional District.

Mr. HOWARD. Thank you, Mr. Chairman. I do not have a prepared text and I will be very brief. I do represent the area in Central New Jersey which includes the area known as Sandy Hook which is the last and somewhat afterthought area mentioned during the discussion here of Gateway project.

Sandy Hook is one of the great natural areas in the United States and certainly unique in a metropolitan area such as the New York metropolitan area. I believe that a problem that we may face can be understood better if we just go back a couple of years.

Sandy Hook, under consideration in this legislation, consists of about 1,400 acres of land, all of which is presently owned by the Federal Government, used by their Department of Defense, with the exception of a small 12 acre area at the southern end of Sandy Hook, which is presently owned by the State of New Jersey.

A small portion of this and 400 acres has been used as a State park in recent years. Early in 1967, this area which has beautiful sand dunes, beautiful beaches, a wildlife preserve area, the greatest stand of holly trees in the country, I am told, has been used by fishermen, bathers and also had been used by schools in the local area in their courses in science, until about a year ago.

Unfortunately, the Federal help for this program was taken away. The schools have not been able to use it. But early in 1967, the military stated they were going to abandon practically all of Sandy Hook, 1,400 acres or so.

At that time, in January of 1967, I met with the then Secretary of Interior, Stewart Udall, and representatives of our two U.S. Senators met also. We were urging that if the Defense Department was going to give it up, rather than to see it go into private development or something, we felt the area should be preserved as a national park or national seashore since it is a unique area and New Jersey has no national park or national seashore.

The following day I introduced legislation in the House to create the Sandy Hook National Seashore. Our two Senators introduced similar legislation in the U.S. Senate. Before leaving office early in 1969, the Department of Interior had done a thorough survey and Secretary Udall recommended that this area indeed be made a national seashore.

This was early in 1969. We introduced legislation to that effect again. Several months later, then Secretary of the Interior, Hickel called

many of us from New Jersey and from New York to his office and explained to us his proposal for a Gateway National Park, which would include areas in New York, Staten Island, as well as Sandy Hook.

This would be a very big project. It would also be an expensive project because different from Sandy Hook itself, it would involve a great expenditure of privately-owned land and dwellings in the Breezy Point area and other areas in New York State.

At that time, I indicated and was supported by my Senators, that I was in favor of Gateway completely on one condition, if the moneys appropriated for the development of this park were not put into only land acquisition, thereby holding up the development of the Government-owned area on Sandy Hook.

Secretary Hickel indicated at that time that those Gateway plans at the Sandy Hook area would be the first areas to be utilized and developed, and so we sat back and waited for development and hearings and a further push on the creation of the Gateway National Park.

At the beginning of this new Congress, after waiting for about 1½ years or more, I introduced H.R. 1370, again which would create the Sandy Hook National Seashore—

Senator BIBLE. By itself?

Mr. HOWARD. By itself. I was wondering what happened to Secretary Hickel's proposal. It was with some dismay, a little over a month ago, that we heard from the administration that the administration was abandoning its plans for a Federal Gateway National Park, which moves me in the direction once again of pushing for the Sandy Hook National Seashore.

This past Saturday when I was in my office I received a call from someone in the Department of Interior, telling me that the President was going to be in or over at my district on Monday with our Governor for the purpose of publicizing the development of the Gateway Park, which left me very happy, but also very confused.

So once again, I feel that it would be much better if we were to authorize and approve, in the House first, of course, H.R. 1370, creating the Sandy Hook National Seashore. I notice you asked the New York Congressman the cost of acquisition involved in this park.

In my legislation there would be no cost of acquisition. We would be able to develop on what is presently a State park. The State park has seen eroding beaches over the last few years, because the State of New Jersey, under the present circumstances has been unwilling and in some ways, unable to protect the shoreline, feeling that the Federal Government may take this over.

Senator BIBLE. Might I ask you a question? Where is the ownership to the State park today? Is that in the State of New Jersey?

Mr. HOWARD. No; that is in the Federal Government, I believe. The State of New Jersey paid \$1 a year to the Federal Government for the use of this portion of Sandy Hook since the early 1960's, as a State park, which is operating today but it is owned by the Federal Government.

Senator BIBLE. So that poses no problem of acquisition. That is what I was driving at.

Mr. HOWARD. There is no problem whatever. The only land not owned by the Federal Government is 12 acres owned by the State of

New Jersey, which I believe would be gladly contributed to the Federal Government for this park.

One last point, Senator. I notice in what I have been able to look over in the last day or so, that the first year's authorization for this entire Gateway project would be in the neighborhood of \$45 million, and it is planned that \$39 million of this \$45 million is to be used for land acquisition, which would to me indicate that if we do appropriate less than we authorize, which we usually do, perhaps everything we appropriate the first 2 years may be used for land acquisition and not for the development and erosion control that we need so desperately in the area if we are going to have a successful park.

I am in no way trying to hold back Gateway, Mr. Chairman, but I certainly do not want Gateway to hold back Sandy Hook which has been waiting for so long. I thank you.

Senator BIBLE. You make the point very clear and very understandable. I read you loud and clear and understand exactly what you are saying. I think you make a very compelling case. If we have something completely federally owned as we have now, we should put some dollars in that to develop it so it can be used at an early date rather than wait we acquire, some 10 years from now or whatever, the balance of this project. Is that what you are saying?

Mr. HOWARD. Yes.

Senator ANDERSON. Have you checked the National Park Advisory Committee to see if there is a basis for the national park and what set of standards of those has been checked against Sandy Hook?

Mr. HOWARD. I am not aware of that.

Senator BIBLE. I think what Senator Anderson is asking is has there ever been a recommendation from the Advisory Committee on national parks? If you are not in a position to respond to that, I will certainly ask the Secretary of Interior who is here or one of his assistants.

Mr. HOWARD. The only one I am aware of is the one Secretary Udall made before he left office.

Senator BIBLE. Are there further questions? Senator Hansen?

Senator HANSEN. Mr. Howard, do you know what the utilization of Sandy Hook State Park now is on an annual basis?

Mr. HOWARD. I believe it is about 400 acres. It is a very successful State park. The problem that we have had in the past is that it must be closed to visitors on weekends sometimes as early as 10 a.m. because the area is usually filled at that time.

So far as utilization is concerned, 1,400 acres would certainly accommodate more people.

Senator HANSEN. Do you know how many people use it? Has there been any traffic count?

Mr. HOWARD. There has been but I don't know. I am sure there are some representatives of the area who will testify who will be able to give it to you.

Senator BIBLE. Senator Moss?

Senator MOSS. I do not have any questions since I came late but I did hear, I think, most of the Congressman's testimony about Sandy Hook. I concur in the general idea that if this is already federally owned, it may be we ought to step off right away and start with this

piece rather than hold it back, waiting till be get the whole thing put together.

Senator BIBLE. Senator Bellmon?

Senator BELLMON. Thank you, Mr. Chairman. Congressman, if I understood your testimony properly, you are saying to the committee that there will be no loss in the value of these park areas by separating the two, and that Sandy Hook could be administered effectively and used effectively if it was not tied in with the Gateway Park.

Mr. HOWARD. I am not sure if any more effectively, Senator, but I believe that the Gateway National Park area idea in principle is a better, more splendid idea than merely the Sandy Hook National Seashore.

I am saying that we would be less effective if the development of the Sandy Hook seashore area is held back because so much of our financial effort is going toward acquisition of property in Breezy Point, which would be a bone of contention in this legislation.

I am all for Gateway but not if it is going to hold up Sandy Hook.

Senator BELLMON. Are you suggesting that we have two separate parks, Sandy Hook and Gateway?

Mr. HOWARD. I would hope that we might be able to pass in the House and the Senate, the Sandy Hook National Seashore, which could be done very quickly and to see that being developed while we are passing legislation for Gateway, and the two could be combined later when the time-consuming problems of Gateway are taken care of.

Senator BIBLE. Senator Hatfield?

Senator HATFIELD. Mr. Congressman, what do you estimate to be the cost of development of Sandy Hook?

Mr. HOWARD. I do not have a cost of development of Sandy Hook. I believe that in the present proposal, which I just received yesterday, over the first 5 years that the amount of expenditures for development for the New York State portion of Gateway is somewhere around \$86 million, including the acquisition, and the part for Sandy Hook, \$18 million.

I do know there is an urgent need for beach erosion control operations in the Sandy Hook area amounting to about \$2½ million, according to the Interior Department. I also notice that in the first year appropriation authorization request in the legislation, a total of only \$700,000 would be allocated to the development of Sandy Hook, which would mean in the first appropriation it would be less than one-third of the needed amount merely to stabilize the beach in that area, but I believe \$18 million for the total development is what was in the information that I received yesterday afternoon from Interior.

Senator HATFIELD. The \$18 million would be separate from the ecological problems that you talked about in the beach erosion of \$7.2 million.

Mr. HOWARD. I may be wrong but I think that would be included in that because the first thing we talked about was the beach erosion problem.

Senator HATFIELD. What kind of facilities are you contemplating with that \$18 million figure that relates to Sandy Hook?

Mr. HOWARD. They are contemplating better parking areas, improved beaches, establishment and operation of nature trails in the

area, buildings that would be needed for bathers, refreshment facilities.

They are also talking about when they develop the ferry system of obtaining some land to the west on the main coast of the Sandy Hook Bay Area, which would be utilized for parking for the ferry service that they would wish to use. Whether the ferryboats themselves would be part of that or not, I am not aware.

Senator HATFIELD. Parking facilities, docking facilities, nature trails and food dispensing facilities for \$18 million.

Mr. HOWARD. This is in the first 5 years for New Jersey. You have to understand I didn't hear about this until Saturday afternoon and did not get full information until yesterday afternoon concerning Gateway so I am sure the Interior Department and the Secretary will be able to round these figures up.

Senator HATFIELD. How many acres are involved in this \$18 million facility?

Mr. HOWARD. I believe the share would be part of Sandy Hook because the Coast Guard wishes to keep a small section of it. We do have a Federal marine biological laboratory there. They are taking part of it. The total area of 1,600 acres would, I believe, be 1,400-some-odd acres, which in the State of New Jersey is a very large piece of property.

Senator HATFIELD. It is a very large prospect too. I would like to make some comparisons with you sometime with the Secretary of the Interior on some western development for \$18 million. Thank you very much.

Senator BIBLE. Thank you, Mr. Howard. You are a very able witness. Senator Anderson indicated to me he has one more question.

Senator ANDERSON. Regarding the publication here talking about the national significance of Federal parks and the fact that you ought to have Sandy Hook represent more than just your district. Are you checking this booklet?

Mr. HOWARD. I don't believe I am familiar with that book. I am for Gateway as long as it doesn't hold up Sandy Hook. I am not just looking at my own district, because I believe in a month or so Sandy Hook will no longer be.

Senator BIBLE. I think the point Senator Anderson is making, and I want you to take a look at this because you may not have read it. This is the Criteria for parklands, recreation areas, seashores, lakeshores and national parks. I think Senator Anderson's point—correct me if I am wrong—is that he is not sure that Sandy Hook, standing by itself, meets the criteria which is expressed in this bulletin and he thinks maybe Gateway does meet the criteria.

I believe that is the point Senator Anderson has indicated. Let me furnish you a copy of this bulletin. If you haven't read it you can't very well comment on it or have any statement to make on it. The records will be kept open for some period of time for any additional information you might care to give. It will be very welcome in this committee.

Mr. HOWARD. Thank you, Mr. Chairman.

(The prepared statement of Congressman Brasco follows:)

STATEMENT OF HON. FRANK J. BRASCO, A U.S. REPRESENTATIVE IN CONGRESS
FROM THE STATE OF NEW YORK

Mr. Chairman, I am pleased to have this opportunity to endorse legislation establishing a Gateway National Recreation Area for the millions of residents of the New York City metropolitan area.

I am particularly proud that a major portion of Gateway would be within my own Congressional District. I refer, of course, to the entire Breezy Point Unit and to a part of the Jamaica Bay Unit.

Gateway would be an undeniable boon, a major recreational and natural asset to the New York City area. It has an exciting potential as a new kind of park which can serve masses of people and simultaneously preserve a portion of our natural resources at the very edge of our great city. I wholeheartedly support it.

But Gateway need not and must not destroy the homes of those who already live there. I refer particularly to the 12,000 persons who are members of the Breezy Point Cooperative in my district. I am submitting for the record a brief fact sheet on the Cooperative. It is a remarkable community which must be preserved. Of its 2,800 families, almost one-third now occupy their homes at Breezy Point all year round. The price of Gateway need not and should not be the eviction of these 2,800 families. There will be room enough at Breezy Point for all of the public uses without taking such a drastic step.

I note that S. 1193 does not guarantee the Cooperative's property against public takeover after 25 years, whereas my own bill, H.R. 7609, does so. I would like to submit for the Committee's consideration the language of my bill, because I submit that any bill authorizing Gateway should contain such a guarantee.

Section 2 of my bill reads, "(a) Subject to the provision of subsection (b), within the boundaries of the recreation area, the Secretary may acquire lands and waters or interests therein by donation, purchase with donated or appropriated funds, or exchange, except that lands owned by the States of New York or New Jersey or political subdivisions thereof may be acquired only by donation. When an individual tract of land is only partly within the boundaries of the recreation area, the Secretary may acquire all of the tract by any of the above methods in order to avoid the payment of severance costs. Land so acquired outside of the boundaries of the recreation area boundaries and any portion of the land not utilized may be disposed of by exchange or in accordance with the provisions of the Federal Property and Administrative Services Act of 1949 (63 Stat. 377; 40 U.S.C. 471 et seq.), as amended. With the concurrence of the agency having custody thereof, any Federal property within the boundaries of the recreation area may be transferred without consideration to the administrative jurisdiction of the Secretary for administration as part of the recreation area.

(b) With the exception of the Breezy Point Beach (being the property within the boundary generally depicted on the map entitled "Boundary Map, Breezy Point Beach," number 951-40, 002, and dated June 1970, which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior), the Secretary may acquire lands, waters, and interests therein within the Breezy Point unit of the national recreation area only with the consent of the owner. The provisions of this subsection shall not apply, however, to any property within the Breezy Point unit which the Secretary finds is being used in a manner that does not comply with water quality, waste disposal, or sewage treatment standards established pursuant to applicable Federal or State laws. Nothing in this subsection shall be deemed to limit the authority of the Secretary under any other provision of law to enforce any such standards or to take any measures otherwise authorized by law to abate pollution."

I also hope both Committees of the Congress which consider such legislation will give careful attention to the planning of the Breezy Point Unit to insure that it serves the public without at the same time sacrificing the residential character of the Cooperative's community. Again, I am confident that this can be done, for we are dealing with a resource large and rich enough to meet both needs, and I feel certain that this Committee will strike a just and creative balance.

Introduction.

S. 1193, cosponsored by Senators Javits, Buckley, Case and Williams, provides that the Secretary of the Interior may acquire all private property within the proposed Gateway National Recreation Area boundaries as shown on National Park Service Map No. 951-40,000 dated April 1970. In the case of improved property, the owners may retain use and occupancy for lifetime or 25 years, as they elect.

This is in contrast to H.R. 7609 introduced by Rep. Brasco and also H.R. 6287 introduced by Rep. Murphy which exclude private property, other than ocean beachfront from acquisition for Gateway. It is likewise a departure from the past pattern of Federal seashore and lakeshore recreation areas, insofar as the private property is part of a built-up community. In the past, such communities have been excluded from taking either expressly by the authorizing legislation, as in the case of Fire Island National Seashore, or by mapping the park area to omit them, as in the case of the Cape Cod National Seashore.

The *only* private property within the mapped area proposed for Gateway, as incorporated by reference in S. 1193, is the 403 acres owned by the Breezy Point Cooperative. Since title to that land is held by the Cooperative (a corporation), the 25-year language in the bill would be controlling. Although the Secretary of the Interior would have discretion not to condemn the Cooperative's property, the Cooperative could not continue to exist with such a Sword of Damocles hanging over it, and in short order individual homeowners within the Cooperative would lose interest in the maintenance and upkeep of their homes.

Background of the cooperative.

The Cooperative traces title to its land back to the original 1685 royal grant of the western tip of Rockaway Peninsula by colonial Lt. Gov. Thomas Dongan to John Palmer. In 1887, as part of the settlement of a dispute between the State of New York and the then-owners of the land over title to the foreshore, the New York legislature enacted a quitclaim and release resolution granting the owners title to all land on the western tip of Rockaway Peninsula, which was subsequently interpreted in a court decision to include all of the ocean beach down to the mean low water mark. Thus, the Cooperative, in contrast to most other beachfront owners, presently owns its beach.

The Cooperative itself had its beginning around 1900, when families began to erect tents and buildings on the western tip. Two communities, known as Roxbury and Rockaway Point, were developed and each of them formed a civic association. These communities continued to grow, and in the 1930's a third community, known as Breezy Point, also came into being.

In 1960 these three communities, Roxbury, Rockaway Point and Breezy Point, combined and incorporated to form the Breezy Point Cooperative.

The cooperative today.

At the close of 1970 there were 2743 homes within the Cooperative. Of these, 879 had either been converted or approved for conversion to all-year homes; the balance were summer residences. The population of the Cooperative is approximately 12,000.

Membership in the Cooperative is reflected by stock ownership. The number of shares owned by a member reflects the size and location of his home site and the expense of any alterations or renovations in the existing home on that site or the cost of construction of a new home. Typically, a home site is a 40' x 100' plot. The recent range of construction costs for new homes is from \$12,000 to \$50,000. Thus, there are no mansions, nor are there any shacks. The homes are of varying ages, but they are all of simple, sturdy construction and all are single-family residences. The homes are individually owned.

The Cooperative's property is made up of two tracts, separated by a strip of land owned by the City of New York. The Roxbury Community, comprising some 44 acres on the shore of Jamaica Bay, lies directly north of Fort Tilden. The main tract, consisting of 359 acres and including the Roxbury and Breezy Point Communities, lies approximately 4500 feet to the west of Roxbury and occupies the full north-south width of the peninsula for a transverse distance of approximately one mile. Some 412 homes are in Roxbury, and the remaining 2331 homes are in the larger tract.

The Cooperative includes a small shopping center and several other smaller commercial locations with stores and service establishments to provide necessary goods and services for residents. There are five churches, two rectories, and three community centers (one for each community) within the Cooperative. There are also three volunteer fire departments and two ambulance corps. The Cooperative owns over 35 service vehicles. These include security jeeps and scooters; dump, refuse and pick-up trucks; beachgrading equipment such as bulldozers and front-end loaders; half-tracks and tractors. These vehicles are used for landscaping, maintenance, refuse collection, hauling, and a variety of tasks involved in the servicing, maintenance, refuse collection, hauling, and a variety of tasks involved in the servicing, maintenance and upkeep of the Cooperative. There are over 100 service and office employees under the supervision of a general manager.

Other statistics include 91,000 feet of water mains and 111 fire hydrants, 750,000 square feet of community parking, 91,000 linear feet of sidewalks, and 28,000 linear feet of paved roads.

The Cooperative is truly a community, not just a corporate entity. It is the largest residential single-family home cooperative in the United States, so far as is known. While it is basically controlled by its membership and preserves much of the tradition of the town meeting, day-to-day supervision of the Cooperative and its paid staff is vested in an elected Board of Directors. The Chairman of the Board is Mr. John J. Carroll and the President is Mr. Frank O. McNally. The General Manager of the Cooperative is Mr. Joseph W. Stehn.

Senator BIBLE. Thank you, Mr. Congressman. Our next witness is Senator James L. Buckley, the distinguished Senator from the State of New York.

STATEMENT OF HON. JAMES L. BUCKLEY, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator BUCKLEY. Thank you, Mr. Chairman. I am very pleased to be able to join with Senator Javits and my colleagues from New Jersey in urging this committee's favorable consideration of a Gateway National Recreation Area to serve the New York-New Jersey metropolitan region.

In a part of the country which has had so little public land available for recreation and preservation, I believe we are presented with a unique and irresistible opportunity. I know that this committee is keenly aware of the desirability of preserving the Nation's shoreline as a recreational resource, and to make it available wherever possible for public use.

The establishment of a Gateway National Recreation Area is consistent with the aims of your own proposal, the National Open Beaches Act, which urges that new means be found to protect the Nation's ocean shores and to preserve public access to ocean beaches.

If shoreline beaches which are adaptable for outdoor recreation are a scarce resource, those which are readily accessible to urban areas are scarcer still. Yet it is here that the needs are the greatest.

By creating a national recreation area within easy access to so many millions of our citizens, we will diversify and strengthen our national parks concept. We will balance the need to preserve wilderness with the need to provide recreation areas for the enjoyment of so many.

Mr. Chairman, I welcome the administration's bill to establish Gateway. In particular, I find a constructive change in the administration's provision to exclude the Breezy Point Cooperative unit from acquisition, unless the owner consents.

New York State is fortunate to have another unique recreational institution in its Adirondack State Park and forest preserve, a vast area which is checkered with private and public holdings.

I believe this symbiotic arrangement can also work successfully at Breezy Point. What is important is that the public have access to the beach and to the water. This is assured in the administration's proposal.

The inclusion of Floyd Bennett Field, in part or in whole, I believe requires further study to determine whether this use, or some alternative use, will yield the greatest benefit to the people in the metropolitan area.

I am certain this committee will provide the necessary study to make that determination. I am pleased with the care and balance reflected in the Department of the Interior's long-term plan to develop the recreation area's several units and to provide adequate, efficient transportation.

For the present, I wish to emphasize the desirability of moving quickly, but judiciously, to set aside the properties for the general purposes provided in the administration bill and S. 1193.

I commend them both to the committee, with the confidence that experience and wisdom will create an exemplary recreational facility.

Senator BIBLE. Those are fine statements, Senator, and I appreciate your appearance here this morning. Are there questions of Senator Buckley? Senator Anderson?

Senator ANDERSON. I would just like to be sure that you wanted to raise these criteria on national parks. We did it many years ago on Cape Cod seashore policy. I might say I hope that you check it very carefully, and I know you will, to make sure this is justified.

Senator BIBLE. Senator Moss?

Senator MOSS. I have no questions.

Senator BIBLE. Senator Hansen?

Senator HANSEN. No questions.

Senator BELLMON. No questions.

Senator HATFIELD. No questions.

Senator BIBLE. Thank you very much, Senator Buckley. I appreciate your appearance here. It appears that Senator Williams has just come in the hearing room. We are very happy to hear from him now if he is prepared and ready?

STATEMENT OF HON. HARRISON A. WILLIAMS, JR., A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator WILLIAMS. Mr. Chairman, I, of course, appreciate this opportunity of appearing before the committee in support of the Gateway project. I applaud the committee, its Chairman, Senator Jackson and members for moving with such dispatch on this measure.

In talking about the Gateway project, Mr. Chairman, it certainly is no exaggeration to say we are discussing a priceless, irreplaceable national resource. We are talking about prime recreation lands located in the most densely populated portion of our country.

The Gateway project will serve 15 million people who live within a 2-hour drive of the facility as well as others from all over the country.

On an annual basis, it is estimated that 50 million people will utilize Gateway when it is fully developed.

This means that every day approximately a half million people will be benefiting from the swimming, fishing, boating and other recreational aspects of Gateway.

We in New Jersey have realized the potential value of this development. The major aspect of the Gateway project in New Jersey is the 1,700-acre Sandy Hook Peninsula. Some years ago, I was very pleased to be able to help New Jersey secure a portion of that area and 460 acres of it is now used as a State park.

I would say that I can recall just 10 years ago, Secretary Udall responded to an invitation extended to come to Sandy Hook to look it over. We were on the Hook for about 10 minutes and his words were, "This is the conservation find of the year. You will get your park." We got it last year; 710,000 people visited that park and countless others were turned away each day when the capacity of the facility was reached.

So, I think it is clear when we talk about the potential usage of the whole Gateway project, the projected estimates of how many people will benefit are not exaggerated. Mr. Chairman, the chairman of the full committee, Senator Jackson, honored our State recently with a visit and saw firsthand how densely populated this area is. You can well imagine the pleasure it will give people to be able to leave our teeming cities and spend a day in the outdoors.

Quite simply, it is a matter of putting parks where the people are and where the greatest need exists. Obviously, I was delighted when the President endorsed the concept of Gateway. As you know, in his environmental message, the President implied that the lands included in Gateway should be developed by the States of New Jersey and New York.

Both States would have been happy to take upon themselves this development. We are talking about an estimated cost of \$100 million and this obviously is beyond the fiscal capacities of our States which are already desperately pressed just to meet basic needs.

Fortunately, the President has changed his mind. Subsequent to his environmental message, the Senators from New Jersey and New York, in a bipartisan move, introduced legislation to create the Gateway National Recreation Area.

After that bill was introduced, Senator Jackson paid a visit to New Jersey and announced at that time your support of the plan as well as revealing that you would start hearings today. This announcement, coming from one of the most esteemed and effective Members of the U.S. Senate, was greeted with great joy in the States of New Jersey and New York.

I think it is more than coincidental that subsequent to this statement the administration would reverse itself and came around to Chairman Jackson's way of thinking. The millions of people in New Jersey and New York can only express heartfelt thanks for his help in moving this project along.

I note there is a marked similarity between the administration's bill, which I understand will be introduced or has been perhaps by Senator Allott, and the bill, S. 1193, introduced by the four Senators

from New Jersey and New York; so much a similarity, in fact, that I, as one of the cosponsors of S. 1193, have also indicated willingness and desire to be a cosponsor of the other bill.

I think it is excellent that the differences here are so small as to be easily resolved, and the similarities so great that a fairly high level of agreement might be obtained in the Senate for passage.

I would, however, like to mention a few concerns which I have regarding the proposed national park. The suggestions I would like the committee to take into consideration I would respectfully ask that in its deliberations the administration proposal contains not only a definite limitation upon the total acreage which can be devoted to the Gateway area, but also contains, and this is unlike S. 1193, a prohibition on transferring other excess Federal properties to the area in the future.

I don't think that the opportunity for future transfers of Federal property should be precluded altogether, in view of the continuing and expanding need for recreational areas in the metropolitan area.

I also feel the need to provide an urban recreational experience is a pressing one, sufficiently urgent that development should begin as soon as possible on the lands which are already available to the Federal Government.

There is no need to elaborate upon the reasons for opening up these recreational areas for the use of as many as possible as soon as is practicable. They are evident to anyone who has witnessed the vacant lots strewn with broken bottles, in which teenagers must play stickball and the pathetic sight of scores of youngsters forced to seek summer fun in the spray of a single fire hydrant.

In order to realize the potential of Gateway at the earliest possible moment, I will be offering an amendment to S. 1193, which quite simply urges the Secretary to move ahead as quickly as practicable to develop those lands which are available for improvement.

I also believe that haste is required if we are to arrest the continued deterioration of the shore area from erosion. I hope the Secretary of Interior could be instructed to take such factors into consideration in the planning and development of the Gateway National Recreation Area.

As of the present time, the priorities of the development program are not specified and to a large extent they are uncertain. This attempt to develop the area environmentally can only be successful through the active cooperation of the many governmental units involved.

I share the hopes of those who see the Gateway as a model for the development of other national recreational areas located within reach of our bursting urban populations. I say again my thanks for this opportunity, Mr. Chairman.

Senator BIBLE. Certainly, and I appreciate your statement, Senator Williams. I know of your longtime interest in this project, and it is my intention—I am happy that we have such a large attendance on the subcommittee today—to pay a personal visit to this area within the very near future.

You can't actually understand the problems of a complex area such as this, and it is complex, without going up and taking a look. So we are going to try to work out a mutually acceptable time to spend a day

up there to do a thorough job of a physical inspection. I hope as many members of the subcommittee as possible can join me.

Senator WILLIAMS. I would hope, Mr. Chairman, you would have time to do it not only from the air, but to touch down at Sandy Hook.

Senator BIBLE. We have been over many of the park areas in the United States. We first look at it in the air, then we take a boat, then we take a sand buggy, then we take ponies, Senator Anderson?

Senator ANDERSON. I have nothing.

Senator MOSS. I appreciate your statement, Senator Williams. Congressman Howard urged that perhaps we ought to move ahead on Sandy Hook because it is federally owned and we could acquire that or jurisdiction could be transferred, let's say, it could be made into a seashore area at once while we went through the acquisition process and the rest. What is your view on his proposal?

Senator WILLIAMS. The idea that Congressman Howard advanced is included in the amendment that I will offer at the appropriate time, indicating priority uses to move in as soon as possible in those areas where acquisition is not a problem.

In the case of Sandy Hook it is all Federal with the exception of a smaller State park and that would be immediately available too, so there is no problem here in acquisition.

Senator MOSS. Then as the acquisition proceeded, the whole thing would be put together and administered as one unit. Is that the way you view it?

Senator WILLIAMS. Exactly. I would see the whole Gateway as the objective and I would hope that legislation would be passed, and after that as the law, to move immediately into those areas where the lands are now ours.

Senator MOSS. Thank you.

Senator BIBLE. The Senator from Wyoming.

Senator HANSEN. I thank you for your presentation, Senator Williams. You have cleared up a point that concerned me too. As I understand, you said that you would hope some priorities could be observed, that those areas already in public ownership could be developed first.

I take it you would not necessarily go along with the idea of trying to set aside a separate State park, but rather to impress the whole area as a recreation area. Am I right about that?

Senator WILLIAMS. My objective is gateway over all and within that, in terms of time and development, to go with those that are most easily available for the purposes of the Gateway National Park.

Senator BIBLE. The Senator from Oklahoma.

Senator BELLMON. Thank you, Mr. Chairman. Senator Williams, one of our earlier witnesses testified that it would probably cost \$18 million to develop this 1,400-acre area which already belongs to governmental entities. Do you have figures estimating the cost of development?

Senator WILLIAMS. I don't. One of the development needs as I see it is to deal with the erosion of the shoreline. I don't have any specific figure on what it would take to improve that shoreline.

I do know that a hydraulic dredge, and it is in a situation where dredging and filling the beach is most economical in this area because

the dredge can operate in the inlet or bay side just across the spit of land which Sandy Hook is right on to the beaches, is not an expensive operation.

The estimate is \$18 million for the total development. Frankly I don't know what that includes in terms of housing and other facilities. I will say the major expense of all of the gateway, and we are not burdened with the New Jersey part because there is no acquisition, demolition or private property, so I would think \$18 million would be an upper limit to the cost of development.

Senator BIBLE. And we will develop that very thoroughly when we hear the Department witnesses. Senator Hatfield?

Senator HATFIELD. Senator Williams, awhile ago Congressman Howard commented about the beach erosion that was going on. I believe you referred to this too. Beach erosion projects are generally handled by the Corps of Engineers. I would like to ask whether or not a project has been proposed to the corp to correct this problem?

Senator WILLIAMS. Yes. My reaction to the Army Engineers responding to the needs of our coastline is that they do a good job with the limitation of money that is provided them. Not enough has been provided and it is obvious to me, as I view this one section of shoreline, the erosion is great indeed.

Their capability is all that it needs to be. Their knowledge of how to do it is adequate. The only limitation is in the resources that have been made available to them.

Senator HATFIELD. Do I understand that it is your view that under their normal operating procedures of responding to the needs of this general area that all that is needed is additional funding to correct this beach erosion on Sandy Hook, or would it necessitate a special project to be studied and improved by the corps and then funded?

Senator WILLIAMS. I believe their studies are adequate to proceed if they have the money to do it. There are a lot of shore lawyers that tell me their approach to protecting the beaches is wrong. I can't pass judgment on that. I would trust the Army Engineers.

Senator BIBLE. A very fine line of questioning I think; one that we will explore in depth with the Park Service and Secretary of Interior and the battery of witnesses that will next be before us. Thank you very much, Senator. I appreciate your appearance here. It is 10 minutes of 12. I intend recessing at 12:15. We will start out with the Secretary of Interior and stand in recess until 2 and attempt to finish the witnesses today.

I use the term "attempt" advisedly since there is obviously great interest in this and nobody is going to be shorted on time. The next witness is Secretary Morton with accompanying witnesses.

STATEMENT OF ROGERS C. B. MORTON, SECRETARY OF THE INTERIOR, ACCOMPANIED BY MESSRS. HARTZOG, HOFE, AND BRACKEN

Mr. MORTON. Thank you, Mr. Chairman. I have with me on my right a gentleman whom you know well, Director of the National Park Service, Mr. Hartzog, to my left the Director of the Bureau of Outdoor Recreation, Mr. Hofe, and beyond him, Mr. Bracken, our legislative counsel.

Mr. Chairman and members of the subcommittee, it is a pleasure for me to appear in support of the administration's proposal to establish a 23,000-acre Gateway National Recreation Area at the mouth of the New York Harbor in the States of New York and New Jersey.

It is an exciting plan, and one that would afford a unique recreational opportunity for millions of persons who live in the densely populated New York metropolitan area. Our proposal is unique, too, in that it will provide for permanent preservation of open space through careful development of land and water already subject to public administration.

A commitment of Federal resources for this purpose, and unified administration by the National Park Service will make possible the achievement of a goal now beyond the reach of any other single political subdivision.

In announcing the administration's proposal for Gateway, on Monday, President Nixon described it as "one of the most significant steps the Federal Government has taken in cooperation with State governments perhaps in this century."

The extent of that cooperation, I think is reflected by the support we have received from Governor Rockefeller, Governor Cahill, Mayor Gibson, Mayor Lindsay, as well as members of the New York and New Jersey congressional delegations.

All of us recognize that, while primary responsibility for recreation development must rest with local government, the Federal Government has an important role in assuring the preservation of our natural environment and in providing assistance for the development of regional urban parks.

Since the Department of the Interior undertook its initial Gateway studies in May of 1969, we have explored several alternatives, one of which is embodied in S. 1193. A further survey of available resources led to the transmittal on Monday of this administration's proposal for establishment of the Gateway National Recreation Area.

Our bill would authorize the acquisition and development of three separate units—Breezy Point, Jamaica Bay, and Sandy Hook—comprising a total of approximately 23,000 acres. Included within the boundaries are 7,000 acres of land, 16,000 acres of marsh and submerged land, 10 miles of ocean beach, and features of historic significance.

A ferry system would link the units and, in conjunction with existing mass transit systems, would place Gateway within reach of millions who might otherwise be deprived of this natural experience. We will be happy to answer your questions.

Senator BIBLE. Who will your star witness be insofar as going to the map and pointing out what the proposed, ownership patterns are and how much you have to require, et cetera?

Mr. MORTON. Director Hartzog.

Senator BIBLE. Mr. Hartzog why don't you take the position by the easel and point out this whole project and tell us what it is all about.

Mr. HARTZOG. Thank you very much, Mr. Chairman. This is a vicinity map. It shows the three units of the recreation areas, Jamaica Bay, Breezy Point, and Sandy Hook, in relationship to the States of New York and New Jersey.

Senator BIBLE. Select a point in downtown Manhattan and give us the mileage approximately. Is it about 20 miles from downtown Manhattan?

Mr. HARTZOG. It is about 15 miles from Times Square to Coney Island I am told, by the subway.

Senator BIBLE. Fifteen miles from Times Square, the starting point, to Coney Island. When we get to Coney Island, how far are we from Breezy Point?

Mr. HARTZOG. Coney Island is in the vicinity of a couple of miles from Breezy Point. This is a development plan, Mr. Chairman, and what is proposed is a ferry service from Coney Island to Breezy Point, a ferry service from Belford, N.J., where we propose to acquire a 40-acre site for administrative support service to Sandy Hook, and then a connecting ferry between the Coney Island terminal and Sandy Hook, where docking facilities would be developed.

Starting at this end of Breezy Point, moving eastward, we have about 232 acres owned by the city of New York, called the Point. This next section of property is part of the Breezy Point Cooperative property about which you have heard. We propose to acquire the public beach in front of that cooperative.

Next to it was a proposed high-rise development that has already been condemned by the city of New York for park purposes. This small area you see here is another segment of the Breezy Point Cooperative which would be excluded from acquisition but included within the boundary of the area.

We would include land behind it that the city already owns. Next you have Fort Tilden, which would be made available as the military need for it ceased. Next to that is the Jacob Riis City Park where there are parking lots for 9,000 cars.

The boundary of the Jamaica Bay complex goes around and excludes the Broad Channel community. This is a community of about 1,050 homes in the area which we have excluded, but which is included in some of the legislation pending.

We eliminated it because of the relocation costs involved under S. 1, which would be in the vicinity of \$7½ million to relocate these people who are now under 5-year permit arrangement with the city of New York.

At the end of Kennedy International Airport is the Shore Parkway, and we intend taking in these city parklands here and taking 1,286 acres of Floyd Bennett Field. The reason for the addition of Floyd Bennett Field to the Jamaica Bay complex—and this was again referred to by the distinguished gentleman that preceded us here—is that whatever happens in the development of Floyd Bennett Field has an important impact on the preservation of the ecological and natural values in Jamaica Bay.

Senator BIBLE. Who has title to Floyd Bennett Field?

Mr. HARTZOG. It is the Navy. It has not been declared surplus, but it is indicated as excess to their needs at this time. We would propose also that here, because much of this is filled land, that this is the only real solid ground for extensive recreational development within the Jamaica Bay, if you are going to maintain the quality of the natural environment as it exists elsewhere.

It is not that we don't propose some development in the wildlife area, because as a matter of fact, we propose elevated trails and environmental educational centers, taking advantage of the natural resources that exist in Jamaica Bay.

On Sandy Hook, approximately 745 acres of Ft. Hancock is under lease from the military to the State of New Jersey for a State park and 12 acres of State-owned land which is at the end of Highway 36 at the southern tip of the peninsula is all eventually proposed for inclusion in the national recreation area. The Coast Guard facility, which is located at the end of Sandy Hook, now occupies about 4.5 acres. Does that respond to your question?

Senator BIBLE. I thought it was a good start. We have a long way to go. What is the number of acres that you are going to privately acquire and where are they located?

Mr. HARTZOG. We are going to acquire 40 acres at Belford on the New Jersey side. We are going to acquire the beach in front of the cooperative, and this is an 89-acre tract. Part of the title to this beach is in litigation.

Senator BIBLE. The only thing you are going to acquire on the New Jersey side is the small acreage. Why do you acquire that?

Mr. HARTZOG. We have to have an administrative support service here, Mr. Chairman, and also to provide docking space for the ferry service to serve Sandy Hook.

Senator BIBLE. What are the alternative ways we have to get to Sandy Hook? Is the ferry the only way you can get there?

Mr. HARTZOG. You can get there by Highway 36, but that is one of the reasons there is such a limited use in Sandy Hook now—only about 800,000 last year—you simply can't get in and out of the place.

Senator BIBLE. Why?

Mr. HARTZOG. Because of the congestion of this Highway 36.

Senator BIBLE. Is it a bad highway?

Mr. HARTZOG. It is just a multitude of automobiles.

Senator BIBLE. And lots of people?

Mr. HARTZOG. Yes, and the same thing applies to Riis Park.

Senator BIBLE. Wait, don't get away from New Jersey. Is that the only thing you are going to acquire in the New Jersey sector of Sandy Hook?

Mr. HARTZOG. Right.

Senator BIBLE. That is the only thing you could acquire there by way of land acquisition. We will go into the development at a later point. That is all you are going to acquire in New Jersey.

Mr. HARTZOG. Yes, sir, that is all we are going to purchase in New Jersey.

Senator BIBLE. You are going to acquire the other free.

Mr. HARTZOG. Yes.

Senator BIBLE. That is the best possible price.

Senator BELLMON. Mr. Chairman, before we leave New Jersey, where would all this multitude of cars and this 40-acre tract be put? Where are they going to park after they get there?

Mr. HARTZOG. We propose parking facilities in this 40-acre tract. It will probably have to be a multilevel structure.

Senator BIBLE. Will there be any parking facilities within the Sandy Hook area proper?

Mr. HARTZOG. Yes, there are parking facilities there now. We propose to maintain them.

Senator BIBLE. You say there is a State park there. Do you have the visitation figures for the State park?

Mr. HARTZOG. Yes, about 800,000 this past year.

Senator BIBLE. 800,000 people visit that State park at Sandy Hook annually?

Mr. HARTZOG. Now. We project a visitation of 4 million after 5 years.

Senator BIBLE. On just Sandy Hook alone?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Do you pay entrance fees and charges to come into the Sandy Hook area?

Mr. HARTZOG. We are studying this matter now as to what kind of user admission fee schedule might be appropriate for the services provided here, not only for parking but for the ferry operation.

The matter of an admission fee is one that at this point appears not to be feasible because of the inability to control all the points of access to these islands. One of the criteria that we have followed in trying to establish admission fees as distinguished from user fees in the national park system is that there be controlled points of access so that everybody is treated alike in terms of paying admission fee.

Senator BIBLE. Let me go on to the balance of the acquisition, which would be in New York, as I understand.

Mr. HARTZOG. Our proposal is to acquire approximately 89 acres of beach land in front of the Breezy Point Cooperative. The title to a portion of this is in litigation between the State and the cooperative, and of course, we are not going to purchase anything if the suit comes out in favor of the State. We will probably enter into a lease for it, because the State has a constitutional bar that requires payment for the disposition of land that they must dispose of.

But 89 acres altogether is what we propose to acquire, regardless of how the litigation comes out.

Senator BIBLE. Who can go on that 89 acres of beach land today, just the private owners of Breezy Point?

Mr. HARTZOG. It is in dispute. But I think about 51 acres of beach are not in contention and the balance of it is in contention or in litigation in the case of the construction at the end of Breezy Point.

The cooperative, of course, is claiming it is accreted land and they are, therefore, entitled to it.

Senator BIBLE. What would the future handling of that be? If I had a home at Breezy Point—one of those \$12,000 to \$50,000 homes as previously mentioned—how would I get down on this beach?

Mr. HARTZOG. You would walk down. In other words, this is one of the things, as the distinguished gentleman from New York was explaining, that you really almost have to see to believe, because this is a self-contained cooperative with complete open street access to the beach, but with locked gates across the main thoroughfare that goes down Breezy Point.

In other words, this is truly a self-financing cooperative, and those people that live there have free access to the beach. They just walk down into the street and right on to the beach. This is one of the reasons why we don't believe it is feasible to try to talk in terms of

an admission fee as we would, for example, at Yellowstone where we have controlled entrances for any and everybody who comes in there.

Senator BIBLE. If I wasn't an owner in the Breezy Point Cooperative, could I go on that beach today?

Mr. HARTZOG. You could, of course, walk across because the Jacob Riis State Park is down here, Fort Tilden is down here, city-owned property is at this end, and a public street goes all the way through it, so obviously there are people who walk along this beach who perhaps do not live in the Breezy Point Cooperative.

But you couldn't drive your car into the Breezy Point Cooperative and park it on the street and walk down to the beach. You would have to get there from somewhere else along the beach. One of our proposals is that we would service this area with an internal transport service, simply in order to try to manage the traffic in front of this cooperative.

Senator BIBLE. What means are available to me to reach Breezy Point today?

Mr. HARTZOG. You come across the Marine Park Bridge into a 9,000-car parking lot in Riis Park. It is owned by the Triborough Bridge Authority. I am told that that parking lot is seldom, if ever, filled because the jam of traffic on this highway is such that by the time some of the people get there in the afternoon there are enough people who have left in the morning so that the capacity has not been reached. Our figures include the cost of acquiring that parking lot.

Senator BIBLE. How many acres do you acquire in New York?

Mr. HARTZOG. We have a total of 89 here and this is a 50-acre parking lot. If it is ultimately decided that it should be acquired, that would be a total of 139 acres of nonpublic property being purchased.

Senator BIBLE. Is that the total amount of private acreage that you propose to acquire in New York?

Mr. HARTZOG. Yes, sir, and not even that much if this lawsuit is determined in favor of the State.

Senator BELLMON. Mr. Chairman, it has been testified that this Marine Park Bridge is so congested that even 9,000 cars a day don't even get into the parking lot. Do you propose to solve that problem?

Mr. HARTZOG. Yes, sir. There is subway service into the Coney Island Terminal and this is one of the reasons why we feel a ferry service is imperative from this subway terminal into Breezy Point in order to make it accessible.

Senator BELLMON. Do you think a lot of visitors will be able to come without automobiles?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Very well. Ninety instead of 50 gives you 179 acres that you propose to acquire in the State of New York. Are there questions from anybody on the committee insofar as acquisition is concerned?

Then I am going to move you into developing and how you plan on developing.

Mr. HARTZOG. Mr. Chairman, we propose to develop an area in the Jamaica Bay unit at the end of Broad Channel for elevated trails, an interpretive center, environmental education and maintenance area.

In the Canarsie Park area we will have a fishing and boating pier, recreation building and a picnic area. At Floyd Bennett Field, which

would be the most intensively and extensively developed recreational land in the Jamaica Bay unit, there would be fishing, group camping, environmental education, outdoor sports, games, picnic grounds, playing fields and open space.

Hopefully, when this pollution problem is resolved in Jamaica Bay, there will be swimming at Floyd Bennett Field. Of course, we would hope to utilize the existing terminal facilities of Coney Island for the ferry shuttle service.

On the tip of Breezy Point there would be a fishing jetty, a beach bathing center and nature trails. In the central promenade area there would be a ferry terminal, a central promenade with accessories for beach supplies, an orientation-recreation center, a highrise cultural and overnight center.

Here, Mr. Chairman, a developer had built a number of structures designed for apartments as well as a shopping center. The city condemned it for park property and two very fine highrise or apartment structures are there in skeleton form.

We would propose that it be used for a camping and environmental education program, utilizing those existing structures, because we can accommodate a great many young people in these facilities from group camps and school groups.

Senator BIBLE. Mr. Hartzog, will you pardon an interruption at this point. Three lights on the clock indicate we have a live quorum call. I indicated we would recess at 12:15 p.m. I know the busy schedule of the Secretary of the Interior, and I have no questions of him.

I would ask if there is anyone on the committee who would like to ask questions of the Secretary, because we will resume at 2:00 p.m. I think Mr. Hartzog, Mr. Hofe, and Mr. Bracken should be back at 2:00 p.m. We are going to have some motion pictures. This will give us a better idea of what it is about.

I have no questions but I would defer to other members of the committee.

Senator Hansen.

Senator HANSEN. I have just one, Mr. Secretary. You have heard the proposal made by the distinguished Congressman from New Jersey. I ask you, is it your recommendation that the entire Gateway Recreation Area be considered as an entity rather than the development, dedication and establishment of the Sandy Hook as a national park?

Mr. MORRISON. Senator, I don't believe it has been established that the Sandy Hook property alone would meet the criteria of a national seashore or a national park. Let me add, I think this whole thing has been somewhat confused by the fact that there is a great deal of private land to be acquired on the New York side.

Actually, we feel that it is necessary to acquire the Belford property in order to get people to Sandy Hook in greater numbers than is possible now in visiting the State park, because there is a traffic problem.

If you take that into consideration you will see that the amount of public land, either in the hands of the military in Floyd Bennett Field or in Fort Tilden as well as the city parks in New York pretty well offset each other.

So actually, from a developmental point of view, you should balance the program in such a way that you provide, as early as practicable, good use of the area and continued development simultaneously.

Senator HANSEN. Recalling the recommendations of the Outdoor Recreation Resources Review Commission, is this proposal now in its fullest conformity with their number one recommendation that you bring recreation opportunity, as nearly as you can, to the people?

Mr. MORTON. It is in full conformity, Senator Hansen, and also this property is so unique in that it does meet all the criteria of the National Recreation Area.

Senator BELLMON. Thank you, Mr. Secretary. One of the witnesses this morning expressed concern that development of both these areas simultaneously would use all the funds for acquisition and there would not be funds available for development of facilities. In your mind is this a real danger?

Mr. MORTON. No, I don't think it is, Senator Bellmon, as actually acquisition funds are always separately authorized from development funds by the Congress, and the urgency for the development of this area exists. I don't feel there is a real danger here. I think the Appropriations Committee, at the proper time, will address itself to the division of those two groups of moneys.

Senator BELLMON. There is no reason in your mind why development and acquisition can't proceed at the same time?

Mr. MORTON. No reason whatsoever.

Senator BELLMON. That is all, Mr. Chairman.

Senator BIBLE. Senator Hatfield?

Senator HATFIELD. Actually, my question is a followup question to Senator Bellmon's. Mr. Secretary, we have had on this committee many hearings and many excellent projects which have been proposed and supported by various Congressmen, Senators, and the Interior Department, and I understand, of course, with most people the difference between authorization and appropriation.

Mr. Chairman, I don't know whether it would be helpful to the committee. It would certainly be helpful to me. I am hopeful that it would be helpful to the committee if we had some sort of a list of priorities from the Interior Department as to these various projects which they have indicated their interest and their support, realizing that the land and water conservation fund has certain limitations and other appropriation sources represent certain question marks.

I think it would be very helpful to me, for many reasons, but I draw an analogy to the Corps of Army Engineers projects. I believe the figure now is some \$10 billion of such projects that have been authorized but not funded that are in the pipeline so to speak.

I think this is confusing to the people of this country, as well as to Members of Congress as it is to me. It would be very helpful, and I hope the chairman will find it so, if the Secretary could indicate to this committee, within the various projects which he or representatives of the Interior Department have been here and testified in behalf of, such list of his priorities so that we would know how hard to push for this particular one that we are hearing today.

He told me it is going to cost \$18 million to build some privies and parking lots and some ferry slips and so forth. This is a tremendous amount of money, and especially as it relates to other projects that have been here in the past and which have indicated great merit, and so forth.

That is my request, Mr. Chairman, if it is appropriate to make at this time.

Senator BIBLE. It is certainly appropriate. I think we develop that every year in the Appropriations Committee. George Hartzog from the Park Service, Ed Cliff of the Forest Service, and the Corps of Army Engineers, on the projects where they had some recreational responsibility, always furnished us a list of their priorities.

I am very glad that you made that request of the chairman to the Secretary so that he coordinates and indicates what all of the priorities are in all of these recreation-oriented areas; that includes the Park Service. It does include the Forest Service and it does include the Corps of Engineers.

We will ask the staff to coordinate it. You get a list of priorities insofar as the Park Service is concerned. If my memory is right, if we have \$300 million in our hands right now, that would be barely enough to acquire the lands that we have already authorized.

I think that figure is in the ballpark, and I think over and above that you would have to have something like \$1 billion to develop all the projects we have authorized to date. We have a big chore ahead of us and I think it well that you commented on that because we have got to know where this project fits in the scale of priorities.

Certainly the need, the pressures, and the demand is there and we will try to accommodate them.

Mr. MORTON. Some of the priorities, of course, are being influenced by environmental considerations that have been brought about as a result of the National Environmental Policy Act of 1969. These are priorities that would affect various kinds of projects with significant environmental impact.

I realize the problem and I, of course, have wrestled with the same problem over the year as a Member of Congress. I have one ray of hope which I think should be part of the record here today, and that is that we are now on an escalating phase of appropriation and release of funds for projects in this area.

The construction budget request for 1971, actually allocated for this purpose, was \$41 million. I am talking about the Park Service budget. Forty-one million was approved in 1971, and \$64 million was approved for 1972.

On my way up here I had quite a discussion with the Director as to what is our maximum efficient utilization of funds in the construction and development field. He thought about that considerably and there is a limit to how fast we can escalate our capacity to develop these projects efficiently and maintain the kind of standards that we have to.

We are not in that ballpark yet, but about \$40 million a year more than the \$41 million is approaching it, so I think we are on a trend now where, in terms of national priorities, the spectrum is brightening as far as park development, park acquisition, and conservation projects are concerned, moving priorities, hopefully, away from the necessity and the requirements of Defense Establishment pressures.

I think we are on the right side of the coin at this point in time. We will try and develop this. It must be understood, however, Senator Hatfield, that it is a reasonable and flexible thing because studies are continuing. There are also local considerations that develop.

In many cases there is required action by State legislatures which has a lot of influence on this. This is a matter which the Appropriations Committees of both the House and Senate get into in great detail.

I would like to point out one thing. It seems \$98.148 million sounds like a lot of money, but there is far more involved here. I hope you will also visit Fort Hancock and see the nature of this property and what has to be done in the whole program before you jump to the conclusion that this is a very great expenditure.

On a visitation basis, if you capitalize the cost of acquisition and development, it will be the lowest capital cost to a visitor of any established in the whole National Park System.

Senator HATFIELD. That is an amazing statement. I am very happy to have you make it.

Mr. MORTON. We are looking at 20 million visitors a year and the facilities you need to provide for that number of people without destroying the very sensitive environmental values that are here.

The beach can be overrun. I heard the chairman mention an off-road vehicle commonly known as a beach buggy. I will ask you not to use it on this beach if you can avoid it.

Senator HATFIELD. Mr. Chairman, I think this is a remarkable figure. I would presume that the Secretary will supply and Mr. Hartzog as well, to our committee, the breakdown of these facilities in specific form; how many privies, how many miles of nature walks, how many parking lots and so forth, because again, I can appreciate the problem and its magnitude of providing facilities for the millions of people that you indicate, but the point still remains that the unit cost of producing these facilities, regardless of the number of visitors, we have to face and analyze on that basis.

Mr. MORTON. I agree with you, Senator, and this we would like to do. I would hope you wouldn't lock us in too tight. I have just come from a visit to the area. I intend to visit it in much greater detail and depth and I think we should hang loose, as it were, on the design and architecture and specific order of development until we really think it all the way through.

Too much haste as far as crystallizing design and making developmental commitments can turn out not to be the best solution.

Senator HATFIELD. I think you are quite right, and you want to maintain the actual surroundings as much as possible. I presume that you would not even consider a privy or park facility in that natural surrounding.

Mr. MORTON. I think your presumption is well thought, Senator.

Senator HATFIELD. I just wanted to make sure.

Mr. MORTON. However, we are faced with putting these types of facilities in our wilderness areas now because of utilization pressure. Sometimes, if you would like to have 3 or 4 days of hearings I would like to express myself on this.

Senator HATFIELD. I would like to have you coordinate that with Mr. Cliff sometime, because I could give you a good example of Marion Lake in the Mount Jefferson wilderness, which much to my chagrin when I introduced the legislation to have it incorporated, now they are

taking out the permanent facilities we already had in order to supposedly subscribe to this word of the law.

So if you have a way to get around that, I would like to know because we are having some messy situations out there. I would like to ask you one final question. Mr. Secretary, have you had any of the funds to which you referred to impounded; these increased appropriated funds for the development of recreation and parks. Have you had them impounded by the Office of the Bureau of the Budget?

Mr. MORTON. It is obvious that all of the funds for all of the projects have not been made available. Again, the priorities are swinging and the evidence shows in the 1972 budget, many funds for these projects which were authorized prior to the current actions taken by the previous Congress have not been available to us, but more and more are becoming available.

Senator HATFIELD. Because of an act of impoundment?

Mr. MORTON. No, our construction money. Once the project is approved, our construction money has not been impounded.

Senator HATFIELD. You are aware of other moneys which have been impounded for your programs and so forth. I just wanted to inquire whether or not you have had that.

Mr. MORTON. No, we have not. Once the project has gotten underway, it has been able to continue on schedule.

Senator HATFIELD. What about those projects which have been appropriated as new projects. Have you had any such new project money impounded?

Mr. MORTON. None of our construction money has been impounded, but where we haven't been able to get a full funding is some authorized projects for our land and water fund because there just hasn't been enough money in there.

Now we are starting at a new level. We should be in really 100-percent-better shape on that than we have in any previous year.

Senator HATFIELD. In other words, it is because of a lack of money coming from that particular fund rather than an action of the Bureau of the Budget.

Mr. MORTON. It is a lack of a cash outlay ceiling, yes.

Senator HATFIELD. The Bureau of the Budget has not stepped in and said such funds are impounded.

Mr. MORTON. I can't quite say that.

Senator HATFIELD. That is what I am trying to get at.

Mr. MORTON. We have got some expenditure limitations that have been levied by the Congress.

Senator HATFIELD. By the Congress or the Bureau?

Mr. MORTON. By the Congress on the total expenditures. It gets to be a product of the time to release funds under those limitations.

Senator HATFIELD. But the Bureau is not imposing any additional limitations, is that correct?

Mr. MORTON. I don't think that is altogether correct.

Senator BIBLE. Why don't you examine the record. We appropriated a lot of money under land and water conservation money. Something happened. Congress put an expenditure ceiling on it.

All I know is, after we appropriated we weren't permitted to spend it. Why don't you furnish it for the record. Are there any further questions?

Senator HATFIELD. No, I have nothing further.

Senator BIBLE. You are welcome to come back, Mr. Secretary, at 2 o'clock. I have no further questions of you, and if we could have the Director of the Park Service and the solicitor's office represented, I would think that would take care of the questions which might arise. I know you have a busy schedule.

Mr. MORTON. I will be glad to supply the information for the record, and I appreciate that very much.

Senator BIBLE. I wish you would give us a factual statement of how much the Congress appropriated and how much was frozen along the way. I know somebody froze it.

Mr. MORTON. For all appropriations across the board?

Senator BIBLE. No, just dealing with land and water conservation for the Park Service.

Mr. MORTON. It might be better to look at the whole package, Senator.

Senator BIBLE. I think the land and water conservation funds would be sufficient on this. There are other problems, too. I think there is about \$13 billion frozen. I didn't want to get into that.

Make the best records you can. We stand in recess until 2 o'clock.

(Whereupon, at 12:30 p.m. the subcommittees recessed, to reconvene at 2 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2 p.m., Senator Alan Bible presiding.)

Senator BIBLE. The hearing will resume.

We were examining the Director of the Park Service when we recessed. Where is the Director?

Missing? Obviously.

Well, I think these questions primarily must go to him because they are about the development of the area and I assume he is the number one witness for it.

In the meantime while we are waiting for the Director to come, I want to accommodate the out-of-State people. I don't know how long they are expected to take, we have quite a list of out-of-city witnesses.

I don't think we will show the movies yet. I think we will go to some of the New York witnesses, some of the New Jersey witnesses, so as to clear as many of those up and then we will bring Mr. Hartzog back whenever he comes in.

We will see movies later. I want to see the movies but I want to accommodate these witnesses from out of the city.

Our first witness is Richard J. Sullivan, commissioner, State of New Jersey Department of Environmental Protection, representing Governor Cahill.

Mr. Sullivan.

Mr. Sullivan is not here.

The next witness is August Heckscher, administrator, commissioner of parks, New York, representing Mayor Lindsay.

STATEMENT OF AUGUST HECKSCHER, ADMINISTRATOR, COMMISSIONER OF PARKS, NEW YORK, REPRESENTING MAYOR LINDSAY

Mr. HECKSCHER. Senator and members of the committee, I am here to represent Mayor Lindsay who asked me to express his apologies to you, sir, that he was not able to come—a close friend and associate of long standing died suddenly.

Senator BIBLE. I have been informed and I am sorry he can't be here.

Mr. HECKSCHER. He asked me therefore to read this testimony for him.

Senator BIBLE. I understand the reasons for it.

Mr. HECKSCHER. I may say as administrator and commissioner of parks and recreation in the city of New York I am prepared to answer any questions that may be of interest to you. Let me just say one thing if I may in preface because it reflects on many questions and remarks of questions that were raised and remarks that were made this morning.

All the land which falls within gateway as it is now conceived that belongs to the city, the city is turning over, of course, without cost as a contribution to the National Government and to the gateway project. There has been much talk about position. We do, of course, have to go through the State legislature, but with the Governor's support there is no doubt that the State legislation will be approved.

Senator BIBLE. Well, are you in agreement with the amount of State acreage involved in the State of New York? I think the testimony was insofar as we know, as will be indicated by the bill, is all within the State of New York. Does that appear as square?

Mr. HECKSCHER. Yes. The park as it was outlined by the President insofar as we know, as will be indicated by the bill, is all within the area which the State considers proper to turn over to the city which considers it proper to turn over to the development of the gateway project. There will obviously be negotiations to some of this, the uses to which it will be put.

Conceivably the fees that would be levied, there might be some questions that would be raised but the city stands ready. Our park commissioners stand ready to give you, sir, my parks insofar as they lie within the gateway project.

Senator BIBLE. How many parks do you have jurisdiction over?

Mr. HECKSCHER. A thousand.

Senator BIBLE. A thousand?

Mr. HECKSCHER. Yes.

Senator BIBLE. Within the proposed area of the Gateway?

Mr. HECKSCHER. No, within the city. Within the area park is a city park; much of Breezy Point is park land already. The northern shore of Jamaica Bay, all the interior of Jamaica Bay, we got out further certain areas of Hoffman-Swinburne Islands which are spoken of as a possibility to gateway map city park land and so on.

Senator BIBLE. I assume you want to ask me to have incorporated in full in the record the statement of Mayor Lindsay, or did you want to read it?

Mr. HECKSCHER. I think it would be appropriate, sir, if on behalf of the Mayor I read it.

Senator BIBLE. Why don't you proceed in that manner.

Mr. HECKSCHER. He asked me to do so.

**STATEMENT OF HON. JOHN V. LINDSAY, MAYOR, NEW YORK CITY,
PRESENTED BY AUGUST HECKSCHER, ADMINISTRATOR, COM-
MISSIONER OF PARKS, NEW YORK**

President Nixon has said: "We must bring parks to where the people are." In the proposals being considered by the committee, the U.S. Senate has the opportunity to do just that—for the more than 20 million residents who live in the three-State area surrounding New York City.

That is why I am here today—that is why the President came to the metropolitan area Monday—to personally support the concept of a Gateway National Recreation Area, the first national urban park in America.

There is much talk today of the lack of local resources. In New York City we can attest to that fact. Our parks are overused. Our pools and playgrounds are inadequate to the demand. The residents of the city are squeezing every last bit of recreation space out of the land. But it is nowhere near enough.

More than 10 percent of the population of this country is located within the New York metropolitan region. More than 20 million live 2 hours from Gateway. This is the most urban and industrial area in America, hungry for facilities and starved for the room which gives balance to live.

And yet, we are hundreds of miles from the nearest national park. As a result, the citizens of the New York region constantly use our 700 parks and 18 miles of beachfront. They welcome more than 17 million visitors a year, many of whom join them at local beaches and pools. In fact, Coney Island, the most heavily used beach in the city, attracts more people in one summer weekend than does Cape Cod in an entire year.

On a hot summer Sunday, more than 1 million people crowd onto that beach. It is truly a spectacle to watch. Four thousand people to an acre of beach—five times the figure recommended by the Bureau of Outdoor Recreation. In short, we are running out of room to satisfy the needs of our citizens. This is what makes Gateway so critical. It is the visible promise of nearly double our present recreation area. It is an opportunity for us and for our children we cannot afford to miss.

The 25,000 acres of Gateway are an extraordinary natural resource. If this area were fully developed, it would bring the pleasure of swimming, boating, and picnicking to millions. And it would be a park for all people of all ages.

On August 1, 1966, I wrote to the then Secretary of Interior, Stewart Udall, proposing that Breezy Point should be added to the other national seashores. The letter said that this would be the first national park "located near a large city . . . (and) that the real need for this kind of facility is among the poor, or lower middle class, who don't have air conditioning in their homes or a car to take them to Cape Cod or a house on Fire Island."

Since then, two Secretaries of the Interior, dozens of Congressmen, the National Academy of Sciences, and numerous private groups have endorsed this concept. And now, so has President Nixon.

Several excellent plans for the park's development have already been introduced. All of them should be explored. Our data indicates

that the best start would be made at the Rockaway Peninsula, particularly at Breezy Point and the Rockaway's southern beaches. We are also convinced that Jamaica Bay, including its upland areas, must become an early, integral site for development.

We are pleased that the administration's bill includes Floyd Bennett Field, but I feel strongly that it should also consider the inclusion of Great Kills, the Hoffman-Swinburne Islands, and the Fort Wadsworth area.

Fort Wadsworth, located on Staten Island at the base of the Verrazano-Narrows bridge, includes fully developed recreational facilities. It is our understanding that the Fort Wadsworth area is scheduled to be declared surplus property next year. It is an altogether fitting addition to Gateway.

There are many other peripheral problems regarding the development of gateway that must also be solved. One is mass transportation. It is not enough to develop a park, we must develop the means to transport our people to such an area—quickly and economically. And we must provide for transportation within Gateway itself.

In New York City today, more than half of our people—11¼ million families—have no automobile. They are limited to the limits of our mass transportation system. We are pleased to note the President's expressed concern for access to the Gateway, for without improved and extended mass transportation, most New York families might just as well live 200 miles from the Gateway.

We believe these transportation problems are manageable. But no one existing system—be it the automobile or ferry service—will suffice. Gateway will require a total mix of transportation modes: subways, buses, jitneys, and the automobile.

There are other problems that must also be considered. We have already begun the process of cleaning up Jamaica Bay. We have embarked on a \$250 million Jamaica Bay plan to end pollution. Our first major anti-pollution plant will open at Spring Creek late this year. By 1976, with new facilities studding the bay, more than 100 acres of beach area will be ready for use.

We are developing the educational promise of the area as well. Last month the city broke ground for an education and information center in the midst of the wildlife preserve of Jamaica Bay. This center was created because of the demands of more than 50,000 visitors who visited the area last year. The Jamaica Bay preserve continues to attract researchers from dozens of universities and we are actively planning to use its resources as an integral part of the curriculum for our secondary schools and colleges.

There is all this to do and much more. But we cannot do it ourselves. We need the assistance of the Federal Government.

No one familiar with the budgetary crisis we face in New York could expect the city to develop such an area independently. If the Gateway park is to be realized, city, State, and Federal governments must act in concert with speed, enthusiasm and imagination. It would be a step—a small step considering the massive, impacted problems of our great urban centers—but it would be a step in the right direction. It is a step we must take now.

Senator BIBLE. That is a very fine statement and I think it pinpoints the reason for the necessity and the urgency that we have in the problem that we are faced with here today and I hope we can move forward on this very soon.

I have no independent questions of you because I think you said, and I want to be absolutely clear on this, that the city of New York and your responsibility is only within the city of New York and for the parks and recreation in that area, the site.

Mr. HECKSCHER. That is right.

Senator BIBLE. The city of New York is ready, willing, and able to turn over whatever they have title to to the Federal Government for the purpose of this Gateway recreation area. Is that a correct statement?

Mr. HECKSCHER. I think that is correct. As I say, there are certain negotiations which might go on in certain areas. Furthermore, I might point out when you speak of the city of New York that the big parking lot at Riis Park is not a New York City facility, it is an authority, it is part of the TBTA which have their own bond holders and so on and that is part of the area which is listed for the requirement through the expenditure of Federal funds.

Senator BIBLE. Is there a problem about the Parking Authority being willing to turn over the parking lot to the Park Service?

Mr. HECKSCHER. I don't think they would be able to because of their responsibilities to their own bond holders.

Senator BIBLE. Is this private or public?

Mr. HECKSCHER. It is an independent authority.

Senator BIBLE. Oh, it is an independent authority.

Mr. HECKSCHER. Yes.

Senator BIBLE. We will ask the staff to examine this because I don't want to move into a situation where we have a lot of road blocks putting it into one package to be run by one agency which is our ultimate design and purpose, and I think that is yours, too.

Mr. HECKSCHER. Yes; as I understand the testimony of the Department of the Interior they list that parking lot as one of the things along with the area of Bedford as one of their acquisitions to which money will be appropriated.

Senator BIBLE. We will query them on that.

Mr. HECKSCHER. I did want to distinguish that. The point is that the beaches, the backup facilities at Riis Park belong to the city and are mapped parkland—the parking lot happens not to be.

Senator BIBLE. Yes, I understand the distinction.

Very fine.

I have no further questions.

Mr. HECKSCHER. I think it would be about 2,000 acres that the city would be contributing to the Gateway concept as it is now defined.

Senator BIBLE. Very fine. Well, I think that this is an area that cries for help, and really, a lot of money to get the job done and some type of a unified approach to it so that it is not mishmashed with all kinds of recommendations.

Mr. HECKSCHER. I might say that we stand to work very closely with the Department of the Interior as we have already worked in bringing gateway to this point.

I will carry your greetings, if I may, sir, to Mayor Lindsay.

Senator BIBLE. Yes; say hello. He served in Congress while I was on the Senate committee.

Thank you.

Senator Anderson, any questions?

Senator ANDERSON. No questions.

Senator BIBLE. Thank you very much, Mr. Heckscher. We appreciate that.

Mr. HECKSCHER. Thank you.

Senator BIBLE. Our next witness will be Richard J. Sullivan, commissioner, State of New Jersey Department of Environmental Protection, representing Governor Cahill.

STATEMENT OF RICHARD J. SULLIVAN, COMMISSIONER, STATE OF NEW JERSEY, DEPARTMENT OF ENVIRONMENTAL PROTECTION, REPRESENTING GOVERNOR CAHILL

Mr. SULLIVAN. Mr. Chairman, I have a formal statement that I would like to file for the record.

Senator BIBLE. Without objection, that will be ordered.

Mr. SULLIVAN. Thank you, sir.

Then for my comments here I would simply like to paraphrase and summarize what is contained in that statement.

Senator BIBLE. Very well. You may proceed.

Mr. SULLIVAN. Thank you, sir.

I represent the New Jersey Department of Environmental Protection which in our State is the department in whose custody I speak today on behalf of Governor Cahill on the subject of Gateway. We have been and we still are strongly in favor of the Gateway project. We were disturbed, back in January, when the General Services Administration declared 1,033 acres of Sandy Hook to be surplus because we took this to mean that the project was in serious jeopardy.

We believe that Gateway without Sandy Hook would be no Gateway at all. In order to protect the status of this property we gave the necessary notice required by the statutes and filed with the Bureau of Outdoor Recreation our plan for the development of Sandy Hook should it become State property. In the meantime we reiterated our position that Federal development of this tract would be much preferable.

The State of New Jersey now has a 745-acre revocable lease for Sandy Hook. In the operation of the State park, 450 acres of these 745 acres are used. Last year there were 710,000 users at that State park which makes it the heaviest use facility of all those our department operates throughout the State. We have invested about \$2.5 million thus far in beach pavilions, shore protection, road entrances, and so forth.

We need to spend right now another \$2.5 million to provide drawings and substantial sand replenishment of the beaches which are seriously eroded. I have not recommended to my Governor that we invest the \$2.5 million for this purpose because frankly we have not

been sure from day to day as to what the status of this property would be.

Now we support S. 1193. We are very pleased that the President has publicly expressed his support of Gateway as a principle and that he gave emphasis to this public expression by visiting our State and touring the area the day before yesterday.

Because the administration has taken that position we assume that the General Services Administration declaration of surplus property for the 1,033 acres will be withdrawn. We also assume that any plans the Department of Defense or the Coast Guard may have for development on Sandy Hook will be subjected to the new plan for Gateway. We have heard, for example, through the rumor mill that the Coast Guard was considering the construction of housing on a portion of this valuable recreation land and we would, of course, hope that that would not proceed.

Sandy Hook is a beautiful peninsula with ecological as well as historic significance. We think it should be protected. We think it can be fully protected despite the frugality of its natural condition and still be made available for vastly increased numbers of people to use the beach facilities. We now, have, on a busy day, visitations by about 12,000 people. That is about the maximum number of people that can enter Sandy Hook State Park by car through the narrow neck which provides access.

This means that whether there is Gateway or there is not Gateway, the only way that Sandy Hook can be made available to larger numbers of people is by ferry access. This would mean constructing a ferry port on the northwest corner of the hook which is the only feasible location for it, and that is outside the area the State now has under lease. We think because of its historic significance, its location at the Gateway and its usefulness to thousands and thousands of tourists that Sandy Hook as well as the other parts of Gateway are areas of national significance and it is very appropriate for the Federal Government to be the agency that would develop and supervise these facilities.

Now the principal recreation virtue of the Gateway project is its accessibility to people. In this respect I would like to make a comment on the plan of the Department of the Interior which was presented to us in sketch form on Monday of this week. This plan calls for ferry service at Coney Island at the terminus of the New York subway system and another ferry terminus on the New Jersey side. To say that the people in downtown Newark must go to Coney Island before they have ferry service available to them is to say that Sandy Hook will remain inaccessible to all of these people if the plan sketched out thus far is carried out without expansion.

Senator BIBLE. I thought he described the ferry point there that he took off on the New Jersey side and went over to Sandy Hook or alternatively that you took the highway around and went on up to Sandy Hook. Am I in error?

Mr. SULLIVAN. What this means is that those who wish to drive from their home to Sandy Hook can park in the Bedford parking lot but

it means those millions of people to whom we would like to make these facilities available that don't have a car and will rely on public transportation will be traveling from downtown Newark to Coney Island which is quite a voyage itself.

Senator BIBLE. How do you get from Newark to Sandy Hook if you don't have a car?

Mr. SULLIVAN. You don't. The point is that the plan that is now proposed would continue to make Sandy Hook inaccessible to people that don't have a car.

Senator BIBLE. Are you suggesting we build a transit system between Newark and Sandy Hook?

Mr. SULLIVAN. No, sir.

Senator BIBLE. What are you suggesting?

Mr. SULLIVAN. I have a specific suggestion.

Senator BIBLE. You are complaining you cannot move people from Newark to Sandy Hook. It is still accessible, you don't want them to go to Coney Island and come around on the ferryboat. They cannot come around on the highway because they don't have a car. How else do they get there?

Mr. SULLIVAN. I have a very specific suggestion to make.

Senator BIBLE. Go ahead and make it.

Mr. SULLIVAN. In the New Jersey recreation plan there is a proposal to construct Liberty Park on the waterfront of Jersey City, a thousand feet away from Ellis Island and less than a mile away from the Statue of Liberty. This is a 450-acre tract of which the State has already acquired 280 acres.

It was our intention to develop this as park property with swimming pools, ballfields, recreational facilities, a museum, a place to park in New Jersey, a marina and other proposals that I have listed in the formal statement that I will not enumerate here. The focal point of this would be the two national shrines Ellis Island and the Statue of Liberty, which are very close to the New Jersey shore.

Contained within this existing park property are ferry terminal facilities that used to be used for commuters going into New York. It would seem to us that it would be eminently logical to include in the gateway project these two shrines and Liberty Park which are really the symbols of the Gateway, if there are any, and in the process to make available ferry service from Liberty Park to Coney Island, to Breezy Point, to Sandy Hook—ferry service that is a very short distance from the port authority's Hudson mass transportation facility which services lower Manhattan, Jersey City, Harrison, and Newark out into the middle of those cities of my State where people live who do not have access to recreation facilities right now.

Our specific recommendation is that Liberty Park, because of its special national significance, be included in the Gateway project and that as a part of this inclusion ferry service be made available at this point which means that parks which would otherwise be inaccessible to our residents will in fact become inaccessible.

One final point.

Senator BIBLE. Now let me ask you a question. If Liberty Park were to be included within the Gateway program, then how far would you be from Sandy Hook? What is that distance?

Mr. SULLIVAN. I would guess about 10 miles.

Senator BIBLE. How long would it take a ferryboat to go from Liberty Park?

Mr. SULLIVAN. It would be a guess because I am not familiar with the equipment that is proposed, but I think it would be perhaps a half-hour ride.

Senator BIBLE. A 30-minute run?

Mr. SULLIVAN. I guess, if that would be feasible.

Senator BIBLE. What would the charge be, the rate?

Mr. SULLIVAN. On that, sir, I have no idea. I think those who framed the original Gateway proposal, however, felt this to be feasible because the original proposal provided for ferry service from Manhattan. That has been removed from the current proposal of the administration, to my understanding, in order to lower the costs.

Senator BIBLE. Well, we will query the Park Service people about that when they come up. It seems to me that we are moving that pretty fast, when you can take a ferry boat and make it in 30 minutes. We will find out.

Mr. SULLIVAN. One final point, Mr. Chairman. New York State, New Jersey, the Federal Government and many municipalities in the area of the New York/New Jersey metropolis are now spending and will spend enormous amounts of money on facilities to eliminate water pollution. As a rough guess I would say that before this decade is out those political entities will have spent at least 10 times the cost of Gateway on eliminating pollution from our waterways.

It seems to me eminently sensible to accompany this program with recreation planning that would make these waterways available to people once they have been upgraded at this enormous expense. We think Gateway does this and we recommend that it be expanded to include Liberty Park, but in any event we are unequivocally in favor of it, we think it is a magnificent idea and we hope that the Congress will soon approve it.

Senator BIBLE. That is a very fine statement and I do appreciate it. You are for the proposal, you prefer to have Liberty Park in it.

Mr. SULLIVAN. Yes.

Senator BIBLE. Senator Anderson.

Senator ANDERSON. I saw two people there vigorously shaking their heads during the testimony.

Senator BIBLE. Well, whoever was shaking their head in contradiction, what were you shaking your head in contradiction about?

I don't know. I didn't happen to see the head shake.

FROM THE FLOOR. At least 15 miles.

Senator BIBLE. Instead of being 10 miles it was 15 miles. Instead of being 30 minutes it was how long?

FROM THE FLOOR. More like 2 hours.

FROM THE FLOOR. Hour and a half.

Senator BIBLE. Well, we have a range of 10 to 15 miles, and that is easily ascertained. We have a running time of somewhere between 30 minutes and 2 hours. When we go up there with a ferryboat and go around we will time it ourselves and find out.

That is all. Thank you very much.

Mr. SULLIVAN. Thank you, sir.

(Mr. Sullivan's prepared statement follows:)

STATEMENT OF RICHARD J. SULLIVAN, COMMISSIONER, NEW JERSEY DEPARTMENT
OF ENVIRONMENTAL PROTECTION

My name is Richard J. Sullivan and I am Commissioner of the New Jersey Department of Environmental Protection, representing Governor William T. Cahill. The Department I represent has jurisdiction over those State lands and facilities providing outdoor recreation opportunities for our citizens.

The State of New Jersey has a vital interest in the proposed legislation, S. 1193, to provide for the establishment of the Gateway National Recreation Area. This is especially true in light of the action taken by the General Services Administration on January 22, 1971 in which 1033.16 acres of Fort Hancock on Sandy Hook was declared surplus and available for disposal. The State of New Jersey presently holds a revocable lease from the United States Department of Defense on 745 acres of these lands which encompass Sandy Hook State Park.

Governor Cahill notified the G.S.A. on February 3, 1971 that the State intended to submit an application for the acquisition of the surplus property under the provisions of Public Law 91-486 (40 U.S.C. 484(k)(2)) for park and recreational use. In accordance with this stated intent an application was filed on April 24 with the Northeast Regional Office of the Bureau of Outdoor Recreation.

Since 1962 New Jersey has expended in excess of \$2.5 million for land acquisition, recreation facilities, roads, parking and shore protection in the development of the State Park. During Fiscal Year 1970, this park had in excess of 710,000 public visitations which was more than any other public recreation facility operated by the State.

In the last three years, we have experienced a major beach erosion problem at the State Park. Our engineers have estimated that it would take 900,000 cubic yards of sand and 12,500 linear feet of groins for restoration. The State has been very reluctant to expend the \$2.3 million necessary for this work due to the uncertainty of the status of the Gateway project.

I am here today to testify in support of S. 1193 authorizing the establishment of the Gateway National Recreation Area. We were delighted to learn this past weekend that President Nixon has given his personal endorsement to a Gateway recreation area. Our Governor, William T. Cahill, was pleased this past Monday to be host to the President on a helicopter tour of the sites proposed to be included in the project.

We assume at this time that the expressed interest of the administration in Gateway means that the General Services Administration declaration of Sandy Hook as surplus property will be withdrawn. We also must assume that any plans the Army and the Coast Guard may have for future utilization of property at Sandy Hook will be subject to the administration's plan for development of the Hook for recreation purposes. This would mean, we assume, that the Coast Guard would not move ahead to use portions of this valuable recreation property for the construction of housing.

The principal virtue of the Gateway project is its accessibility to the many millions who live in our metropolitan area as well as the many tourists visiting this area from all over the world. With this in mind, I would like to make a few comments on the Gateway project in the form in which it was proposed by the administration through Interior Secretary Rogers Morton this past Monday. Details of the plan were not given, but a sketch was drawn. In this proposal two of the ingredients of the original Gateway: namely, Great Kills in Staten Island and the Hoffman-Swinburne Islands near the port entry, were eliminated. Also eliminated was the proposed rapid ferry service from Manhattan. This would mean that the only accessibility through mass transportation would be from the proposed Coney Island Ferry Terminal. This in effect is no accessibility at all for residents of New Jersey's cities. It surely is not reasonable to expect that large numbers of people living in the center of Newark will go to Coney Island first, before having available the water transportation to Sandy Hook. Limitations on practicable access by car to Sandy Hook would not allow a substantial increase above the 12,000 persons now using the facilities on a busy day. For those who wish to drive from their homes, there would be available a ferry slip near Sandy Hook so that they might travel to the Hook by water leaving their car at the ferry slip parking yard. For those New Jersey residents, however, who do not have a car, Sandy Hook would remain inaccessible.

We have a recommendation to make concerning the administration's revised proposal on Gateway. Included in the State of New Jersey's recreation plan is proposed Liberty Park, to be located on the Jersey City waterfront. The proposed Liberty State Park covers the Hudson River waterfront from the south side of Big Basin north of Johnson Street to the site of the World War I Black Tom Ammunition Depot. It will have a water frontage of more than 1½ miles. Ellis Island is within one-quarter mile of the park boundary and the Statue of Liberty is less than a mile away.

This property formerly contained extensive railroad yards of the Lehigh Valley Railroad and Central Railroad of New Jersey including the train and ferry terminal that formerly provided ferry service across the Hudson and train service to New Jersey and the west. There is a freight lighterage facility and coal dumping facility operating in the park area.

Proposed plans for development include:

1. A causeway connecting Liberty State Park to Ellis Island when Ellis Island is developed by the National Park Service.
2. The park would serve as a gateway to the Statue of Liberty, giving New Jersey a closer connection with this important landmark.
3. The park would serve as a point of embarkation for passengers to the Sandy Hook National Recreation Area.

Other proposals include:

4. A marine museum including the Battleship *New Jersey*.
 5. A cultural center.
 6. Pleasure boat marina.
 7. Restaurant facility.
 8. Provision for active day use recreation with play fields, swimming pool, etc.
- Present State ownership consists of 280 acres, most of which is located at either the northerly and southerly ends of the park. With relatively small additional acquisitions, the existing areas could be developed for public use; the southerly section for a landscaped park and marina facility and the northerly section for boat service to Sandy Hook and the Statue of Liberty with parking, restaurant and other visitor facilities.

I can think of no facility that more logically deserves inclusion in a project with the name "Gateway" than one whose essential focus of attention is Ellis Island and the Statue of Liberty. We would urge that the Gateway proposal be modified to include Liberty Park. The additional obvious benefit of this inclusion is that ferry service from existing facilities would be available to serve Breezy Point and Sandy Hook. Because the park site is a short distance from Port Authority rapid transit facilities, all of Gateway would be readily accessible to the residents of New Jersey's cities and more conveniently accessible to those who live in Manhattan.

New York, New Jersey, their municipalities, and the Federal government are spending, and will spend, enormous amounts of money to clean up the waterways surrounding our metropolitan areas. Surely this expenditure should be accompanied by intelligent planning to make available for the people recreational opportunities when these waterways have been restored to higher quality. Gateway does this. It is a magnificent idea and we urgently request that the Congress make it a reality.

Senator BIBLE. Our next witness will be Sal J. Prezioso, commissioner of parks and recreation, New York, representing Governor Rockefeller.

Mr. Commissioner, we are happy to have you.

STATEMENT OF SAL J. PREZIOSO, COMMISSIONER OF PARKS AND RECREATION, NEW YORK, REPRESENTING GOVERNOR ROCKEFELLER

Mr. PREZIOSO. Mr. Chairman and honorable members of the committee, I have a statement here and I will capsulize the whole statement.

Senator BIBLE. Very well. The whole statement will be incorporated in full in the record.

The statement is so short I would rather have you read it. I am worried about the capsules—the capsules come out longer than the statements.

Mr. PREZIOSO. Mr. Chairman, I am Sal J. Prezioso, commissioner of the New York State Office of Parks and Recreation. I wish to express New York State's deep interest in the Gateway National Recreation Area.

The support of the administration and the President's personal interest in visiting the proposed area are highly encouraging. We also commend Senator Javits for his interest in the Gateway concept which would provide for an extremely comprehensive and highly needed recreation area in close proximity to nearly one-half of the population of New York State.

The Gateway idea is a bold and exciting step in the right direction. It symbolizes the needed recognition by the Federal Government that it must help meet recreation needs in urban areas. The New York metropolitan area, which encompasses three States and which represents the Gateway to the entire Nation, is the ideal place for such a new Federal commitment.

The proposed location of the Gateway National Recreation Area in and around the New York Harbor in the States of New York and New Jersey will be in easy reach of over one-tenth of the population of the United States. Nearly 12 million residents of the State of New York will be within a 2 hour ride, using public transportation, to at least one Gateway beach. With the addition of neighbors in New Jersey, Connecticut and Pennsylvania, this figure will increase to 20 million people. Over 40 percent of the New York City households are classified as being in the low-income bracket and will be able to patronize the Gateway National Recreation Area through the use of public transportation to recreate in a fashion not now possible.

The proposed Gateway National Recreation Area represents an area of untapped recreation potential in an area with a great recreational deficiency. The areas included in the proposal presently meet or exceed the quality criteria of the National Recreation Act, and encompass areas of unique ecology, beauty and attraction for recreation.

All told, we estimate that the beaches recommended for development in the Gateway proposal would have an appropriate instant capacity to accommodate over 350,000 people. This addition of vitally needed facilities will not satisfy all of the recreational needs in the New York metropolitan area, since even with Gateway it is projected that there will be in excess of a 1,000,000 deficit in the summer recreational capacity of this particular area by 1985. Given the magnitude of the anticipated growth and demand for recreational opportunity, it is clear that the city and the State will not be able to meet all of this increasing need alone.

Based on our calculation of needs and capacities in this area, New York's statewide comprehensive outdoor recreation plan, which has received the approval of the Department of the Interior, has recognized the crucial need for facilities, even beyond those proposed in the Gateway project, in the New York metropolitan area. There are very few other feasible solutions toward meeting the total recreational needs of this high population density and urban land use intensity region within its geographic confines. Certainly, the Gateway con-

cept offers unique opportunities for coordination between ongoing State and local efforts and the new Federal involvement.

To illustrate, in view of the tremendous housing needs and relocation problems in building new housing in New York City, I think the Governor's approach to the Administration's proposal to include Floyd Bennett Field in Gateway—combining the waterfront perimeter with a new community—would offer a unique opportunity to combine decent housing with compatible recreational and environmental opportunities. We are already undertaking a similar combination along the banks of the Harlem River. We would hope that any final legislation on Gateway would permit such combined usage.

Despite New York State's investment of over \$97 million in the development of State and local recreational facilities in the past 5 years, and \$75 million in the acquisition of park land in the last 10 years, much more is needed to meet, and then keep pace with, increasing needs. The backlog of requests for State aid for recreation projects currently on hand totals in excess of \$25 million. At the same time, rapidly increasing pressures on State finances have made expansion of park facilities impossible. Reductions in existing services are even becoming necessary. The crisis in State and local finances has every prospect of worsening in the years ahead.

We understand that the city of New York, like most other cities, is in a comparable position in attempting to advance park and recreation services. Acquisition, development and operating funds are essential to properly build an appropriate and adequate park and recreation system. Given mandated expenditures, confronted by increasing labor costs and a decreasing tax base, recreation programs are being threatened with cuts and major new projects cannot and have not been considered. The city and State simply do not have the resources to undertake alone or in concert the preservation and development of the Gateway area.

Our studies indicate that practically all components of this nationally important project are being threatened.

Fort Hancock on Sandy Hook, noted for its fine bathing beaches and unique ecology, may soon be disposed of as surplus property.

Private interests, undertsandably, are looking toward the exclusive use of small parts of the Jamaica Bay and Breezy Point areas. If this is permitted to happen, then the entire concept of the Gateway National Recreation Area is destroyed.

But, most important of all, we find that the needs for this project are immediate and will increase in the multi-State area encompassed by this project. The opportunity cannot be lost lest we further widen the credibility that we are truly attempting to solve the problems of our meropolitan areas.

The New York State Office of Parks and Recreation strongly supports the concept of the Gateway National Recreation Area as a tremendous asset to the park and recreation facilities of New York State that have been developed during the past 40 years. We urge the support of this committee to bring this project into being and at an early date. If it comes to fruition, it will serve a major portion of the people of the northeastern area. We would strongly recommend that the development, administration and management responsibility be given

to the National Park Service. Their performance record over the many years warrants this trust.

In a concept of this dimension, we must recognize that there is a long way between concept and reality. There no doubt will be differences of opinion on the appropriateness of various aspects of the plan. As amendments are considered in both the planning and implementation stage, and as matters develop, the Office of Parks and Recreation will be happy to work with others in developing the final plan.

Thank you, gentlemen. This concludes my statement.

Senator BIBLE. That is a very fine statement, Mr. Commissioner.

Does the State of New York have park police within the proposed Gateway National Recreation Area?

Mr. PREZIOSO. No, sir.

Senator BIBLE. You say you do or do not?

Mr. PREZIOSO. We do not.

Senator BIBLE. You don't have; they are all within the city of New York or the Federal Government.

It is a splendid statement and I have no additional suggestions to make to you. You are welcome to stay. We are going to proceed in a few moments with a few witnesses that must get on back that I will hear first and then we are going to proceed to hear Mr. Hartzog on the development of the area which I should think might be of prime interest to you, particularly, as well as to the New Jersey and city of New York witnesses who just preceded you.

Thank you very much.

Questions?

Senator ANDERSON. No.

Senator BIBLE. Thank you.

Mr. PREZIOSO. Thank you, Mr. Chairman.

Senator BIBLE. I will hear next from Fred Richmond, chairman of the Brooklyn Citizen's Parks Council.

STATEMENT OF FRED RICHMOND, CHAIRMAN, BROOKLYN CITIZEN'S PARKS COUNCIL, ACCOMPANIED BY JOSH MAZEES, EXECUTIVE DIRECTOR, AND ROBERT J. CONLAN, RESEARCHER

Mr. RICHMOND. Mr. Chairman, distinguished Senators, my name is Fred Richmond and I am here today as chairman of the Brooklyn Citizens Parks Council, an alliance of 20 Brooklyn civic and cultural organizations working together to improve Brooklyn's parks and recreational facilities.

I would like to introduce our executive director, Mr. Josh Mazees. I am also accompanied by Mr. Robert J. Conlan, who has had measurable experience and familiarity with the Gateway National Park since it was first proposed by Secretary Hickel in 1969.

The development of this park is necessary as a first step in creating meaningful urban recreation areas. Open spaces, accessible to city dwellers, are necessary if we are to have cities people can live in. Gateway is an important step in making New York, especially Brooklyn, a better place in which to live.

While there is no argument about the need for Gateway, we believe the present plan is incomplete because it does not include available parkland on the north and west shores of Jamaica Bay. This area, comprising all of Spring Creek, Canarsie and Marine Park, accounts for more than 3,500 acres of prime undeveloped shorefront parkland.

Current plans call for these areas to be developed as beaches which could accommodate up to 200,000 people per day. The shaded areas of the map I have included with this statement outline the parks in question. The heavy black lines indicate areas where beaches could be developed. This map is reprinted from the National Academy of Sciences report on Jamaica Bay commissioned by the Port of New York Authority. In this report the Academy stated that this 3-mile stretch of beach and recreation area 900 feet deep could be developed for \$7,000,000.

This appears to be a large chunk of money, but if you place a value of 50 cents on each beach visit made possible by this construction then, according to the Academy, the project realizes its cost in 2 to 4 years.

Senator BIBLE. Who owns the land?

Mr. RICHMOND. It is all owned by the city of New York.

Senator BIBLE. Still in public ownership?

Mr. RICHMOND. Yes, sir.

Senator BIBLE. All right.

Mr. RICHMOND. Although the entire bay won't be safe for bathing until 1978, the areas of the Brooklyn shorefront mentioned above should be safe by 1974.

New York City has already spent over \$20 million in a herculean effort to clean these waters and prepare the soil for beach construction. The process has been slow and the current crisis threatens the very existence of the program.

It must be noted that over 3 million people live within 30 minutes of this area and that these are the very people who desperately need open recreational spaces in which to escape the sweltering summer tyranny of Brownsville, Bedford-Stuyvesant, Bushwick and East New York.

Inclusion of these additional shorefront areas into the Gateway plan with the express understanding that they be developed as beaches would not only guarantee the future development of the area for recreational purposes but would also create a meaningful and much needed buffer between Jamaica Bay and expanding southern Brooklyn and Queens communities.

The current Gateway proposal offers no such buffer and thus leaves the sanctity of the Jamaica Bay Wildlife Preserve to the changing budgetary priorities of a hard-pressed city. Since undeveloped parkland is not protected by any legal provision that it be kept "forever wild" a new scheme is hatched every few months seeking to rob future generations of these priceless areas.

In fact, the shorefront area, as well as the wildlife preserve, are threatened at this very moment by a plan to turn the Shore Parkway into a 10 lane interstate truckway.

The Brooklyn Truckway, as it has come to be called, will run directly through the proposed beach sites and along the northern shores of Jamaica Bay itself. Its effect will be to increase already high levels

of air pollution over the preserve. More importantly, approval of the truckway may well mean an end to development of the shorefront beaches. It is difficult to visualize someone actually sunbathing on a beach encased in truck fumes and grinding noise.

The truckway proposal is clear evidence that the bay will never be secure, whether administered by city, State or Federal authorities, until the shorefront is properly developed as a recreational resource for all New Yorkers.

At this very moment the truckway proposal is before the State legislature in Albany. Another proposal which would have authorized construction of a massive shopping plaza on the shores of the bay was narrowly defeated last year. Runway extensions into the bay from Kennedy Airport were shelved this year only after massive pressure from concerned citizens. There is simply no doubt that the future of Jamaica Bay and the wildlife preserve depends almost entirely on what happens to the surrounding shorefront. As a result, no attempts to develop Jamaica Bay as part of Gateway can be meaningful or secure unless the shorefront areas are included or their development is guaranteed by congressional action.

For these reasons we applaud President Nixon's addition of Floyd Bennett Field into the Gateway plan.

The President's firm action will prevent this valuable tract of land from falling into the hands of the land developers, airport operators and shopping plaza moguls who wait in the wings to devour what shorefront remains of New York City.

Senator BIBLE. That still does not take care of the problem which you are addressing yourself to.

Mr. RICHMOND. No, we are delighted that the President wants to include that.

Senator BIBLE. If I understand it correctly, you say that this is their acreage and it is owned by the city of New York. You want it included within the Gateway National Recreation Area. You say that it can be developed at a cost of about \$7 million.

Mr. RICHMOND. Seven million according to the National Academy of Science. Right now these three parks—Spring Creek, Canarsie and Marine Park—are used for dumping and old automobiles; they are nothing much more. They are swamps, a disgrace to the city.

Senator BIBLE. You also say the city of New York spent \$20 million trying to clean it up.

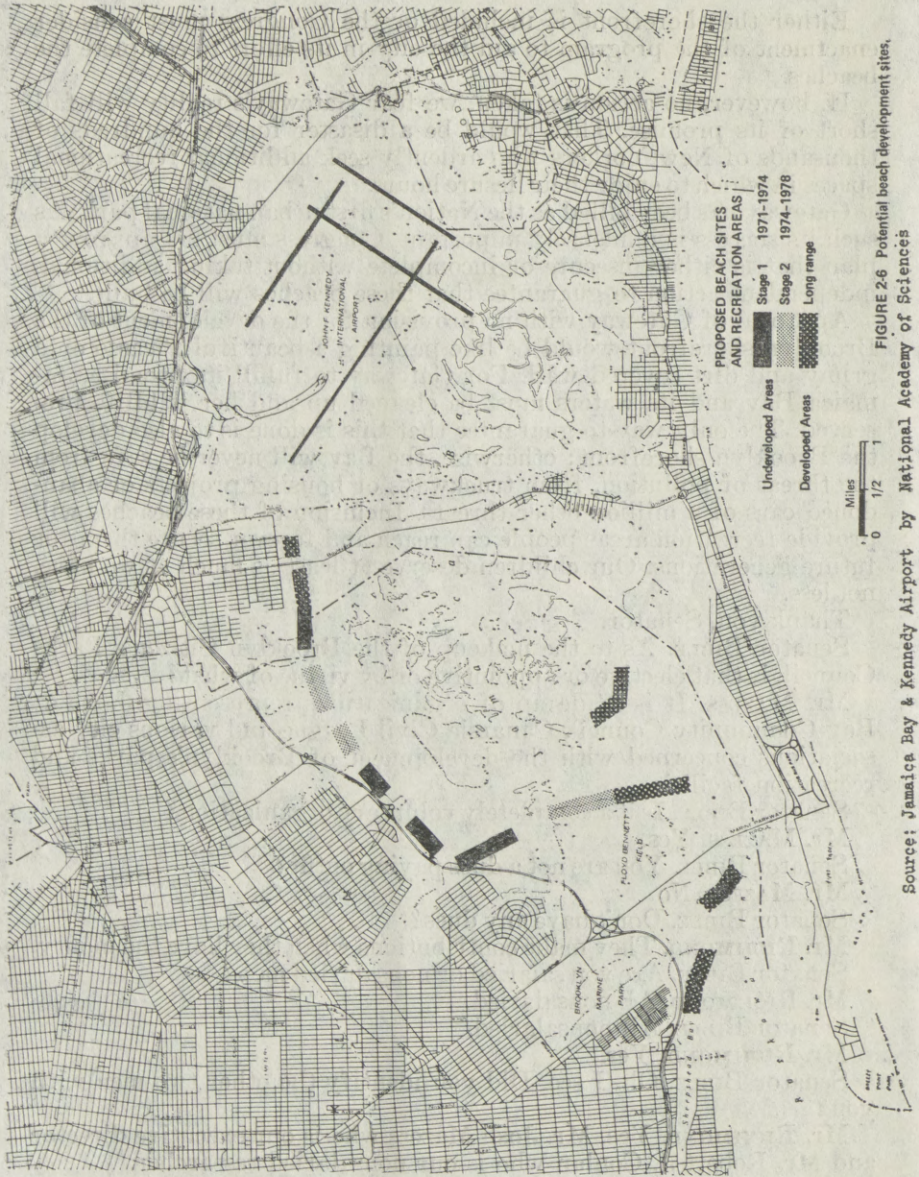
Mr. RICHMOND. They spent \$20 million, Senator, trying to depollute Jamaica Bay.

We maintain that unless these three parks were included in the Gateway National Park setup that cleaning up Jamaica Bay is not going to help any because if you don't make these parks into beaches, you are going to have constant pollution into any area.

Senator BIBLE. Very fine. Make a note, Mr. Hartzog; we will ask about it.

Mr. RICHMOND. Thank you, Mr. Hartzog.

The President's action indicates the degree of importance he places on the preservation of Jamaica Bay and the wildlife preserve. We believe the Congress should drop the other shoe and amend the Gateway proposal to include all of Spring Creek, Canarsie, and Marine Park. Incidentally, that constitutes over 50 percent of the available



parkland in Brooklyn and it is totally undeveloped, it is nothing but a series of large swamps and fields.

Senator BIBLE. I understand that may be part of the problem where they are not including it, but we will ask them.

Mr. RICHMOND. While we are aware of the reluctance of the National Park Service to engage in the administration of city beach sites, we feel that there is no other way of securing Gateway as a meaningful addition to our recreation plant.

Either the shorefront is included or the Congress must consider enactment of the program to aid the city in its effort to complete the beaches.

If, however, no action is taken, we fear Gateway's reality will fall short of its promise. That would be a disaster for the hundreds of thousands of New Yorkers who ardently seek additional recreational spaces in which to enjoy their leisure hours.

Gateway has been billed as the Nation's first urban national park. As such its success is immensely important. Congress must not approve a plan that is either insecure or incomplete without taking additional, independent action to guarantee that these beaches will be built.

Approval of Gateway with no provision for the development of the Brooklyn shorefront would be like painting a beautiful Picasso on a grimy and dirt covered wall. For Gateway to fulfill its promise, Jamaica Bay and its waters must be cleaned up and her wildlife preserved. The only way to guarantee that this is done is to also develop the Brooklyn shorefront; otherwise, the Bay will never be safe from the threat of pollution, from truckways or housing projects or abandoned cars of a million other threats. Inclusion of these beaches will provide recreation areas people can reach and forever secure them for future generations. Our children deserve at least as much as we have, not less.

Thank you, Senator.

Senator BIBLE. As to the makeup of the Brooklyn Citizen's Parks Council, is that elective or appointive or by virtue of what?

Mr. MAZESS. It is made up of organizations representing Jamaica Bay Community Council, Canarsie Civil League and various city associations concerned with the development of Brooklyn's parks and recreation facilities.

Senator BIBLE. Is it a completely voluntary organization?

Mr. MAZESS. Yes.

Senator BIBLE. You are not a dues paying outfit?

Mr. MAZESS. No.

Senator BIBLE. Don't have any dues?

Mr. RICHMOND. They make contributions when they have the money.

Senator BIBLE. Are you salaried or nonsalaried men?

Mr. RICHMOND. All nonsalaried.

Senator BIBLE. All nonsalaried.

Mr. RICHMOND. Yes.

Senator BIBLE. Oh, I see. Did you identify the other two men with you?

Mr. RICHMOND. Yes, Mr. Josh Mazess who is our executive director and Mr. Robert J. Conlan who is our nonsalaried researcher.

Senator BIBLE. And they are members of the Brooklyn Citizen's Parks Council.

Mr. RICHMOND. Yes. Also the council represents most of the political and business management of Brooklyn. We have a terrible problem. We have 2½ million people and we have only one major park and all the other parks are undeveloped. We have Prospect Park which is twice the size of Central Park and receives a very small budget, and other than that we have nothing.

Senator BIBLE. As I understand your problem, it simply is that you are for the Gateway National Recreation Area; you don't think it is large enough, you think it is large enough, you think that the pollution will be increased if you don't take care of the northern part of Jamaica Bay. The Borough of Brooklyn cannot handle it so you want Uncle Sam to do it for something like \$7 million.

Mr. RICHMOND. Yes, otherwise we don't feel Jamaica Bay can be a viable part of the Gateway National Park.

Mr. CONLAN. The reason why these areas are susceptible to development is right now they are unused, they are undeveloped parkland, and if anyone were to develop them as a beach which could accommodate 20,000 people per day and be accessible you would not have the problem on these beaches that you would have at Breezy Point in terms of access which a number of people have addressed themselves to.

Senator BIBLE. You might not have the problem of access but if this area is swampland and there is a lot of pollution in there, maybe something is pretty hard to reclaim. I don't know.

Mr. RICHMOND. All the more reason, Senator, why these areas have to be included in Gateway because if there is pollution in the shorefront there has to be pollution in the bay. We cannot have a park of water, the water can't protect itself. If the shorefront is not developed, then there is no way to protect the bay because it is an island of water surrounded by land.

Senator BIBLE. Very well. We are going to come up and take a look at it.

Mr. RICHMOND. Thank you.

Senator BIBLE. Mr. David J. Billings, New York City Council Against Poverty.

STATEMENT OF DAVID J. BILLINGS III, CHAIRMAN, NEW YORK CITY COUNCIL AGAINST POVERTY

Mr. BILLINGS. I am David J. Billings III, and I am chairman of the Council Against Poverty for the city of New York.

There are 51 members who collectively represent all of the poor people of our city and most of the nonpoor as well because 26 members of the council represent all of the antipoverty and community action programs of the city and 9 other members represent the major private and social service agencies. Another 17 members of the council represent the various city agencies which run the city such as the Health Service Administration and Environmental Agency, the Housing Development Administration, the borough presidents, and finally Mayor Lindsay himself who has a representative on the Council Against Poverty.

I give you this brief background or makeup of the Council Against Poverty to show how widely representative it is of the people of the city of New York. As chairman of the council I am here today to express the position of my organization with respect to the establishment of the Gateway National Recreation Area at the entrance of the New York Harbor. It is not often that the poor people of my city see eye to eye with the administration on many projects, indeed it is

almost always the other way around. In case of this great idea of making available to all of the people of the city more land and opportunity for recreation for which there has never been enough for the residents of our ghettos, I am glad that the administration is now in favor of this program.

I say we support this bill 100 percent as introduced by our beloved senior Senator of New York State, Mr. Jacob Javits, and supported by the other Senator from the State of New York together with Senators Case and Williams of New Jersey.

You have heard much detailed information on this proposed project, including costs, numbers of people in various categories who will be served and a variety of statistics on everything from antipoverty to antipollution so I will not bother you with any such figures of that score. However, the thing that I hope you will be most impressed with in this whole hearing is the fact that most of our youth in the city will be able, during the hot summers, to come—to leave the inner city and spend the day in surroundings that will be conducive to peace, pleasure, happiness, and enjoyment.

Multiplying this experience, if you will, by several weekend outings in the summer, I venture to say that in the long run the city, State and Federal Governments would save millions of dollars which might be lost through useless and senseless destruction by young idle minds who share inadequate facilities for recreation, participate in evil street happenings and join perveyors of crime in our over-crowded city.

The Council Against Poverty of the city of New York looks forward to the day when the great Gateway National Recreational Area will no longer be a blueprint on the planning board of the architects, the builders, and the horticulturists but will be a haven of enjoyment and pleasure and games and recreation and peace for all the people of the city of New York, the State and the Nation.

Thank you, Mr. Chairman.

Senator BIBLE. That is a very fine statement, Mr. Billings, and I hope you convey to the members of your council that you did an excellent job of presenting it. I think this is one of the great needs of our country, is to bring these recreation areas to the ghetto areas of our great massive cities, and I am going to do my best if I can to try to help them.

Mr. BILLINGS. Thank you very much.

Senator BIBLE. Fine statement and I appreciate it.

Mr. BILLINGS. Thank you.

Senator BIBLE. Our next witness is Mr. John J. Carroll, chairman, Breezy Point Cooperative, Inc., Rockaway Point, N.Y.

STATEMENT OF JOHN J. CARROLL, CHAIRMAN, BREEZY POINT COOPERATIVE, INC., ROCKAWAY POINT, N.Y., ACCOMPANIED BY JOSEPH STEHN, GENERAL MANAGER; FRANK O. McNALLY, PRESIDENT; AND JAMES HELLER, COUNSEL

Mr. CARROLL. Mr. Chairman, my name is John J. Carroll. I certainly appreciate the opportunity today of presenting the private property viewpoint in connection with the Gateway National Park. I am chairman of the board of directors of the cooperative.

Accompanying me today are Mr. Joseph Stehn, our general manager. To my immediate right is Mr. Frank O. McNally, our president. To my left, as a result of so many questions today on the legal aspects, I have Mr. James Heller, our counsel.

Senator, I have previously submitted to the subcommittee a statement which I would like to ask be inserted in the record.

Senator BIBLE. The full statement will be incorporated in the record. You may very well be able to just highlight the statement.

Mr. CARROLL. Thank you, Senator; I shall.

Senator BIBLE. If questions present themselves, I am not bashful, I will ask them.

Mr. CARROLL. Fine. Thank you very much.

I think the problem in understanding the Breezy Point Cooperative is that people are not really aware of the fact of what is the cooperative. To make the record clear I must say it is an organization which holds together three communities which have been in existence since the beginning of the century. Many of us are third and fourth generations living in Roxbury, Breezy Point, and Rockaway Point—three individual villages which the cooperative preserves as separate villages but all within the context of one group called the cooperative.

We believe the cooperative itself is almost unique as a functioning self-contained cooperative community within New York City. It is, as far as we know, the largest single family residential cooperative in the entire United States. It is based on the principle of common land ownership but separate homeownership. That is, the people have banded together not by choice necessarily but because of a happening away back in 1959 and 1960 where the original owner of the property had sold the entire tract to a real estate developer whereupon the people who had their homes there were right in the path of this real estate development.

We, the homeowners, protested against this city of tomorrow as it was envisioned. The city of New York did change their zoning laws in order to permit high cost and high rise apartments to be erected on this particular area which I personally, because I live there, consider one of the most natural beautiful areas in the entire eastern seacoast. However, the city did this and subsequently they had a change of heart which I give to the credit of those who fought this city of tomorrow development and they then condemned the area owned by this real estate developer. But what happened in the meantime was the homeowners there, the 2,700 we had at that time in about 1960 banded together, dug down in their pockets and brought up the money to buy and to pay the price actually asked by this real estate developer.

Since that time, as I mentioned, the city condemned these two tracts owned by the real estate developer. At that time in 1963 the city of New York assured the then homeowners of the area that their property would be retained as private property and would not be acquired for park purposes. The tract which is called the Point was condemned as a park, the end tract to the east of the cooperative was also condemned for a park.

Today in that particular area there are two ugly 15-story skeletons which really stand as a memorial to those people who believed in this whole area as being a place for people from New York to enjoy the ocean beachfront and they are standing there as a memorial—I am

sorry to say in that particular case to the present administration but also to the previous administration of New York. That is the beginning of the cooperative.

It is unique and we have a very odd type of thing. We have 2,800 families who own their own homes. Your total in the area is owned by the cooperative but each owner owns a share of the cooperative. So, Mr. Chairman, you can understand that when I appear here as their chairman that I have in back of me quite a vocal group of stockholders. It is not like a normal corporation because when they have a share of stock, that share of stock represents their home so they are very vocal about these particular matters.

Senator BIBLE. That is where I get mystified on this land pattern that you describe for the Breezy Point Co-op. I would own the home but I don't own the land underneath it, is that right?

Mr. CARROLL. Well, no. Each homeowner also owns the share of the land in total. The land itself is owned by the cooperative which is made up of the homeowners and the homeowner's share of the cooperative is represented by a share of stock.

Senator BIBLE. You own $\frac{1}{15000}$ of the whole area?

Mr. CARROLL. Yes, sir; I do.

Senator BIBLE. That must be some title. Can the title companies insure title on that?

Mr. CARROLL. Yes, sir.

Senator BIBLE. They can?

Mr. CARROLL. Yes.

Senator BIBLE. I would rather have my full title than $\frac{1}{15000}$.

Mr. CARROLL. I agree, sir. That is why it is so unique. We own the entire beachfront.

Senator BIBLE. What if I buy your house and the people don't like me and they won't sell me this $\frac{1}{15000}$?

Mr. CARROLL. No, the share goes along with the house.

Senator BIBLE. I get the $\frac{1}{15000}$?

Mr. CARROLL. Yes, when you buy the house you buy the shares with it.

Senator BIBLE. Maybe I got the wrong percentage.

Mr. CARROLL. Yes, you do because we have 2,800.

Senator BIBLE. So I would have $\frac{1}{2800}$.

Mr. CARROLL. Yes.

Senator BIBLE. That is not very big.

Mr. CARROLL. It depends on the size of your house. If you have a \$50,000 house, you might have to buy something like 300 shares and that would represent that \$50,000 house, the 300 shares.

Senator BIBLE. When I go to a meeting of the stockholders, can they do anything adverse to me as an individual?

Mr. CARROLL. No.

Senator BIBLE. Have to treat everybody alike.

Mr. CARROLL. Yes, and everybody pays the same share of carrying costs each year per share that they own, and this is exactly the problem. I am departing from my statement, Senator, but earlier today someone had mentioned the concept.

Senator BIBLE. I required you to do that, sir.

Mr. CARROLL. The concept of 25 years which to us would be a death sentence of 25 years there because what would happen is if the man

dies in that particular house, the house disappears. Well, then the other 2,799 homeowners must pick up the cost of that house; that is, the cost of running the services supplying commercial establishments that we have there, and most importantly of all the taxes we pay to New York City which I might say have gone from about \$400,000 in 1962 to over \$850,000 in the year 1970. So the real estate taxes that we pay run almost to a million dollars. So if you lose one house, the other shareholders must pick up that particular portion of the cost.

Senator BIBLE. I physically lose the house? I mean the house would still be there but I don't have anybody to bill except Uncle Sam.

Mr. CARROLL. That is exactly why we cannot see why the idea of tenure for 25 years would work.

Senator BIBLE. I see. Do I understand right on that point, because I understood the Secretary of the Interior to indicate that insofar as the Breezy Point Co-op was concerned that that problem had been resolved.

Mr. CARROLL. Yes, sir.

Senator BIBLE. That you could stay there.

Mr. CARROLL. Yes, sir.

Senator BIBLE. The only thing they were going to acquire was that beach in front of your places.

Mr. CARROLL. Yes, sir; I understood that today but my statement of course, having been submitted previously, was in connection with Senator Javits' bill which had recommended a different treatment of the tenure for 25 years and which is a complete departure as you well recognize, Mr. Chairman, from everything else that you as chairman of this subcommittee have approved over the last 10 or 15 years years as to what happens to the small little people in the midst of a recreation area.

I have taken the liberty of going back over the history of the subcommittee hearings and never once have I not failed to see a question raised by you as to what had happened to the people in the area, what will happen to the people in the area, and it has always been resolved as far as I have been able to determine that their land would not be acquired without their consent which is exactly the Fire Island formula.

Senator BIBLE. With one exception, and that is in the Cape Cod formula they built in the lifetime or the 25 years and there have been various variations of it. They always try to protect the homeowner because he is the one that started out there. It is something that runs against my grain to take the little guy out of his house and say you have to move and he does not want to move. I understand that. I have never run into an area where I get—what is that figure again, 1/2800 of a lot? It may be.

If that problem is resolved, is it resolved to your satisfaction under the administration bill?

Mr. CARROLL. Yes.

Senator BIBLE. Is it resolved to your satisfaction under the administration bill as presented by Secretary Morton and as will be developed by Mr. Hartzog? I don't think we will get to him until Saturday now but we are going to take care of the people from out of State first because we are going to build up a big backlog of questions—he may need to study them all overnight so that he can come back here on Friday or Saturday and answer them.

Mr. CARROLL. Senator, as proposed by Secretary Morton, which he specifically excluded from acquisition without the consent of the owner, the entire land owned by the Breezy Point Cooperative—that is, the improved land that is most acceptable, and we are very grateful for Secretary Morton recognizing our position at this point but, Mr. Chairman, I must point out that the entire land is owned by the cooperative.

Senator BIBLE. I understand that.

Mr. CARROLL. As one owner and then the people share in it. That is really where the whole thing is. It is rather unique and we have nearly 5,000 people living there all year around. We have about five churches as you have heard testimony earlier today.

Senator BIBLE. Before you go into that, I am having an awful time with this planned ownership. You say that it would be all right if an owner wanted to sell, but what kind of a situation would you have?

Mr. CARROLL. He would have a home.

Senator BIBLE. He would have to sell his home?

Mr. CARROLL. Yes.

Senator BIBLE. And he might voluntarily say: "Now, Mr. Hartzog, you are very persuasive"—and I am glad I didn't mention that while he was here, he stepped out. He may talk you into selling your home. Now you would sell the home to the Park Service. Now would the Park Service get billed for—what is that figure?

Mr. CARROLL. Well, it is not one twenty-eight-hundredths, it is a percentage of the total number of shares outstanding.

Senator BIBLE. Then would you bill Mr. Hartzog of the National Park Service and the Federal Government for their share of the upkeep?

Mr. CARROLL. Yes.

Senator BIBLE. Well, that would be a happy surprise to Uncle.

Mr. CARROLL. Wouldn't it?

Senator BIBLE. I am going to have to ponder this one, it is a little deep for me.

Mr. CARROLL. You may have gotten me in a hole.

Our legal counsel has advised me he would like to say something.

Senator BIBLE. Let me pull it out of the hole.

Mr. HELLER. Essentially the land is owned by a stock corporation. I am leary of this myself. The members own stock to the size of their lot and improvements on their home. The stock can be changed and then the cooperative gives them a proprietary lease for the lot of their land which is usually 50 by 100 lot of land, they vary somewhat. One of the reasons why, you will see later in the statement, that they would like to keep some of the open land on the south frontage is because some of these homes are right crowded in on each other and occasionally they get a chance to tear one down and space them out a little. Essentially they are talking about 2,800 leasees who are also stockholders of a common landowner and their shares in the corporation are somewhat according to the size of their own home and their lot.

Senator BIBLE. I understand that part but then Mr. Hartzog speaking for the National Park Service and Secretary of the Interior for the U.S. Government would own one twenty-eight hundredths.

Mr. HELLER. He would acquire only a home and then he would acquire his share of the cooperative.

Senator BIBLE. I understand.

Mr. HELLER. Then go into business as a member of the cooperative if he acquired an individual home.

Senator BIBLE. But then you would bill Mr. Hartzog annually for the taxes and for the governmental charges of the common services there. Does that include police and firemen and garbage collection?

Mr. HELLER. Annual assessment plus initial contribution of stock which is also in a way a kind of upkeep maintenance contribution. His original contribution for stock is somewhat set to account for a basic portion of the share of services that he is going to get when he immediately acquires a home and then he has an annual assessment if I am right.

Senator BIBLE. I don't know whether you are right or not. All I know is that this seems to be more complicated than the way the U.S. Government does business, and believe me, I don't know anything more complicated than that.

Mr. CARROLL. Mr. Chairman, it is a complex situation.

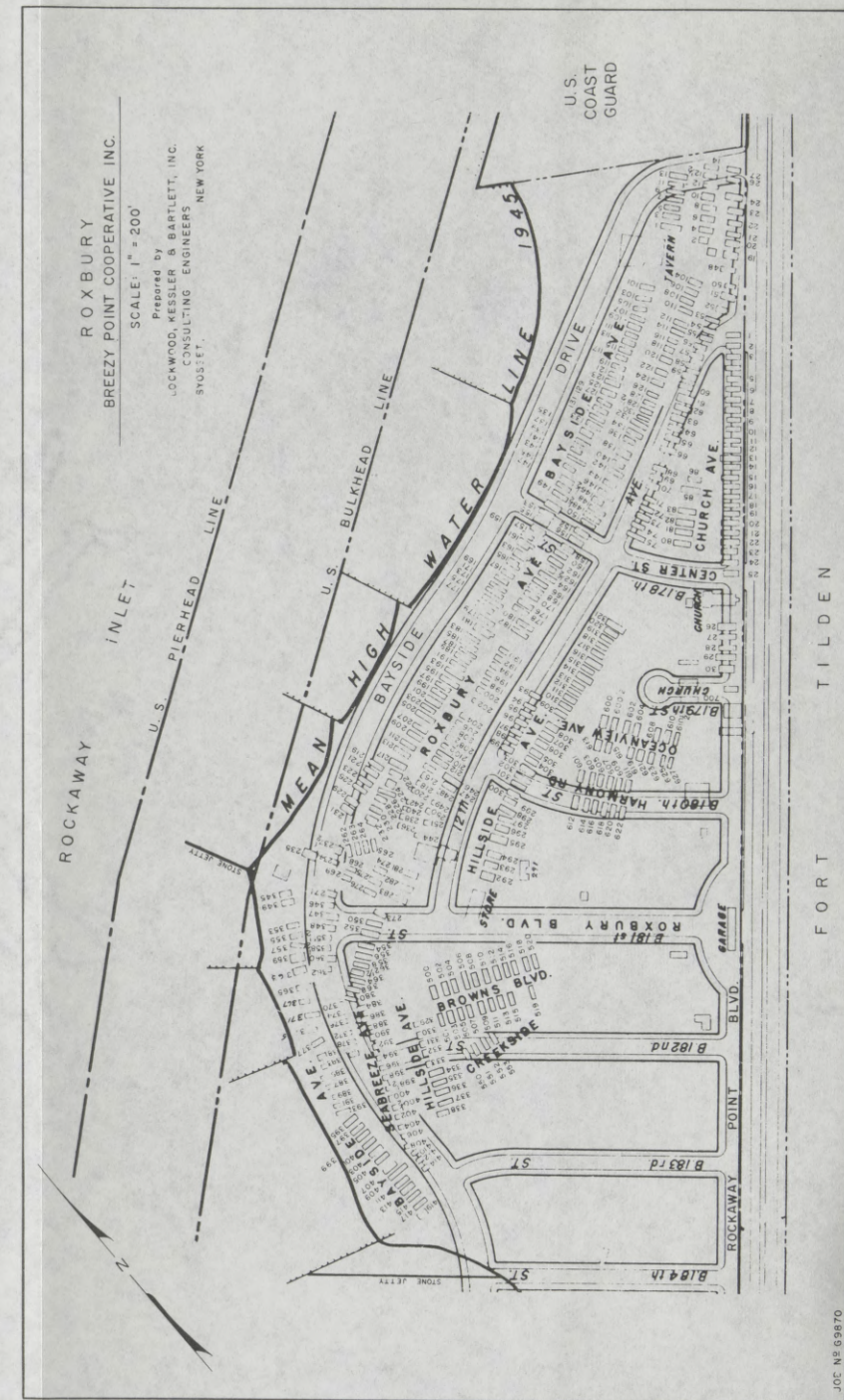
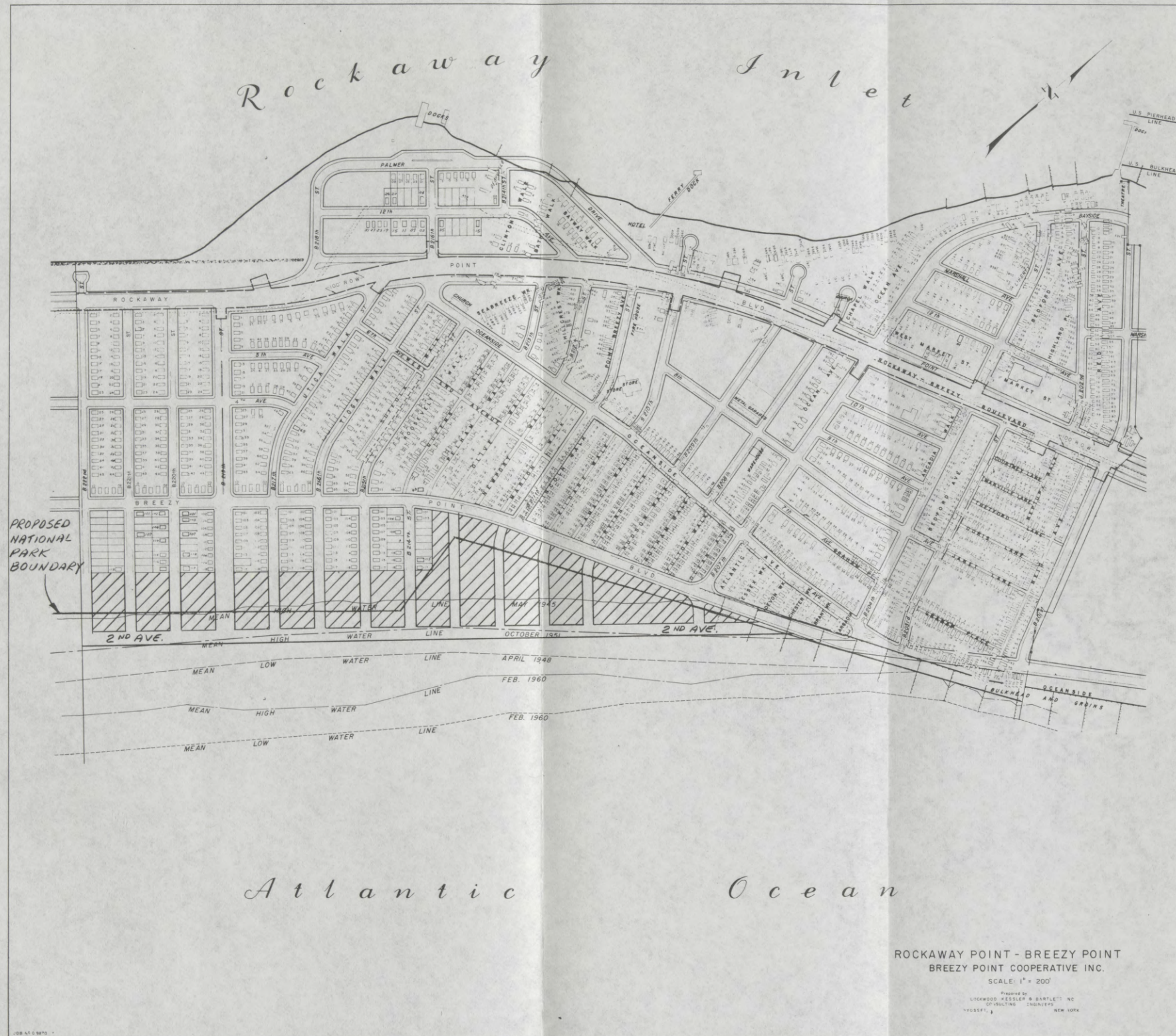
Senator BIBLE. I want to think this through and analyze it. It seems to me just the mechanics of trying to operate under this type of setup, the Director of the Park Service or Secretary of the Interior, the first thing they do is come around and ask for another \$100,000 to employ men to figure out what this is all about.

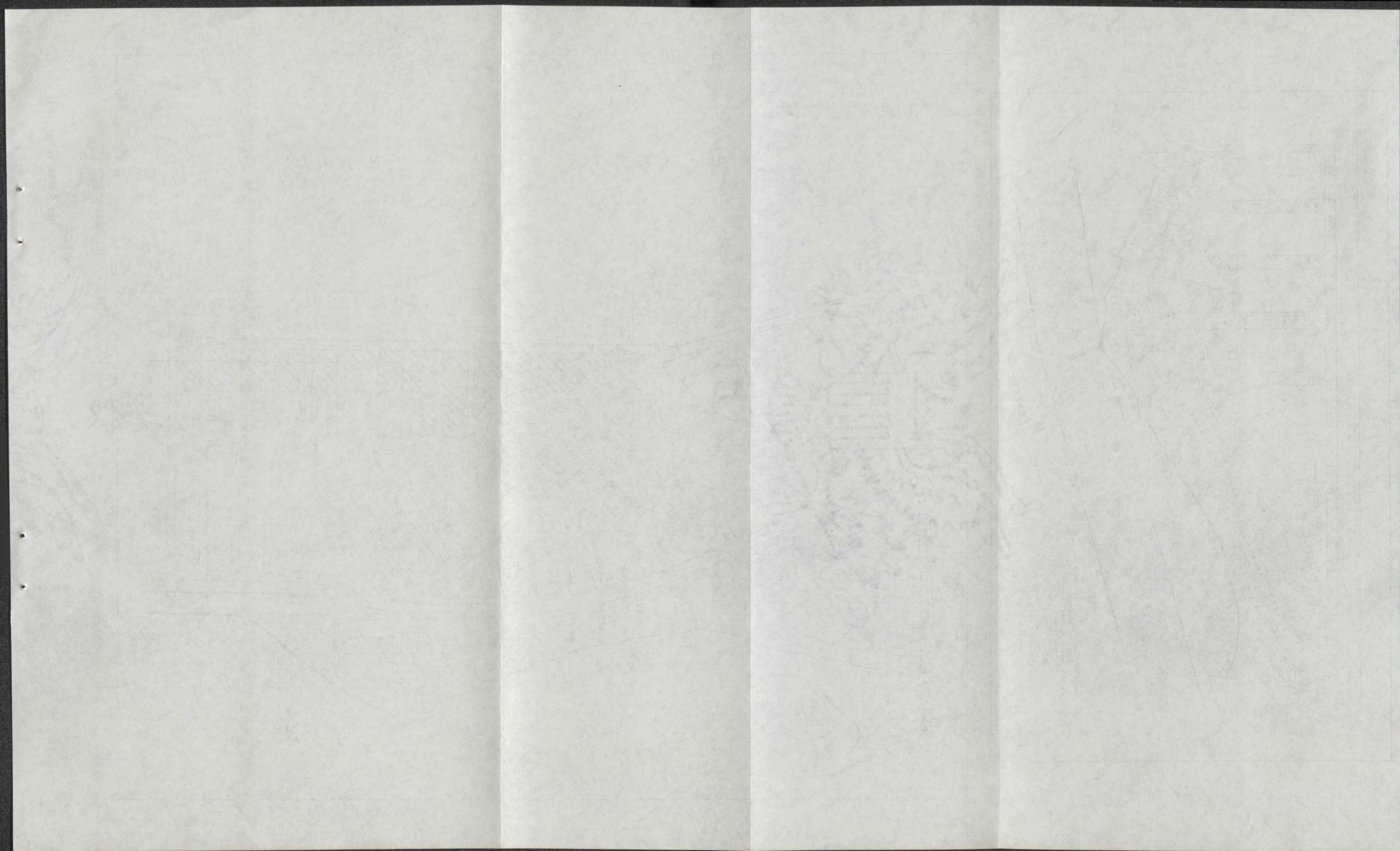
Mr. CARROLL. I can tell you from a personal experience, Mr. Chairman it is complex but it is at times rewarding to myself as chairman. I must say we have over 100-some paid employees but we also have roughly 45 or 50 members of the cooperative who serve without any pay at all, including myself and the president right here. It is a complex thing but it is rewarding because after all you only come by once in a lifetime and the people that are there.

Senator BIBLE. It sounds like the Schlitz beer ad.

Mr. CARROLL. You are only going to have one chance, you only come by once. And it is rewarding because the people that are there are the type of people, I believe—I really sincerely believe this—that if you deem this is the right time for Gateway National Park the people and the cooperative area will accept Gateway providing Gateway is not a destroyer of their homes and that it recognizes that private property and the use of private property rights should still be enjoyed by we, the people of the United States.

Now that sounds like a terrific statement but really, Mr. Chairman, we came into the act on Gateway National Park exactly 2 years ago today when Secretary Hickel flew over the area. We immediately contacted the Secretary and he very graciously put us in touch with the Department of the Interior. We must have had over the last 2 years 8 to 10 meetings with the Department officials and it seems to me the entire Gateway as it relates to Breezy Point if it is going to be a success it must be dependent upon the total planning of the area. It must recognize the private rights of people, the personal rights, the desire of some people somewhere to have a place where they can walk and wander by themselves, to think, to sit on the beach, to go into the ocean, whatever they wish to do, without having thousands of people trailing them to these areas.





That is why we recognize on the tip of the Point where they take a walk and wonder—this is great, I think this is what it should be. It should be the least developed area and this is what they had proposed. In front of the Breezy Point cooperative I visualize a walk-through type of thing. If they want to sit down on the beach, fine. If they want to go into the ocean, fine. There should not be any facilities there.

I think it is important to have facilities on the cooperative property on the ocean front. What I think was addressed earlier was the central promenade which is really the area, as I understand it, where these monstrous high rise buildings are—the facilities will be there. Of course, it is a necessary element of this entire project. I assume the Defense Department will yield that to Gateway in which case that will be where most of the people will land.

We have heard testimony there is a 90-acre parking lot owned by the Tri-Borough Bridge Authority and there is a question there as to that being turned over to the Federal Government, that it has to pay for all this. This is the way I conceive it. This is the way we have talked to Interior about it. First protection of nonacquisition to the residential areas and second that the facilities would be recognized as being away from the private property area going towards the east, going toward children where the people will come in there. If there are 100, 1,000, 10,000 that want to wander on down to the tip to go fishing, there is no problem, but we cannot be inundated.

I think you can respect our problem here. We know that we are running into danger embracing Gateway because we have fear we will be destroyed, but we also believe that with just a shread of faith and good faith on the part of the Federal Government incorporating the legislation which will assure that the people that are there have the right and will have the right in the future to enjoy what they presently have, we can go along with it.

Now, Senator, as I had in my statement we talked earlier today—I believe one of the Congressmen mentioned that we have brought along some photographs of the area so that you may have a view of what we are talking about. Second, I would also like for you to have this. I am sorry some of the other subcommittee members are not here.

Senator BIBLE. I am sorry they are not, too. This is most interesting and we had a splendid attendance this morning but there are many commitments for all of us. We will call this to their attention. As I said earlier and as I repeat and continue to repeat, we are going to have as fell a membership come up there for an inspection of the entire area, fly over and walk over and everything that is necessary to see just exactly what this area looks like.

Mr. CARROLL. Well, I appreciate that, Mr. Chairman.

If I may take a few more moments. We find that in discussing the cooperative, and I found sitting here this morning that people really do not understand what we have there, the homes, the site and what have you. We have a map that we would like to have submitted for the record which sets forth the homes in the mapped area.

Senator BIBLE. Without objection that will be so ordered.

(The maps face this page.)

Mr. CARROLL. That is the mapped streets as envisioned by the city of New York and we were to be allowed to build two. Now these streets

do run down beyond what I understand from this morning from what they consider to be the park on the ocean front. It is in this area that we have not reached a definitive resolution with the Department of the Interior as to the depth of the beach front that they may wish to acquire.

Senator BIBLE. Is Mr. Hartzog looking at this so he can respond because I am going to query him on all of these things.

Mr. CARROLL. Fine.

Our homes come down to that line.

Senator BIBLE. Wait until I get Mr. Hartzog up here. He cannot look at it if he is in another room.

Mr. Hartzog, would you come up here and take a look at this so you can see it. I am going to ask you a lot of questions about this, probably on Friday.

Mr. HARTZOG. Mr. Chairman, I am sorry I was out but I heard you tell me I might be here Saturday so I was going to try to take care of some things.

Senator BIBLE. We may even finish Friday but we won't finish before then.

Mr. HARTZOG. All right.

Senator BIBLE. Now will you repeat what you were saying, please.

Mr. CARROLL. Yes. I just submitted for the record a detailed map which shows the home construction in the area called Breezy Point. I concentrate on that rather than the other community called Roxbury which is to the right. The area we are talking about as indicated on this map is above the pink line. That is actually where our homes come down to at the present time.

Senator BIBLE. I understand. Now what is at the pink?

Mr. CARROLL. The pink is what I understand to be the proposed or at least tentative boundary line that the Department of the Interior is recommending to be acquired for park purposes. That is where the pink line is.

Senator BIBLE. Is that true, Mr. Hartzog?

Mr. HARTZOG. That is true. That is the boundary of the Breezy Point Beach, yes.

Mr. CARROLL. That is the present proposed thing.

Mr. HARTZOG. Yes.

Senator BIBLE. Now we are in agreement on facts.

Mr. CARROLL. Yes.

Senator BIBLE. What is the point you want to make?

Mr. CARROLL. The point I want to make is that we feel that it is really essential to the cooperative to complete the mapped streets which is not shown on here which come down below that park boundary line.

Mr. HARTZOG. This is the point at which our boundary line is and this comes on in this direction. As I understand the difference between our plans and what Mr. Carroll is suggesting this is the line that the cooperative would settle on and this is the line that we have proposed and they want to bring their streets right on into this which in effect then gives them a private access into this beach and that is what the difference is about.

Senator BIBLE. And you object to that. Why do you need a private access?

Mr. CARROLL. I do object to the comment about the private access. We already have private access to the beach.

Senator BIBLE. Why don't you come up here and sit here. You will probably be up here some day as a Senator, so come up here and sit down.

Mr. HARTZOG. Thank you very much.

Senator BIBLE. We always clean up these records before we send them down to his boss.

Mr. Secretary, you come up and sit over here, too.

Don't mind my interrupting you here and there because I found this is the best way to come to grips with the problem, is to ask questions when I don't understand it.

Mr. HELLER. This is the map we have already submitted for the record, Mr. Chairman.

Senator BIBLE. We have made that a part of the record.

Mr. HELLER. The red cross-hatched area indicates the area where the city had originally mapped for streets.

Senator BIBLE. How come you didn't put the streets in?

Mr. HELLER. The city then mapped it for park lands and it was prying each one out by rezoning and that became complicated.

What we are saying is that the dune line and the boundary line which the Park Service has gotten here, which is the green line on this map which is going to be in the record, is in effect a line which parallels a dune which was manmade by the cooperative in the first place and which is 800 feet back from the water and more depth than they believe is needed or can be used for the beach at this point as we understand the planning for this point of the beach.

The planning at this point is not for masses of people as is the park but for people who will come down here and will bring down a family on a blanket, maybe with a volley ball game or a frisbee or something like that, not an intensive use, and 800 feet back from that is an awfully deep beach, there is no real use for it, whereas the cooperative is faced with rising taxes and unfilled property in here that they would like to use so that they can space out a few of the homes over in the older section as they acquire them by destroying them, space them out. When I say that, I am pointing up into the northeast section of this larger part of the cooperative and move a few of these people and their children down into this area right in front of the beach.

Senator BIBLE. Right in front of the beach there are no homes there now?

Mr. HELLER. There are homes here now but they are intermittent and there are no homes in the red crosshatched area.

In other words, we think we are talking about an accommodation, Mr. Chairman, of somewhere between the green line here and the waterfront which is all the depth that the Park Service needs. On the other hand, the cooperative does really need it and it always intended to try and fill some of these blocks.

Now we are not talking about a real estate development corporation, we are talking about a membership cooperative which needs to build 100 or 200 more homes out of those built. This is the only area in which they can do it right down in the disputed area which we would like to be able to talk over within an area of reason on both sides.

Senator BIBLE. We are going to reach that in 40 minutes and Mr. Hartzog will be happy to stay here with his experts, and there is no time like the present. We will make the executive committee room available—you sit down, talk it over, maybe you can come to a further accord. I have always found over the years in handling these park hearings there is nothing in the world like coming to grips with the problems so there is no misunderstanding on either side as to what is embraced.

Now what is to prevent my going in there with my family and I pitch a little tent on the beach and decide to stay overnight in front of your home. Is that all right on this beach?

Mr. HELLER. Well, once this is public—

Senator BIBLE. I mean once it is public, not now.

Mr. HELLER. Once it is public we understand the Department of Interior will have its own regulations for use of them while the cooperative will hope they are good neighborly regulations. This is public beach, there is no need for a beach in depth.

Senator BIBLE. That is another point. I am just in there bathing for that day and I have a group of friends. Suppose I decide to go over into the community and visit with all you people.

Mr. CARROLL. That is fine.

Senator BIBLE. Could I just come right on in there?

Mr. CARROLL. Yes.

Senator BIBLE. Nothing to block me from coming in?

Mr. CARROLL. Not at the present time.

Senator BIBLE. How about when it is a beach?

Mr. CARROLL. That is exactly the point, Mr. Chairman. I do believe and I think you will recognize that if there is a massive public beach in front of the area and that that public beach goes right up to, for example, a front door there would necessarily be and would have to be. It was not this way 10 years ago but it is today. You would have to have some sort of a fence around your home and a lock on your door. Ten years ago people would go away for the weekend and leave their places wide open. But if you had, as envisioned here, 225 or 250 million people heading toward Gateway, necessarily you must have a buffer zone between what is known as the public beach and some sort of an area in between which would protect the private property there.

Senator BIBLE. Would you fence that area in?

Mr. CARROLL. We have not made any arrangements or anything like that, Mr. Chairman, because we felt in our entire dealings with the Department of Interior since May of 1969 that they recognized this particular point. We feel that this should not be. There should not be a fence on that beach. It should be worked out between ourselves and the cooperative and the Department of Interior with your sanction to have it worked out with the Secretary of the Interior to reach a reasonable level of where that public beach will go so that the public is protected, but also we who are also the public are also protected at the same time.

That is what we are talking about, moving the boundary line down. The houses could go to where the red line is which is—this is not something that developed in 1969, Mr. Chairman; this is something that was submitted to the city of New York in 1961 and 1962 but with changes in administration and what have you, we just didn't get what

we wanted put in there. So we visualize a buffer zone below that red cross hatching there which would be, let us call it, no man's land.

Senator BIBLE. Very well. I think I have heard sufficient on this point. I have queried sufficiently on this. I happen to have a home on a lake myself out at Lake Tahoe in the State of Nevada. I know that as a practical matter and I want you to know there are problems there and I hope you can come into an accord with the Park System and the Interior Department that is a practical common sense answer to protecting you as well as opening up some public beach. I think the two can exist side by side.

Mr. CARROLL. Yes, sir.

Senator BIBLE. I think that is what you are saying.

Mr. CARROLL. Yes, sir.

Senator BIBLE. There is incompatibility there and it has to be worked out.

Mr. HELLER. Could we clarify one point for the record because Mr. Hratzog said, and I don't blame him for saying it, the confusion there was a litigation going on as to the title to part of this particular area. There is no litigation because we cannot get the State of New York to come out and state their position. We understand it is opposed to the title of the cooperative. The cooperative has stated its position repeatedly, including to the Interior Department over last year. We would be anxious to settle that issue in an orderly way but we cannot force litigation on the State of New York when they play dog in the manger about who owns this beach. We know the owner here owns the whole beach down to the mean low water mark because they have a quit claim deed back in 1887.

Senator BIBLE. I am not going to be a judge in this case.

Mr. HELLER. We don't have that litigation simply because we have not been able to get New York to come out and face the issue openly with us and we would be glad to do that.

Senator BIBLE. Your problem is you say you own it and the State of New York says they own it.

Mr. HELLER. It has to be settled before the Congress.

Senator BIBLE. Yes, it has to be settled one way or the other, and this is one way the lawyers make money.

Mr. HELLER. I would not dream of suggesting that, Senator.

Senator BIBLE. You may proceed. Is that it?

Mr. CARROLL. I think that is it. I simply wanted to point out about the reasons for this very minor point. We are up to 2,800 members today. What we visualize in this area is a maximum of 3,000 memberships. We are talking of about 250 homes which would not be new members but could very well represent old houses that have been demolished as Mr. Heller indicated because they are in areas that you could not build in the area again in the city code, the city zoning laws.

There is one other matter that was discussed earlier today as to what we do as a community and whether we do have a complete operational situation. There was mention made of churches and rectories and what have you. The cooperative has over some 30 odd pieces of equipment, including probably the first on the entire east coast, a beach cleaner which had not been known in the New York area until we acquired one. I understand the city has picked up quite a few.

We have always gone along with the idea there is only one thing we have to protect—our homes, the environment around us and to maintain the natural beauty of the area. We hope that your legislation or the legislation that will be proposed or sanctioned by your committee will just keep in mind for us that this is all we want to achieve. We would like to be good neighbors.

On the other hand, we recognize that there are going to be many problems for the National Park Services. Today we have three fire departments, volunteer. We have ambulances. We have 28 different guards we pay, 100 employees. I don't know what is going to happen and how the National Park Service is going to service this particular area. If they leave it in the state it is presently in, fine, we will go along and we still do what we have to do because we have 15,000 people.

I think, Mr. Chairman, with that I would just ask you, because we have not had really an opportunity to study the administration bill—

Senator BIBLE. That is why I want to hurry along and we are not going to be able to even get close to finishing today. You people, the Breezy Point Co-op, as I view this entire problem, have probably the most at stake in this because of the number of homes you have there, 15,000 people, and the community presents a very serious problem which we have to work out.

If you will send a supplement to the committee. No. 1, what is your estimate?

Mr. CARROLL. \$2,000,002.

Senator BIBLE. To operate the Breezy Point Co-op annually?

Mr. CARROLL. Yes.

Senator BIBLE. Now the next question I ask just to get a range of feel for this. If I had the money to purchase this and you were on an open market as a willing seller and a buyer who was not restrained and had the money to do it, what would be the total cost of the Breezy Point Co-op for the 2,800 homes, the facilities, everything that goes with it? One twenty-eighth hundredth of a lot.

You can think about it and give me a figure. Are we talking about the range? If they range in price from \$12,000 to \$50,000, I suppose it would cost you more than \$150,000 to buy it all, would it not?

Mr. CARROLL. I would say, sir, even with several more zeros on the end.

Mr. Chairman, we have never really valued the individual homes and I think that each home would have to be valued. It was mentioned the homes were valued at \$12,000 to \$50,000. This is true inasmuch as it would be a construction cost today for a similar type of house. I believe that is what they are referring to as present value.

Now we have never valued each individual home but I might point out, if I may, to quote Mayor Lindsay—Mayor Lindsay had mentioned I think in the papers the other day that New York City was to contribute 600 acres of land in this Breezy Point area which I assume must contain Jacob Riis Park and the area that they acquired by condemnation from this real estate developer that I mentioned earlier.

The combination of those are roughly 600 acres although I heard a moment ago 1,200 but there may be some confusion. About 600 acres.

Now we estimated the value of that was roughly \$100 million. Now these are two separate non-contiguous areas that he is talking about without any homes on it so it is a pure guess. I have absolutely no basis of valuation because I think the very first day we met with Mr. Swem and Mr. Josephs and what have you in the Interior they asked us that same question, What would the value be?

I must honestly answer this way. How do you value a way of life and a home? Can you put a dollar value on it? You can't. But if I am taking a wild guess, I would say it is anything above and it would start from 125 million based on appraisal, 200 million. I don't really know.

Senator BIBLE. I remember talking about quite a bit of money.

Mr. CARROLL. A terrible amount of money, sir, if I may say, needlessly spent. This is what is to be done because it can be handled, it can be worked out at one fraction of that cost.

Senator BIBLE. Thank you very, very much. I want to welcome you back or one of your representatives to come back. We are going to continue these hearings until Friday. We have quite a group of people here. I can't complete them all tonight, it is just physical impossibility, but we will continue the hearings until Friday. I am going to try to hear two or three more that apparently can't return on Friday. Now I know everybody in the place will raise their hand they cannot return Friday.

That is all of you gentlemen unless you have anything else you want to say.

Mr. CARROLL. Thank you very much, Mr. Chairman.

Senator BIBLE. We will be back in session on Friday morning at 10 o'clock and I hope at that time to be able to complete the presentation of the parkland.

Mr. CARROLL. Thank you very much, Mr. Chairman. I do appreciate the amount of time that you have given to us. Thank you. We would be back if you would like us to be here.

Senator BIBLE. Well, you don't need to come back. It is obvious to me that we are not going to button this up overnight. We are going to go into it thoroughly. We are going to go up and take a look at the area and we will probably have a further and final hearing down here after we are starting to put some of these loose ends together.

Mr. CARROLL. Thank you, Senator. I hope you will observe the ground.

(Mr. Carroll's prepared statement follows:)

STATEMENT OF JOHN J. CARROLL, CHAIRMAN, BREEZY POINT COOPERATIVE, INC.,
ROCKAWAY POINT, N.Y.

Mr. Chairman and members of the Subcommittee on Parks and Recreation, my name is John J. Carroll. I am the chairman of the board of directors of the Breezy Point Cooperative, Inc. Accompanying me today and available to help me answer any questions the subcommittee may have are Mr. Frank O. McNally, president of the cooperative, and Mr. Joseph W. Stehn, our general manager.

We appreciate the opportunity of appearing before you to present our views on S. 1193, and the basic proposal for a Gateway National Recreation Area embracing the western, or Breezy Point, portion of Rockaway Peninsula. However, it may be helpful in understanding our position on this matter, if I could take a moment to tell you about the Breezy Point Cooperative.

THE BREEZY POINT COOPERATIVE

It is an organization which holds together three communities which have been in existence since the earliest years of this century. Many of us are the third and fourth generation of families which have had homes in Roxbury, Rockaway Point, or Breezy Point.

The cooperative preserves these communities as component villages within its overall framework. But, as in the case of the original 13 colonies of the United States, these three communities have found it increasingly desirable, and even necessary, to delegate powers and responsibilities to the central board and management of the cooperative.

We believe the cooperative itself is almost unique as a functioning self-contained cooperative community within New York City. It is, as far as we know, the largest single family residential cooperative of its kind in the United States. It is based on the principle of common landownership but separate homeownership.

I can tell you from personal experience that it is a complex and at times difficult form of organization but, because of its cooperative character, a rewarding one. Within the cooperative we make our decisions democratically and the board of directors which I chair must unfailingly take into consideration its accountability to the membership. You can appreciate, I am sure, that stock ownership reflecting homeownership gives our individual members and their families a strong and vocal interest in the policies which guide the cooperative.

We have found in discussing our cooperative, that many people are not aware we have nearly 2800 families representing almost 15,000 people. We recognize that it is difficult to visualize what these communities are really like and therefore, if I may impose upon the committee members, we have brought along some folders of photographs taken over the last few years to give you a glimpse of our community life.

Nearly 5000 of our residents now live at Breezy Point all year round. As you will see from the photographs, our homes are single family structures of either one or two stories. We do not have mansions but we do have simple homes. The average plot for a home is quite small, allowing enough room for a small yard.

To serve the needs of the home owners in these communities

The available facilities are:

Administrative offices—5 churches, 3 rectories, 2 community centers; 11 club and association buildings (antlers club, square clubs, catholic clubs, softball, athletic, civic, social, etc.); 3 shopping areas: (drug, liquor, beauty parlor, hardware, barber, apparel, candy and ice cream, cleaners and shoe repair, newspaper, etc.); 5 restaurants; 27 lifeguards; 3 volunteer fire departments (7 pieces of fire apparatus); 2 volunteer ambulance and rescue corps (3 ambulances); 31 pieces of equipment consisting of: 1 plumber's maintenance truck, 3 general purpose jeeps, 4 pickup trucks, 4 dump trucks, 4 halftracks, 4 frontend loading tractors, 1 bulldozer, caterpillar, 3 wheeled frontend loaders, 1 landscape tractor, 1 beach cleaning machine, 1 flat bed trailer and 4 refuse trucks; security corps (6 vehicles); service shops (plumbing, maintenance, etc.); medical offices, including residences for 2 doctors; movie theatre; U.S. Post Office.

As these facts indicate, the cooperative is in reality a full-fledged community. Just as we take great pride in our homes, we are also very proud of its management and of the collectively-owned services and facilities which it provides for its members. Our strict rules and regulations are designed to maintain a healthy environment, and to prevent pollution of the air and water. At our own expense we provide for regular garbage and trash pickup and maintain our own roads and streets. We also regularly tend and grade our beaches and install bulkheads, create man-made dunes, clean up and otherwise do everything we can to preserve the beauty of the area unspoiled.

The actual layout of the cooperative can perhaps best be seen on a detailed map which I would like to submit for the record. The cooperative occupies some 403 acres. Some 44 acres comprising the Roxbury community are located on the Jamaica Bay shore just north of Fort Tilden. The remaining 359 acres comprising the Rockaway Point and Breezy Point communities lie about 4500 feet to the west and occupy the full width of the peninsula for a distance of about one mile.

The cooperative's chain of title includes an 1887 special Quitclaim Act of the New York State legislature granting the then owner title to the ocean foreshore down to the mean low water mark. As the map just placed in the record indicates, that line has gradually moved southward in recent years as a result of accretions.

(It might be well to note here that the state attorney general's office of New York apparently does not contest our title to the beach down to the April 1948 mean low water mark, but apparently does challenge our claim to later accretions. We have repeatedly sought to have those officials state the basis for their challenge so that we could meet it on the merits, but our efforts have been unavailing. The issue is clearly one of law. We are confident the law supports our title. We know that a similar challenge by the state to the former owners of the adjacent beach was settled virtually on a nuisance basis, for a small fraction of the assessed value of the disputed beachfront. In any case, we are ready and willing to cooperate in securing a speedy determination of this issue.)

THE BASIC POSITION OF THE COOPERATIVE ON GATEWAY

With that preface, I would like to state our basic position concerning the proposed Gateway National Recreation Area. Very simply, if you decide that this is the right time to create Gateway, it should be as a neighbor but not as a destroyer of our homes.

First, and most obviously, it means that any legislation authorizing Gateway should guarantee the physical survival of the cooperative communities for as long as their residential character is maintained.

Second, our concept of Gateway is based on our understanding that the facilities and traffic flow in the Breezy Point unit will be such that our community will be able to maintain its quiet residential character and not be inundated by huge crowds of park visitors.

As a result of discussions with responsible officials of the U.S. Interior Department throughout 1969 and 1970, we understood we had reached agreement on these most basic points. Thus, we were surprised to see that S. 1193 took no account of our many conferences with Interior officials and, in effect, sentenced the cooperative to death in 25 years.

Clearly, we cannot do other than oppose that proposition with all our might and urge this subcommittee not to recommend any legislation which fails to guarantee our survival as a community.

For the record, I would like to outline somewhat more fully, but still briefly, our position on the two basic points, including the substance of discussions with the Interior Department.

1. EXCLUSION OF THE COOPERATIVE FROM ACQUISITION FOR GATEWAY

In urging that the cooperative as a community be spared from acquisition, we are seeking no more than the principle which we understand was written into the enabling legislation for the Fire Island National Seashore and other national seashore and lakeshore recreation areas. That principle provides that residential communities within the boundaries of such recreation areas will be exempt from Federal acquisition as long as they maintain zoning requirements which are satisfactory to the Secretary of the Interior and which guarantee the continued residential character of those communities.

Another point embodied in some of the shoreline recreation area laws is that the Federal Government should have a right of first refusal if the owner of private property within such an area ever desires to sell that property. Again, we do not object to legislation embodying such a right, if it is made clear that it has no application to the sale of the individual homes of cooperative members who die or move away from time to time, but instead applies only to a sale of the land which is owned by the cooperative itself.

As I have indicated, the cooperative had already reached agreement on these points with officials of the Interior Department. If I may quote from a letter of May 6, 1970 to our legal representative, Mr. James H. Heller of the firm of Stroock & Stroock & Lavan, from Mr. Theodor Swem of the National Park Service, which confirms this understanding:

"Plans for the Breezy Point unit have been revised in accordance with the commitment made by Mr. Kirk at the January 13 meeting, when he advised you that the cooperative's improved property would not be acquired. You will recall,

however, that we agreed to include these lands within the park boundaries, but with provisions in the authorizing legislation excepting them from acquisition. Under this arrangement, should the cooperative eventually want to divest itself of the property, the Federal Government would then have first refusal for acquisition."

Mr. Swem's letter goes on to discuss certain planning aspects of Gateway which I will come to shortly.

It was recognized that the Government would wish to acquire a strip of ocean beach for public use as part of Gateway, so that the Breezy Point unit of Gateway could include an uninterrupted ocean beach front for its entire east-west length. Following receipt of Mr. Swem's letter in May, we entered into discussions with Department of the Interior officials on this subject.

The Interior Department had accepted our position that the cooperative needed a legislative guarantee against acquisition if it was to survive. While we have been assured that under the terms of S. 1193 the Secretary of the Interior is not obligated to acquire the cooperative after 25 years (the lifetime language would have no application to the cooperative as landowner), the fact is that there is no possibility of holding together as fragile and complex an organization as the cooperative with such a sword of Damocles hanging over it. Indeed, we would foresee serious difficulties in enforcing upon our members the kind of care, upkeep, and consideration which they now give to their homes and surrounding property if they believed that in 25 years their homes could well be condemned and torn down and replaced by "creative open spaces."

As you will understand, Mr. Chairman, our primary concern is for our own families and their homes in which they have invested so much of their lives and energy as well as their savings. However, as a matter of public policy we cannot understand the wisdom of moving a whole community of 15,000 people away from a beach in order to make way for another group of beach users. That almost suggests that there is something inherently more desirable about the use of a beach by someone who must commute to it than by someone who has struggled and worked to live there.

2. A PLAN WHICH ASSURES THE RESIDENTIAL CHARACTER OF THE COOPERATIVE

As we understand the plans for Gateway from our discussions with Interior officials, the intensity of use, envisioned for the various sectors of the ocean beach at Breezy Point, ranges from most intense at Jacob Riis Park at the eastern extreme with steadily diminishing intensity of use as one progresses westward to most sparse at the western tip. The ferry terminal and central promenade would be in the area east of the main portion of the cooperative, where two ugly unfinished high-rise buildings stand. The major concessions would be located in that promenade and at what is now Jacob Riis Park with some system of transportation and perhaps certain other facilities spotted in between, in what is now Fort Tilden.

The major beaches for crowded use with adjacent concessions and services would thus be at Jacob Riis and Fort Tilden, to the east of the central promenade. To the west of that promenade would be a sector, which would be set aside for small group and family use. That is, this beach would attract the type of person and family who would prefer to have a certain degree of privacy.

These are people who might bring their own lunch for the day and perhaps a ball to play catch with, and they would seek a portion of the beach which was relatively free from crowds. This has been the pattern of other national seashores as one walks along the beach away from the areas where there are public parking and concession facilities.

Finally, to the west of the cooperative, at the tip of Breezy Point, would be a portion of beach reachable only by private boat or by foot, with an adjacent "walk and wander" nature area. This area would have the least intensive use of all. It might well attract surf fishers, for example.

I want to emphasize that these plans are the Interior Department's, not ours. We would naturally prefer to see the central promenade located further to the east and to have our own beach used in the same way as the western tip. However, we think that the Interior Department's planning incorporates a lot of good sense, and we base that judgment on our own immediate familiarity with the Breezy Point area gained over the many years we have lived there.

It is obviously essential to the plans of the Department of the Interior that

Fort Tilden be included in the Breezy Point unit. We would expect that the beach front of the cooperative residential area would not be acquired or utilized as part of the Gateway National Recreation area until such time as Fort Tilden, which is owned by the Federal Government, is incorporated in the park, we would be hard put to explain to our cooperative members if an adjacent tract already owned by the Federal Government were to be withheld from Gateway and not included in the Gateway National Park.

In our discussions with the Interior Department no definitive resolution had been reached as to the depth of our beach frontage which might be acquired for Gateway. We had suggested that at the east sector of our beach front where there is less depth to the beach we might cooperatively build a breakwater which would have the effect of causing some accretion and build-up of the beach so that there would be a reasonable corridor for public passage and use.

On the other hand, in the west we questioned the need for a beach extending back as much as 800 feet from mean low water. We believe Interior Department officials had and still have an open mind about this. They had tentatively selected a boundary based on the existing dune line, but we pointed out that that dune was made by us and could easily be moved and recreated several hundred feet to the south to afford a buffer zone between our home and the beach.

Our concern here is understandable, we believe. If you look at the map that we have offered the record, it shows that the blocks south of Breezy Point Boulevard are incomplete. The built-up areas really only occupy half-blocks. As can be seen, the full blocks are mapped to extend down to a proposed street paralleling Breezy Point Boulevard at approximately the October 1951 mean high water line. The cooperative has always considered it essential to complete the development of those full blocks. We need to do so for two reasons. In the first place, from time to time the cooperative acquires title to houses in the older, more congested sectors. When this happens we demolish the house and it is replaced with a new house elsewhere which meets our present planning and building requirements. The only area available for that purpose is in the unfinished southwestern section that I have been referring to.

Secondly, over the years our tax burden has risen at approximately twice the rate of our other costs. We need to be able to complete development of these partial blocks so that we can modestly increase our membership and our revenues to keep pace with rising tax assessments. During the ten years of 1961 through 1970 the cooperative issued only slightly more than 35 new home building permits, or a rate of about 3 per year. I think it is clear that we have not used our vacant land for speculation or undue expansion of our membership. We are a community, not real estate developers.

Above all, we approach this problem, as well as all other subjects to be discussed with the Government, in a spirit of flexibility. We are talking in any case about differences of a few hundred feet in the depth of the beach at the western end of our property. We do not believe, however, that the type of beach envisioned by the Gateway planners at the western end of our property need be eight hundred feet deep going back from the water line in order to serve the public needs. Beachgoers generally tend to stay within 100-150 feet of the water.

Thus, while it is not an appropriate subject for enabling legislation, we would hope to be able to continue our negotiations with the Interior Department concerning the appropriate boundary line for the ocean beach front to be acquired from the cooperative as part of Gateway.

My purpose in even raising the subject at this hearing is so that there should be no misapprehension that we have reached a final agreement in every detail, nor any misunderstanding of our reasons for wanting to complete these few blocks of vacant lots.

CONCLUSION

Our basic position can be summarized quite simply. We could live with Gateway but we do not want to be devoured by it. We seek for our community the same pattern of protection that has been provided communities in other Federal seashore areas. We have reached agreement in principle on the essential points with Interior Department. What we ask of this subcommittee is assurance that any authorizing legislation for Gateway contains guarantees that our homes and our communities will not be acquired.

Thank you very much for this opportunity to present our views and to answer any questions the subcommittee may have.

Senator BIBLE. I just want to get a reading of the other witnesses. (Discussion off the record.)

Senator BIBLE. The next witness will be Mr. Edward Tuck, president of The Parks Council, New York.

STATEMENT OF EDWARD H. TUCK, PRESIDENT, THE PARKS COUNCIL, NEW YORK, ACCOMPANIED BY HERSHAL POST, EXECUTIVE DIRECTOR

Mr. TUCK. Mr. Chairman, I appreciate the opportunity to have some time this afternoon. This is Mr. Hershhal Post who is executive director of our organization which is a civic organization with a citywide concern for parks and open space. I will discuss what I consider to be new points.

Senator BIBLE. Very well. The entire statement will be incorporated in the record.

Mr. TUCK. I will emphasize simply those points I think are most important.

The most basic reason is to preserve certain options in view of the great metropolitan area that surrounds it and the Gateway itself. Since this is the case I think there should be a philosophy on balance, if possible, of inclusion in areas rather than exclusion because if those areas are not included they will, as several witnesses have indicated, one by one disappear as options as alternatives for the people who live in the area.

Second, the per capita cost of this project is something that really is very low in comparison to other national parks or other parks in the city or out. One indication of this perhaps that has not been mentioned, \$80 million was to be spent for flood prevention control in Jamaica alone in which the estimate exceeds the cost of what we have been talking about today.

One portion of my statement I would like to read in a little bit more detail because I think it is a new thought. This is a new experiment in a Federal park in a metropolitan or largely urban area and one of the great challenges of adapting the National Recreation Area concept to the urban situation will be the development of a new type of recreation area administration, to plan and coordinate not only city and State efforts with those of the Federal Government but also activities of various Federal bodies. The component areas of the Gateway are, despite their high recreational and educational potential, located within one of the busiest harbors in the world, right next to the most densely populated metropolitan areas in the Nation.

Many Federal, State and local governmental agencies, in addition to the National Park Service, presently have an interest in areas which constitute part of the proposed Gateway or border upon it. These interests include aviation, mass rail transit, housing, water pollution control, fish and wildlife management, noise abatement, hurricane and flood control, highway transportation and national defense. Most of these interests will continue even after the establishment of a national recreation area and many of them lie outside the range of traditional park service operations.

At the present time there is no coordination within the Gateway area of this multitude of interests. Clearly such coordination is needed and we urge you to consider, in terms of the Gateway proposal, provision for a new type of administration for a national recreation area.

I would like in addition to make three points. You have heard and will continue to hear able testimony with respect to the inclusion of the Breezy Point Cooperative. We would only ask to remind the committee, as indeed the Department of Interior will no doubt also, that there were good reasons for the inclusion of the Breezy Point Cooperative in the original Department of Interior proposal. It is geographically central to the Breezy Point area, it is an area which if not utilized for certain backup facilities would cause those backup facilities to be put in recreation areas. It is obviously a difficult accommodation to make but we urge that it continue to be considered.

We support the proposals earlier made with respect to the inclusion of all of Jamaica Bay's northern area, a distinction to be made between what Mr. Richmond referred to which is Marine Park which is a city park at this point and probably should remain a city park and that northern area of Jamaica Bay which should be not only included as it presently is but developed, and the \$7 million cost that we were talking about earlier is not an acquisition cost but a development cost.

Finally, with respect to Staten Island I think the point deserves to be made that the function of Staten Island in the original Gateway proposal was not for the benefit of Staten Island but was principally for the benefit of New Jersey. Other access to those beaches is the principal alternative for residents of areas such as Newark.

Thank you very much.

Senator BIBLE. Very fine. We are glad to have accommodated you. You stayed within the 5 minutes.

Mr. TUCK. Thank you.

(Mr. Tuck's prepared statement follows:)

STATEMENT OF EDWARD HALLAM TUCK, PRESIDENT, THE PARKS COUNCIL, INC.

Mr. Chairman, Honorable Members of the Subcommittee on Parks and Recreation, I am testifying as President of The Parks Council an independent civic organization, which for over 40 years has been concerned with the preservation and improvement of open space in the urban region which the Gateway proposal before you would serve.

In many respects, in many urban areas, it has proved increasingly difficult to bring open spaces and recreation to the people—particularly to poor people. Gateway represents a way to give a new opportunity to a large number of Americans, including many in depressed areas, a way to connect another environment to their lives. To those of us who believe that the urban citizen's attitude toward many things is fundamentally effected by his physical environment, this is a significant achievement.

In my testimony I would like to stress the value of the Gateway area to the great number who would use it, trusting that those who have testified before me will have convincingly stated that case for Federal involvement. Nevertheless, it may be worth noting first that while the region is largely urban in character (which should of itself not argue against a Federal framework) it includes almost ten percent of all Americans. This should suffice to indicate the national character of the project. Secondly, the present complexity and scale of the problem of providing open space and recreation to the city dweller means that the problem now merits national attention no less than mental health or medical care. The proposed Gateway National Recreation Area is far from being

the solution to a local problem. It is a long overdue alternative to locally provided facilities. This said, I would like to consider with you the underlying question—why a Gateway Recreation Area at all? Particularly at a time when social objectives with traditionally high priorities are not being met, why invest in a park? Those concerned with the preservation and management of open space in the city will be quick to supply several reasons.

The most basic reason is to preserve options. We have, in the land and water areas which would constitute the Gateway, quality easily comparable to existing federally administered areas, immensely enhanced in value by its ready accessibility. The Gateway area is largely untouched open space—totally different from the urban sprawl which surrounds it. If Gateway is not put through, this totally different area will ultimately come to be quite the same as everything around it—and any good that resides in the difference will have disappeared. So if Gateway does nothing else at all its implementation by Congress will preserve an alternative for future generations which will otherwise be destroyed. Those who doubt the danger of destruction need only review the intensified threats to Jamaica Bay which having escaped transformation into a garbage dump, a parking lot and a housing development, in the recent past, very nearly became an airport last summer.

Much of the Gateway area represents the closest thing to wild nature in the region. It is currently the fashion of some to deride the value of space in its natural state but most Americans know better—and the support for our Great Natural American Parks has rightly never been stronger than today. One value of Gateway resides in this—for many in the region who are not likely to visit Cape Code or the Virgin Islands it would supply Sandy Hook, for those same people who will never see the Everglades it would provide Jamaica Bay. In the words of the President:

"The rugged grandeur of mountains a thousand miles away means nothing to a city child who is not able to get to them.

"The boy sitting on the steps of a ghetto tenement deserves and needs a place where he can discover that the sky is larger than the little place he is able to see through the buildings."

For those who cannot and those who can leave the city alike it would provide an unequalled recreational and educational resource. In the simplest terms, it would at a stroke double the beach area available to the 15 million Americans who live closest to the beaches.

It is generally recognized that per capita the recreation facilities in the area are among the lowest in any American metropolitan region and that only transportation from the city to large outlying open spaces can significantly change the situation. A unique recreational value of the Gateway area lies in its scope and its variety. In addition to greatly reducing the overcrowded conditions for routine and relatively passive recreation such as sunning, swimming and picnicking, offered by existing beach areas (and it is important that these be fully improved), Gateway would also provide superlative fishing, surfing, boating, sailing, water skiing, skin diving and hiking. There exist today hundreds of organizations and communities throughout the region making do with inferior facilities within the city and occasional bus trips out of town which, without more than adequate transportation, could guide and supervise great numbers of children into the area.

Perhaps the greatest long-term asset of the Gateway area is as an educational resource. Environmental education is as a concept very much in vogue today. However, the concept is in large part unexplored. What should be taught, at what stage, to whom and how? One thing is certain—the great estuarine areas like Jamaica Bay and the Spinnecock Cove-Horseshoe Cove areas of Sandy Hook provide the most vast and accessible laboratories for environmental education. Almost every area in all of the units could serve as a valuable support for environmental education.

It is clear that these advantages will not be automatic but will result only from overall planning which must be Federal.

One of the great challenges of adapting the national recreation area concept to the urban situation will be the development of a new type of recreation area administration, to plan and coordinate not only city and State efforts with those of the Federal government but also activities of various Federal bodies. The component areas of the Gateway are, despite their high recreational and educational potential, located within one of the busiest harbors in the world, right

next to the most densely populated metropolitan area in the nation. Many Federal, State and local governmental agencies, in addition to the National Park Service, presently have an interest in areas which constitute part of the proposed Gateway or border upon it. These interests include aviation, mass rail transit, housing, water pollution control, fish and wildlife management, noise abatement, hurricane and flood control, highway transportation and national defense. Most of these interests will continue even after the establishment of a national recreation area and many of them lie outside the range of traditional Park Service operations.

At the present time there is no coordination within the Gateway area of this multitude of interests. Clearly such coordination is needed and we urge you to consider, in terms of the Gateway proposal, provision for a new type of administration for a national recreation area—an administration that will of necessity preserve the freedom of the National Park Service to run the Gateway as a national recreation area, but will also have the flexibility to bring order to the disorder which could easily hamper realization of the proposal and operation of the Gateway itself.

Support of Gateway is also justified by comparison of its cost with the cost of other national parks and similar enterprises. A few years back \$80 million was to be spent on hurricane protection in Jamaica Bay alone. This investment is now regarded as undesirable but the cost would have been about one half of our estimated capital expense for Gateway. It may be worth repeating that virtually no land acquisition costs are involved.

Finally, Gateway will provide an immediate benefit for a group of Americans to whom much has been promised in alleviation of their urban state, but little given. Providing other sorts of opportunities and benefits has proved increasingly necessary but increasingly difficult.

Here is a simple way to reunite a number of Americans with a national heritage.

Senator BIBLE. Mr. Richard Plunkett, National Audubon Society, New York.

STATEMENT OF RICHARD PLUNKETT, NATIONAL AUDUBON SOCIETY

Mr. PLUNKETT. Mr. Chairman, Mr. Tuck has made the points I wanted to make on the northern shore of Jamaica. If my statement can be incorporated in the formal record, I will save the time of the committee.

Senator BIBLE. Well, I will not only incorporate it in the record, I will renew my subscription to the National Audubon Society.

[Laughter.]

Mr. PLUNKETT. Thank you.

Senator BIBLE. I just got notice last evening at my home. If anybody else wants a subscription, I will be very happy to trade you a subscription for time.

(The prepared statement follows:)

STATEMENT OF RICHARD PLUNKETT, NATIONAL AUDUBON SOCIETY

Gentlemen: Thank you for the invitation to testify before this Subcommittee on legislation to establish the Gateway National Recreation Area.

I am Richard L. Plunkett, Assistant to the Vice President for Biology of the National Audubon Society, a nonprofit organization chartered in New York State with approximately 180,000 dues-paying members and 210 chapters distributed throughout the United States. In August 1970 I represented the Society in presenting testimony before the Jamaica Bay Environmental Study of the National Academy of Sciences and National Academy of Engineering. I also testified for the Society before the Joint Legislative Committee on Environmental Management and Natural Resources of New York State in December 1970, with regard to matters affecting the ecology of Jamaica Bay.

As you know, the National Audubon Society is one of the oldest, largest and most experienced membership organizations devoted to conservation and the protection of the environment. We are pleased to have been given this opportunity to testify on Gateway because, in our considered judgment, this proposal has enormous potential for preserving for public use an area endowed with outstanding natural and recreational resources and located where open space and outdoor recreational facilities are most needed, adjacent to the Nation's largest and most densely populated metropolitan region.

We believe that the Gateway National Recreation Area as presented in S. 1193, introduced jointly by Senators Javits and Buckley of New York and Case and Williams of New Jersey, should be enacted by this Congress in view of (1) the demonstrated need for such outdoor recreational facilities in the New York metropolitan region, (2) the opportunity to create a national recreational area at minimal cost for land acquisition, since, with one exception, all land to be included is the property of the Federal and respective State governments and/or their political subdivisions, (3) the relatively minor cost of development of this recreational area in view of the benefits to be derived and the numbers of people to be served.

Gentlemen, first may I review the need for this recreation area. There is little need to stress the fantastic overcrowding of swimming beaches close to New York City. We are all familiar with the news pictures of the Coney Island beaches on a hot summer day, when beach density approaches 4,000 persons/acre and over 1,000,000 persons attempt to utilize a few miles of beach for swimming. Under the Gateway proposal, which would preserve for public use the only remaining ocean beaches still in a relatively natural state in the metropolitan area, this basic need could be met. The following data are based on a series of tables prepared by the Regional Plan Association, which I am informed will be introduced in testimony by that organization. These show that (a) the population within two hours travel distance of the Gateway beaches is 20.1 million persons, (b) the population within two hours travel distance of at least one Gateway beach and closer to that beach than any other ocean beach except those at Coney Island and Rockaway, which are already crowded beyond reasonable capacity, is 13.9 million persons, (c) the figure of 20.1 million persons within two hours of Gateway compares favorably with the total, taken in the aggregate, of 15.2 million persons within two hours of all six of our existing National Seashores: Assateague, Cape Cod, Cape Hatteras, Fire Island, Padre Island, and Point Reyes, (d) that the estimated total of 30 million annual visits to the five units of Gateway, which is, if anything, on the low side, compares most favorably with the total of 9,110,000 visits to the same six National Seashores in 1970 and, indeed, with the visitation figures for any of the top ten National Park Service facilities ranked by actual attendance in 1970. Lest our estimate of 30 million annual visits to Gateway seem unreasonable, I might mention that in 1968 the eight existing New York City beaches, many of which are overcrowded and polluted, had a total of 48 million visits. Another aspect of the need for Gateway is its potential for low-income and carless households which may be expected to use Gateway but may never have the opportunity to travel to other units of the National Park System. The number of carless households within two hours of Gateway is 1,607,000 or 28% of all households in the area, 14% of all the carless households in the Nation. Similarly the number of low-income households (those with incomes under \$5,000) is 1,998,000 or 35% of the total households in the area. Establishment of Gateway would uniquely serve these underprivileged sectors of our citizenry.

Gentlemen, we have carefully studied the provisions of S. 1193 and find it adequate and well-worded in every respect. We believe that Gateway should include Breezy Point in New York and Sandy Hook in New Jersey, the two great peninsulas extending out on either side of the entrance to New York Harbor, and Jamaica Bay (including the undeveloped parkland between its northern shore and the Shore Parkway in the area west of Cross Bay Boulevard). In our view these are the minimum and basic elements of Gateway. Of lesser importance but still useful in the Gateway package are the inclusion of a major portion of Great Kills Park on the eastern shore of Staten Island and the Hoffman-Swinburne Islands landfill area in lower New York Harbor. S. 1193 includes these five major units, with provision for the inclusion of other areas in the future if warranted, up to a total of 25,000 acres of land, marsh and submerged lands exclusive of any other Federal property which may be declared surplus in the future. Of

particular importance, in our opinion, is the provision in Section 2(c) of S. 1193 for the eventual elimination, with adequate protection of the occupancy rights of present owners for a reasonable period, of the one substantial privately owned enclave within Gateway, namely, the Breezy Point residential cooperative, comprising about 2700 family dwellings on approximately 400 acres within the Breezy Point unit. In our view it is essential that the inholding be phased out over a period of years if the Breezy Point unit is to be developed to its full potential. We believe that the occupancy rights of present owners are adequately protected while at the same time under other provisions of Section 2(d) the right of public use of the swimming beaches and of access down the peninsula during the development stages is also provided.

Of first importance among the five Gateway units is the Breezy Point area. This relatively undeveloped peninsula with 4.5 miles of ocean beach and a land area of about 3,650 acres, including Jacob Riis Park and its 9,000-car parking lot at the eastern end of the Gateway unit, could handle about 310,000 visitors/day during the swimming season if its capacity is calculated at a rate of 75 square feet of beach area/person (580 persons/acre), the average density of beach use close to the parking lots at Jones Beach State Park. If capacity is calculated at the Bureau of Outdoor Recreation standard at 58 sq. ft./person (750 persons/acre), the beach area at Breezy Point could handle just under 400,000 visitors/day. In both cases the extrapolations are based on the daily turnover rate experienced at Jones Beach. At 75 sq. ft./person, total capacity may be calculated at 12,336,000 beach visits during the swimming season, exclusive of other outdoor recreation uses of the area throughout the year. At the rate of 58 sq. ft./person, the projection is just under 16 million beach visits during the swimming season.

Sandy Hook with its six miles of ocean beaches and 1,700 acres of land area is the second most important Gateway unit. If capacity of its beach area is projected at the rate of 140 sq. ft./person (310/acre), it can handle 186,395 visitors/day or 7,447,400 visits during the season. If capacity is projected at the rate of 75 sq. ft./person, it can handle 348,965 visitors/day or just under 14 million visits during the season; at the rate of 58 sq. ft./person it could handle 450,560 visitors/day or slightly more than 18 million visits during the swimming season. On the bay side of Sandy Hook is the Horseshoe Cove—Spermaceti Cove area with a stand of holly forest, briar thickets and adjacent salt marsh, which constitutes an important environmental education facility that would be preserved under Gateway. This habitat compares closely with the magnificent Sunken Forest of Fire Island National Seashore some 90 miles to the east on Long Island. It harbors one of New Jersey's few remaining colonies of the Osprey.

In our view, Jamaica Bay is the third essential unit of gateway. With some 4,000 acres of relatively healthy salt marsh in a 9,500-acre tidal estuary, Jamaica Bay offers shelter and feeding for some 60 species of fish and shellfish and is a resting area, feeding place and winter refuge for 29 species of ducks and geese which at times comprise 20-25% of the number of wintering waterfowl on Long Island. More than 300 species of birds have been found at the Jamaica Bay Wildlife Refuge. This refuge at the center of the bay, accessible by subway, car or bus, offers a unique asset in the form of a nature study and environmental education facility. At present, with minimal trail development, limited parking space, and no toilet facilities, it handles more than 100,000 annual visits; with only a minor extension of the trail system and provisions of boardwalks across some of the tidal marsh, it could easily handle 200,000 visitors annually. Although nature study, boating and fishing will be the principal recreational uses of Jamaica Bay for the next few years, the steadily increasing improvement of water quality within the bay will permit the establishment of swimming beaches along the northern and western shores within the next decade. In this regard we believe that the principal objection to the inclusion of Jamaica Bay within Gateway, as advanced in the Jamaica Bay Environmental Study, that is, the giving of priority to the immediate development of close-in swimming beaches more easily accessible to the population centers in Brooklyn and Queens, to be unfounded. We do not see the desirability of providing such close-in swimming beaches along the northern shore of Jamaica Bay as competing with the development of the Breezy Point beaches: both can and should be done. Except as noted, we recommend to this Subcommittee the remarkably detailed and objective summary of the Bay's potential for recreation and environmental education in the chapter entitled

"Jamaica Bay as a Resource for the People of New York City and the Surrounding Region;" in the report of the Jamaica Bay Environmental Study (Volume II, pp. 43-90, *Jamaica Bay and Kennedy Airport, A Multidisciplinary Environmental Study*, Washington, D.C., Environmental Studies Board, National Academy of Sciences and National Academy of Engineering, 1971).

The fourth and fifth most important Gateway units in our ranking are the included portion of Great Kills Park on Staten Island, with two miles of ocean beach and an excellent harbor and marina, linked by rapid transit with Newark and Jersey City and by ferry with Manhattan, which could handle some 54,000 visitors/day or 2,160,000 during the swimming season, and the planned Hoffman-Swinburne landfill area which eventually would provide a single island about one mile in length and 250 acres in extent, suitable for cafes, restaurants, picnic areas, and promenades offering a view of the entire lower New York Harbor.

A major criticism raised by the Jamaica Bay Environmental Study is that of an alleged lack of access facilities to the Breezy Point unit. Our data, based on tables prepared by the Regional Plan Association, show that there is sufficient access capability at each stage of the planned development of Breezy Point. Since the phasing-out of the Breezy Point residential cooperative will take at least 25 years under the provisions of Section 2(c), this unit will not be operated at full capacity for many years. At the outset there is immediate available transport capacity on existing facilities under peak hour traffic conditions on a summer weekend, consisting of unused capacity for moving 1,000 additional vehicles/hour over the Marine Parkway Bridge, 800 additional vehicles/hour over Beach Channel Drive. If Marine Parkway Bridge were converted to three ingoing/one outgoing lane operation during peak hour traffic conditions, present unused capacity could handle 150 buses (each carrying 50 passengers) and 700 cars (at an average of 4 passengers/car), permitting peak hour transport of 10,300 visitors/hour or 67,980 visitors/day. The second access route to Breezy Point by Beach Channel Drive could handle 250 buses and 300 cars for a total of 13,700 visitors/hour or 90,420/day.

Thus, prior to the beginning of ferry service from Coney Island to Breezy Point, a total of 24,000 visitors/hour or 158,400 visitors/day could be brought to Breezy Point on existing highway facilities. At a later stage of development, we estimate that Breezy Point will handle 310,000 beach visitors/day at a rate of 75 sq. ft. of beach area/person. Given a daily turnover rate comparable to that experienced at Jones Beach and a peak hour entry demand of 15% of the daily total (compared with 14% peak hour entry demand experienced at Jones Beach, peak hour demand becomes 46,50 visitors/hour. Our data show this could be handled by ferries from Coney Island alone (20 minute ride, cost about \$.19/round trip), with eight entries of ferries (five ferryboats required for the service), each carrying 6,000 persons. If peak hour entry demand were to be divided among ferry, bus and automobile access modes, it could be handled by only three ferry entries (two ferryboats required for service), 480 entries of buses (320 required for service) and 3,300 entries of automobiles. The total peak hour entry capacity which could be handled by all three modes is 64,000 visitors/hour, sufficient to handle the demand even if Breezy Point beach usage is much higher, at the Bureau of Outdoor Recreation standard of 58 sq. ft. of beach area/person. These data show that access to Breezy Point can be provided at each stage of its development. Ultimately, access may be simplified by the extension of a rapid transit line to Rockaway across the Marine Parkway Bridge, as projected under existing city, with a spur line west to the main beach area near the ferry terminal.

We can also present data showing travel times averaging less than an hour by subway to Coney Island, site of the proposed ferry terminal link to Breezy Point, from various points in New York City and from Newark via the PATH system and subway interconnection, with somewhat longer travel times by the existing subway line to Rockaway.

Access to the Sandy Hook unit may be similarly analyzed. Without going into great detail, we can show various alternatives to handle the estimated capacity of 190,000 visitors/day at a ratio of 140 sq. ft. of beach area/person (the lowest density of beach use near the parking lots at Jones Beach). The need for new roads to Sandy Hook, additional high-capacity traffic lanes across the state highway bridge at the entrance to the peninsula, and vastly increased parking space on the peninsula itself suggest that the best alternative would be ferry service from Belford across Raritan Bay to a terminal near the end of Sandy Hook,

supplemented by using existing highway access facilities. Charter bus service from various northern New Jersey cities could be provided at reasonable cost, e.g., \$.60-.73/round trip from Newark, with a travel time of 1 hour, 15 minutes.

Finally, may I summarize our data on the cost of the Gateway National Recreation Area for the first five years, with stages of development comparable to those envisioned in the 1969 study of the Bureau of Outdoor Recreation/National Park Service. Operating cost should average about \$3 million/year or \$15 million for the first five years, assuming an increase in use from 2 million visitors in the first year to 12 million visitors in the fifth year, average 6 million visitors/year and calculated at the rate of \$.50/visitor, which is comparable to the Jones Beach cost experience. Development cost for the first five years would aggregate \$103.3 million (\$50.6 million for Breezy Point, \$34.0 million for Sandy Hook, \$13.7 million for Jamaica Bay, \$5.0 million for Great Kills, nothing for the Hoffman-Swinburne unit). Land acquisition cost for the Breezy Point residential cooperative is estimated at \$65.0 million, giving a total cost for development and land acquisition of \$168.3 million for the first five years, averaging \$33.7 million/year. Our figures for the annual cost of future ferry service, not all of which is required in the initial stages of development, total \$6,340,000/year. This reflects costs of \$2,361,000/year for the Breezy Point service (assuming all beach users arrive by ferry), \$3,032,000 for the Sandy Hook service (assuming all beach users arrive by ferry), and \$947,000 for the interconnecting ferry service (using one boat with 90-minute headway). For the first five years the cost of providing ferry service would be considerably less than the \$6,340,000 annual total, which is based on necessary ferry service for the Gateway beaches when fully developed.

Senator BIBLE. Next is Mr. Daniel W. Seitz, Friends of Sandy Hook, Rumson, N.J. Mr. Seitz said he had a few new points to make on Sandy Hook.

STATEMENT OF DANIEL W. SEITZ, FRIENDS OF SANDY HOOK, RUMSON, N.J.

Mr. SEITZ. Mr. Chairman, our association which is a private group of approximately 100 citizens resident near Sandy Hook is in favor of a national seashore status for Sandy Hook. However, having said this, we do wish to emphasize our deep concern that the Gateway proposal as presently conceived presents certain long-range threats to the Hook's ecology. This is because the Hook's rich variety of habitat—maple, holly forest, sandy upland thicket, tidal marsh, mudflat, ocean and bay beaches, sheltered and open water—each containing its own distinctive animal and plant life, is seldom duplicated in so restricted an area.

While we recognize the desirability of developing the beaches and historic sites on the Hook for recreational purposes, we believe this development should be undertaken within the overall framework of preserving the Hook's ecology, and we are concerned that population pressures from other areas outside the State of New Jersey served by Gateway will present a long-range threat to this ecology. We are particularly concerned about this in the light of recent newspaper reports stating that some 20,000,000 people will be served by Gateway, with rapid transit systems and low fare services between Coney Island and Sandy Hook.

It is our belief that quite apart from the difficulties and expenses of such methods of access—many of which could be avoided if the Hook were treated as a separate national seashore—the numbers of people involved and the redesign necessary to accommodate them will destroy the sensitive ecological balance which has made the Peninsula so attractive and desirable.

We cannot stress this point too much, particularly to the gentlemen on this committee, the majority of whom come from States in the west where natural parks are larger geographically in relation to smaller local population centers. The Hook is a comparatively small, narrow peninsula, abutting a major urban complex.

I won't go into the specific natural resources in detail, other than to mention the need factor that the Hook was in private hands for 150 years, it has been in the hands of the military for another 150 years, so that basically the habitat has remained very much unchanged through the acreage. The most important resource of course is the holly forest.

Senator BIBLE. The holly forest?

Mr. SEITZ. Holly trees.

The other great natural resource is ornithological. The bird population and the fact that the peninsula is located on the northern most point of the southern flyway and the southern most point of the northern flyway makes it a very strategic spot for birds.

Senator BIBLE. I think you are making an excellent point. Mr. Hartzog is making a note of it, I know, because I think that is one of the things that you have to be careful of. You have an ecological balance; you have got many, many various types of birds there—bird life and wildlife—and if you move too many people, 20 millions of people in on them, they are going to walk right over their habitat.

Mr. SEITZ. The position of our association really is if the Hook could become a national seashore with its own set of rules which subordinated the purely recreational to the preservation aspect we would be sure to reserve it for the future and for posterity.

Senator BIBLE. We try to do that in many of these areas. We have that same problem exactly which we are trying to preserve and many people say you just want to move masses of people in there and you are going to ruin the ecology. I understand that. I think if this properly administered we will build into this law some type of an overall advisory committee made up of local people who shall be consulted—they don't run the show but they come in to give advice. We tried that at Cape Cod and it has worked out very well. So, I think we can do that in this case to accommodate what you are suggesting.

Mr. SEITZ. The temptation is always present when you have an awful lot of people who open up more space and then you kill the thing for the future when you want to have millions come in now and nobody come in 25 years from now.

Senator BIBLE. It is hard to keep that balance.

Mr. SEITZ. That is our major point and our position, that we feel a separate parallel. The Hook might assure this from the beginning and write it into its constitution.

Senator BIBLE. We will ask Mr. Hartzog. He will have his homework cut out for him this weekend. I hope he is not going anywhere.

Mr. SEITZ. That is pretty much what we had to say.

Senator BIBLE. Thank you.

Mr. SEITZ. You will incorporate all of my statement.

Senator BIBLE. Yes.

Mr. SEITZ. Thank you.

(The prepared statement follows:)

STATEMENT OF DANIEL SEITZ, FRIENDS OF SANDY HOOK, RUMSON, N.J.

Friends of Sandy Hook is an organization whose membership comprises approximately one hundred citizens resident in the Monmouth County and Shore area of New Jersey who have for approximately ten years been working towards the wisest long-range use of the Hook, with emphasis on conservation and the retention of natural values. Over this period we have assisted the authorities in a number of ways—taking an active part in setting up the nature program, preserving the holly forest, conducting tours, and helping with our time and money on a number of projects. Three years ago we actively promoted the movement to make Sandy Hook a National Seashore area.

We welcome the opportunity to testify, therefore, in favor of a National Seashore status for the Hook. While the State of New Jersey has done a commendable job in the management of the State Park with the limited funds available to it, we believe that only a National Seashore status will make it practical to maintain the entire Hook with its unique natural resources in such a way as to preserve these natural values for future generations. Having said this, however, we must emphasize our deep concern that the Gateway National Recreation proposal as presently conceived presents certain long-range threats to the stability of the Hook's ecology. This is because the Hook's rich variety of habitat—maple, holly forest, sandy upland, thicket, tidal marsh, mudflat, ocean and bay beaches, sheltered and open water—each containing its own distinctive animal and plant life—is seldom duplicated in so restricted an area. While we recognize the desirability of developing the beaches and historic sites on the Hook for recreational purposes, we believe this development should be undertaken within the overall framework of preserving the Hook's ecology, and we are concerned that population pressures from other areas outside the State of New Jersey served by Gateway will present a long-range threat to this ecology. We are particularly concerned about this in the light of recent newspaper reports stating that some 20,000,000 people will be served by Gateway, with rapid transit systems and low fare services between Coney Island and Sandy Hook. It is our belief that quite apart from the difficulties and expenses of such methods of access (many of which could be avoided if the Hook were treated as a separate National Seashore), the numbers of people involved and the redesign necessary to accommodate them will destroy the sensitive ecological balance which has made the Peninsula so attractive and desirable.

We cannot stress this point too much, particularly to the gentlemen on this Committee, the majority of whom come from states in the west where natural parks are larger geographically in relation to smaller local population centers. The Hook is a comparatively small, narrow Peninsula, abutting a major urban complex.

We believe instead that there should be a moderate but controlled development of the beaches on the Hook for bathing, and that access to beachfront for recreation purposes for the large numbers from the New York area urban complex should be spread out to include more of the beaches on the shores of Long Island where access would hopefully be less involved and less expensive.

What are the major natural resources of Sandy Hook? Because of the private ownership of the Hook by one family from the end of the 17th until the early 19th Century, and the subsequent continuous ownership by the United States as a military installation, the Peninsula has been protected and has remained in as natural a state as it did a century ago. Conspicuous among its resources is the holly forest, which is not equalled on our coast and is the largest of several remnants of American holly found along the Atlantic seaboard. This is a major botanical attraction, as are the other 105 botanical specimens that are found on Sandy Hook including one of the largest stands of wild beach plum and, surprisingly, cactus.

Sandy Hook's other great natural resource is ornithological. The Peninsula's location is the northern most point of the Southern flyway and the southern most point of the Northern flyway. As a result it is a natural haven for tens of thousands of migrating birds. Over 175 different species have been identified so far.

The Hook's fresh water and salt water marshes have significant importance for the development of marine life in the area, and the presence of the Department of the Interior's marine laboratories on the Hook is a further indication of the importance of the Hook and its environs ecologically.

In order to safeguard all of the above unique natural resources of Sandy Hook, as well as its other natural attributes, we therefore strongly recommend a Na-

tional Seashore status for the Hook that would be separate from the Gateway project as presently envisioned, and regardless of whether the Gateway project is approved in toto. Such a status would allow the preservation and maintenance of the Hook as it is ecologically, while permitting a reasonable development of the beaches and access to the sites of considerable marine and nautical historic interest, but it would achieve these ends by treating the Hook as a distinct unit where the recreational development would be subordinated to the maintenance of natural values. We believe that only by recognizing the Hook for what it is—a narrow, strategic Peninsula with a unique and sensitive ecology will it be in fact preserved for future generations as “a very good land to fall in with and a pleasant land to see” as it was described by one of Henry Hudson’s companions aboard the Half Moon in 1609.

Senator BIBLE. I advised the people from Cornell and MIT that we could meet Friday. I find they cannot be here Friday. Would Monday accommodate you, or would you like a date beyond that? I can’t give you any other date next week, this bill is not going to move that quickly anyway. Then the week following we have Memorial Day. We could give you a date some time over in June between the 10th to the 15th.

Mr. HINKLE. Next Monday.

Senator BIBLE. Is that agreeable to you men? Monday at 10 o’clock in this room we will hear you.

Our next witness is Mr. Albert Merck. We will also hear Mr. Hartzog on Monday, too, so any of you who are interested in hearing how he is going to develop this, I wish the people from Breezy Point would make a point of it and at least have a representative here because if you have questions you bring them to me and I in turn will ask Mr. Hartzog.

Will you be here Monday, Mr. Hartzog?

Mr. HARTZOG. With pleasure.

Senator BIBLE. I don’t know about that with pleasure business.

STATEMENT OF ALBERT MERCK, REGIONAL PLAN ASSOCIATION, INC., NEW YORK, ACCOMPANIED BY BORIS PUSHKAREV, VICE PRESIDENT FOR PLANNING

Mr. MERCK. Thank you, Mr. Chairman.

My name is Albert Merck and I am a board member and chairman of the New Jersey Committee of Regional Plan Association. I am responding to your kind invitation to present the association’s views.

In view of the extreme lack of time I will only submit to your committee a supplement to the 27-page set of tables which we have already given you.

Senator BIBLE. All of those will be incorporated in full in the record but we will be very happy to hear you Monday if you want to come back.

(The material referred to is in the appendix.)

Mr. MERCK. Due to the assiduous campaign for a seat in the State legislature I find it impossible. I would like to ask the chairman, however, if he could assign a time to the staff members of the association who have a very substantial amount of data which I believe the committee would be interested in.

Senator BIBLE. We will hear them Monday.

Mr. MERCK. I think the staff is here now.

Senator BIBLE. But you said you are only going to take 3 minutes. You have almost used 2½ of it already.

Mr. MERCK. I am trying to get an appointment for them next week, Senator.

Senator BIBLE. All right. If they want to come in Monday, they can come in right after the professors. Is that all right?

Well, we disposed of you in less than 3 minutes and you can go back to your campaign.

Mr. MERCK. Thank you very much.

Senator BIBLE. You are running for office up there this time of year?

Mr. MERCK. Yes, sir.

Senator BIBLE. Holy smoke.

Mr. MERCK. We never stop in New Jersey.

Senator BIBLE. We just run in the fall.

(The prepared statement follows:)

STATEMENT OF ALBERT MERCK, REGIONAL PLAN ASSOCIATION, INC. N.Y.

My name is Albert Merck; I am a member of the Board of Regional Plan Association and Chairman of its New Jersey Committee. I respond to Senator Bible's invitation to present the Association views.

Regional Plan Association urges speedy enactment of the proposal to create the Gateway National Recreation Area.

For nearly half a century, Regional Plan Association, a citizen planning organization, has been emphasizing the importance of preserving adequate open space in the New York-New Jersey-Connecticut urban region. We also have been identifying the most strategic sites for conservation and outdoor recreation. For the past decade, the Association has worked particularly to preserve and make available for public enjoyment the specific sites that will comprise the Gateway National Recreation Area.

The Race for Open Space, a 1960 report of the Association, led to the first federal grants in aid for parks and a striking rise in state park investment in our Region. This report specifically focused attention on acquiring for public use all remaining open oceanfront and identified Sandy Hook as one of ten major park opportunities for the Region.

In 1963, Regional Plan was a leader in the effort to acquire a New York City park at Breezy Point in place of the high-rise luxury apartment development that was scheduled to go there. The Association also was instrumental in New Jersey's decision to accept two sections of Sandy Hook for park purposes on lease from the federal government.

Four years ago, the Association found that military installations in the harbor were being declared surplus and proposed that Riis Park, Fort Tilden, Breezy Point, Fort Wadsworth, Fort Hancock, the Staten Island beaches and Jamaica Bay be joined in an integrated and natural seashore. These would offer to families living in a dense urban core the high quality outdoor recreation experience that heretofore has been available only in the suburbs and beyond.

It is miraculous that the pieces of the proposed Gateway National Recreation Area have remained almost in their natural state though completely surrounded by high-density urban development. Had the military not needed these points for fortifications until modern weaponry made them obsolete, we probably would not have been able to preserve this beach front for public use. Notice the barrier beaches adjacent to Breezy Point, for example—the rest of the Rockaways and Long Beach are heavily urban. So are the New Jersey ocean beaches near Sandy Hook. Now we have the opportunity: twelve miles of magnificent ocean beaches largely unused; twenty miles of beach front along the bays; some seven square miles of upland area for a variety of recreational pursuits; and four square miles of marshy islands in Jamaica Bay, which have been termed an ecological miracle. Together with related waters, it encompasses thirty-nine square miles—all in a natural state.

I would like to submit for your consideration some two dozen tables prepared by the research staff of Regional Plan Association. These tables examine every facet of the proposed Gateway National Recreation Area. In brief, they make the following points:

Within a two-hour travel distance of the Gateway beaches live some 20 million people in 35 counties of four states: New York, New Jersey, Pennsyl-

vania and Connecticut. Just how unusual this opportunity is can be seen by comparing the locations of all the six existing national seashores. Altogether, the national seashores are within a two-hour trip of only 15 million people compared to 20 million people within two hours of the single Gateway National Recreation Area.

Of these 20 million, 14 million will be closer to the proposed Gateway beaches than to any other ocean beaches except Coney Island and Rockaway. Furthermore, many of the existing beaches become overcrowded on weekends. Jones Beach, for example, often is closed to additional people by late morning.

This will be the only national seashore and probably the only national park or recreation area of any kind that can be reached by the overwhelming majority of its potential visitors via public transportation. That is important since 34 percent of the households living within the area from which most visitors are likely to come do not own cars.

Because the beaches can be reached by public transportation and low cost charter buses, Gateway can serve the low income families of the Region. While 1970 census data are not yet available, in 1960, 35 percent of the households within the two hour travel distance had incomes of under \$5,000. In New York City, for which we have 1968 figures, 30 percent of the families still had incomes under \$5,000.

Gateway has a potential capacity of about 50 million visits a year without exceeding Bureau of Outdoor Recreation standards for beach use. This compares to 11 million annual visits to the existing six national seashores. The ultimate use of this area will require much improved public transportation, however. Immediately, with modest transportation investment—mainly buses on existing roadways—more than 10 million annual visits could be expected (nearly as many as to the other national seashores combined). The beaches to be included in Gateway now have only about 2 million annual visits. After ferry service is added, say in about five years after Gateway is opened, about 20 million annual visits will be possible. When additional beaches are developed, the full 50 million will be able to reach beaches and recreation areas of Gateway.

While compared to beaches and parks elsewhere in the country, Gateway will serve huge numbers, we want to emphasize that it will remain a much more spacious recreation area than others in this crowded urban core. On summer Sundays, several million people use beaches run by the City of New York—and they're glad to be there. Thousands also enjoy municipal beaches along the Jersey Shore. But these beaches, typically, are narrow strips of sand, rarely more than 200 feet wide, bordered closely by commercial or residential development. Gateway's beaches, by contrast, will average 400 feet in depth; some will have as much as 1,000 feet from the ocean to the back of the park. Their large upland areas will be free of commercial and residential encroachment. They will offer a quite different experience from these city beaches.

Water pollution, which has retarded beach use in the Region's core, will be innocuous by 1976 as programs now underway are completed. These sewage abatement programs, incidentally, are being carried out largely with local and state resources. There is very little federal investment.

As to cost to the federal government, only one segment will have to be purchased—from cottage owners on Breezy Point. This land will cost about \$65 million, but it can be leased back to the present owners for a long period because it is not yet needed. The federal government then can recover much of the purchase price. Eventually, however, Breezy Point will be the most heavily used segment of Gateway because the greatest transportation capacity can be provided to it. When this transportation capacity is fully developed, all of Breezy Point will be needed to keep the dunes and border areas in their natural state.

With this very small investment, the federal government will own parkland worth well over \$300 million because the lands to be donated to the Recreation Area are worth as much as \$250 million.

It seems beyond question that this recreationally and ecologically valuable land should be opened to full public enjoyment. The only question might be, why a federal park? Won't this just serve a local area?

It may be true that few people will travel from Wyoming just to enjoy Gateway National Recreation Area as many easterners do travel west just to see Yellowstone. On the other hand, the hundreds of thousands of summer visitors to New York City's museums and theatres doubtless would enjoy an intermission

at one or more of Gateway's facilities. Jamaica Bay's bird sanctuary is unique in the nation. Ocean swimming is a rare experience in the United States; any publicly accessible ocean beach offers a special treat. Gateway *would* be an attraction to national visitors to the East.

Further, Gateway will be an interstate park. The separate parts supplement each other. Breezy Point would be mainly for large numbers to enjoy ocean swimming. Sandy Hook would be used for somewhat smaller numbers of ocean swimmers, but it offers, too, wildlife, varied vegetation, surf fishing and historic landmarks. Great Kills is where families with young children would choose to go; it has shallow water and mild surf. Incidentally, it is the closest beach for residents of New Jersey's urban areas—the Amboys, New Brunswick, Elizabeth, Newark, Hudson County. Jamaica Bay offers boating, fishing, sunning on a beach, bird watching, ecological studies. Particularly, Sandy Hook and Breezy Point should be developed together to keep each from being more crowded than necessary. Breezy Point, in New York State, is closer to the largest population concentrations in New Jersey. Without planned development of transportation to the two beaches, one or the other might be overcrowded.

In any case, the population living close enough to make a one-day trip to Gateway includes a tenth of the nation's population. If that is local, it is an unusual locality. With the percentage of the nation's population living in large urban areas reaching close to 80%, America must face the fact that it is urban, and American parks, quite logically, should be in and near urban areas. This already is becoming national recreation policy. Of the 11 million visits to the six existing national seashores, 9 million are one-day trips, confirming that the national seashores principally serve those people living closeby. Fire Island, for example, lies alongside two counties, Nassau and Suffolk, which are considered suburban but which have a higher density than many Standard Metropolitan Statistical Areas as a whole. For example, they have nearly twice the population of the Minneapolis-St. Paul metropolitan area on little more than half the land—about three times the density.

Gateway differs from existing national seashores only in being closer to its potential users. Washington and Baltimore residents use Assateague, but they are 2½-to-3 hours away; Boston residents are over 2 hours away from Cape Cod.

For the past decade, beginning with the report of the Outdoor Recreation Resources Review Commission, the emphasis for federal recreation and park expenditure has been on projects able to serve the populous parts of the country. President Nixon in his recent message reiterated the theme of the ORREC report—"parks where the people are." For fiscal year 1972, one-half of the \$45 million requested by the National Park Service for outdoor recreation land acquisition was justified on the basis of proximity to population concentrations.

New York State has shifted its policy in the same direction. Until 1968, no State parks could be acquired within New York City. It was assumed that City residents would drive out to the outlying areas for outdoor recreation. But now, a thick layer of suburban traffic lies between the City and suburban-exurban parks and beaches, and a large suburban population surrounds parks like Jones Beach and can get there ahead of City residents. Furthermore, the automobile revolution never completely took hold in New York City, and a substantial part of the City population has no car. So New York State is now acquiring and developing State parks in New York City.

Generally, planners and park agencies are returning their attention to the outdoor resources left over in urban areas. Riverbanks no longer needed for commerce and industry, existing parks that until recently were the easiest place to slice a new highway through, wetlands that bore the brunt of waste disposal and were drained for development all are now seen in a new way. We know these should have the highest priority for public protection in a nation that lives clustered on less than 2 percent of its total land. But cities and states today cannot afford to acquire and gain the full public enjoyment of all these precious parcels.

New York and New Jersey have made great efforts in open space acquisition. In the 1960's, these two states bonded themselves for a total of \$260 million for parks, and New Jersey's legislature has put on this year's ballot another proposal for \$80 million. But that is not enough to save the best of what is left in the urban core.

Similarly, New York City provides beaches to which there are 48 million annual trips—more than four times those to all the national seashores. But that, too, is not enough nor is it an experience of a natural and uncrowded beach.

We feel it is not unreasonable for these states to ask for more federal parks. New Jersey ranks 48th in federal recreation land per population, New York ranks 47th.

Through all of this talk of access and acquisition and preservation, we must keep in mind the human experience that is our goal—particularly for the young people living in treeless tenement neighborhoods, cut off from nature by fifteen or twenty miles of urban sprawl with no car to traverse the distance easily. For those people, experience of natural areas is now totally missing. Many people consider this an argument *against* a Gateway National Recreation Area; they ask whether city people would take adequate care of a natural park. Of course they will, if they see it as their park. I propose, therefore, that some of the prospective users of the park be involved from the beginning in planning, developing and maintaining this park complex. I urge the use of a youth corps for these purposes and to supervise young children in their use of the park and advise on how to make it most satisfactory for those who will use it the most.

In sum, nowhere in the country are there as valuable park resources as those parcels recommended for the Gateway National Recreation Area. They offer an opportunity for parks at federal quality for a tenth of the nation, for many without access to other high quality parks, for some without access to any ocean-oriented parks at all, though they live along the seaboard. In every way, Gateway justifies the use of federal open space funds. No federal park investment could reap so much benefit for so many people so economically.

Senator BIBLE. Michael Berman, president, New Jersey Recreation and Park Association.

His statement will be incorporated in full in the record.

(The statement follows:)

NEW JERSEY RECREATION & PARK ASSOCIATION, INC.,
Morristown, N.J. May 10, 1971.

Senator ALAN BIBLE,
Chairman, Subcommittee on Parks and Recreation,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: My name is Michael Berman, President of the New Jersey Recreation and Parks Association of the State of New Jersey. Our organization represents the municipal, county, therapeutic and state recreational interests.

As part of our function, we stimulate and enlarge an intelligent public interest in the need for and the values of adequate recreation, park, conservation and open space programs in the State of New Jersey. New Jersey, having a population of approximately 7 million people, is the most densely populated state in the Union and reported an 18.2% growth in a ten year period. We in the park and recreation business are keenly aware of the importance of adding needed recreational facilities to the millions of citizens living in the New York, Connecticut and New Jersey metropolitan areas.

Recent studies prepared by the Regional Plan Association of New York indicated that the proposed Gateway National Park has a population of 20.1 million people within two hours of this park.

This proposed park would be a tremendous asset to the nation, as well as to the State of New Jersey and New York. The size and scope of the recreational area are such that they should be administered as a national recreation area and, when developed, will provide facilities for an estimated 50 million visitors annually. The creation of such an "urban park" should enjoy high priority and would fulfill the president's pledge of bringing "parks to the people."

On behalf of the New Jersey Recreation and Park Association, the creation of this Gateway national recreation area is thoroughly endorsed and we urge that Congress adopt legislation which will enable this proposed recreation area to become a reality at the earliest possible date.

Very truly yours,

MICHAEL BERMAN, *President.*

Senator BIBLE. Terrence Benbow, chairman of the Committee on Housing and Planning, Community Service Society of New York.

You indicated to me you would take 2 minutes.

STATEMENT OF TERRENCE BENBOW, CHAIRMAN, COMMITTEE ON HOUSING AND PLANNING, COMMUNITY SERVICE SOCIETY OF NEW YORK

Mr. BENBOW. My name is Terrence Benbow and I am chairman of the Subcommittee on Housing and Urban Development of the Community Service Society, a New York City social-service agency working with families and I think the only agency that has testified here today which is concerned with those problems.

We see great benefits, Mr. Chairman, in the Gateway proposal and we see great benefit for all of the people of the city of New York—low income, middle income, high income. This is the universal project badly needed for the enjoyment of the people not only of New York city but of the entire metropolitan region. For that reason we are very enthusiastic about a broad concept of Gateway and not a narrow one, and it is in that area that perhaps I can offer the expertise of the committee.

As you are aware, the administration has proposed to include Floyd Bennett Field in the Gateway proposal which was not included in the original senatorial proposal. I am sure that our committee would heartily endorse the inclusion of Floyd Bennett Field within the proposed Gateway area. We had serious reservations about the proposed housing use of Floyd Bennett Field long before the administration proposed that it be included in Gateway.

Now that this idea that Floyd Bennett would be integrated into the Jamaica Bay area of Gateway has been presented we think that the recreational use of Floyd Bennett Field is certainly superior to the idea of using it for housing purposes and we would urge the committee to give that serious consideration in possible amendments to the Javits, et al., bill which it has before it.

Senator BIBLE. Well, it is in the administration bill.

Mr. BENBOW. It is in the administration bill, and in that regard we prefer the administration bill. However, there is much to be said for the good work of Senators Javits, Case, Buckley and Harrison Williams.

Senator BIBLE. I don't think they took a position adverse to the inclusion of Floyd Bennett. I thought they kept it very flexible on that. I believe they said they wanted to study it and see the merits and demerits of it, which is the correct attitude to take as I see it.

Mr. BENBOW. I didn't mean to imply otherwise, Mr. Chairman. All I am saying is that the administration proposal clearly comes along later and the administration has said in addition to what the Senators have proposed they would also propose the inclusion of Floyd Bennett. We would heartily endorse that, particularly, as to what could be called the Rockefeller proposal to use it for housing which we think is inappropriate and we think recreation most inappropriate—a different kind of recreation.

One of the values of Gateway which I don't think has been sufficiently stressed in the hearing today is the great diversity of Gateway. We are talking about very different kinds of areas, not each area will be used in the same way or for the same purpose, and that is why I think it really is for all of the people of the New York metropolitan

region because within it it has sufficient components, sufficient variety, but all of the people can find their particular kind of recreational activity outlet, whether it is water or whether it is land.

There can be environmental education here and I think that this is a proposal where it is incumbent upon the Department of the Interior to continue as they are, obviously trying to be very sensitive in the approach that they take to this project. It is not just acres of land or numbers of people or dollars, it is a question of judging very carefully what will serve the best purposes of this very densely populated region.

I happen to be, as far as I know, the only Staten Island resident who has testified today and perhaps you would permit me to an additional few seconds to underscore what Mr. Tuck said a moment ago. I really think Senator Javits said what Congressman Ryan has proposed in his bill—the commissioner of parks and recreation of the city of New York and other speakers have tried to present to this committee—and that is that Staten Island didn't just happen to be included in the Gateway. It is the area that would importantly serve Newark, Elizabeth, Jersey City, and the other densely populated parts of New Jersey.

And that is true today, Mr. Chairman. Those beaches along Staten Island are more heavily used already even without adequate transportation by New Jersey residents than they are by the residents of Staten Island or of New York except for Brooklyn. Now Brooklyn residents as a result of the opening of the bridge some 5 years ago come over in large numbers to the Staten Island beaches—they have better access than residents of other areas of Brooklyn to the Staten Island beaches and to other areas of recreation.

There is another focus here that I think is important and that is the Gateway and that concept is that the Gateway really focuses down to the Narrows. Commissioner Heckscher emphasized Fort Wadsworth now to become a surplus piece of Federal land overlooking the Narrows. The areas that are proposed for acquisition or agreed for acquisition are what I call the outer Gateway. The inner Gateway is at the Narrows, and I think the inner Gateway ought to be included within this proposal.

Thank you.

Senator BIBLE. Very fine.

Make a note of that, Mr. Hartzog.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. All right. We will ask him that on Monday if you want to hear what he says.

(The prepared statement follows:)

STATEMENT OF TERRENCE BENBOW, CHAIRMAN, COMMITTEE ON HOUSING AND PLANNING, COMMUNITY SERVICE SOCIETY OF NEW YORK

I represent the Committee on Housing and Urban Development of Community Service Society of New York—a civic group that has worked since 1898 to secure adequate housing for New York families. Our concern for the living conditions of hundreds of thousands of families led us to draft the Tenement House Law in 1901, one of the first significant regulatory acts in this country's housing history. In the 70 years since then, we have continued to support and introduce measures that would not only provide better standards for housing but would also encourage provision of sound housing for families of low and middle income.

Although housing has been the central concern of this Committee, we at CSS have learned through our years of counseling families that safe and sanitary housing is just the starting point. Housing must exist in an environment conducive to the maintenance of sound family life and a healthful community.

Open space and recreational facilities are prime considerations in creating a good environment. All families, no matter where they live in the densely populated New York-New Jersey metropolitan region, need some time away from the pressures and congestion of urban—and even suburban—life. That is why our Committee enthusiastically supports the bills now before Congress to create Gateway National Recreation Area.

The need for recreational facilities and additional beach space is well-documented by attendance figures at the region's beaches during the summer months. But even more convincing than these figures are the aerial photographs you have all seen showing the elbow to elbow sunbathing at so many of our beaches. And this we believe is an important factor to keep in mind: the beaches in the New York-New Jersey area not only serve a large region but also many visitors to the region; by making additional beaches available in one part of the region, we improve the quality of recreation at other places in the region. By making Breezy Point available, we are providing extra space at Coney Island.

It is remarkable too, that in the midst of this country's most densely populated region, we have this extraordinary opportunity for Congress to make 20,000 acres of beaches and bay available to the 20 million people that already live in the region, a region that is expected to grow to 30 million by the year 2000.

This we believe is the principal and most pressing reason for prompt action by Congress. We have the opportunity to preserve some of this country's natural resources for use by a large number of its people. We are facing another last-chance conservation choice. Fittingly, this park will embrace the great New York Harbor, the historic entrance to our country. It will be a real, as well as symbolic, opportunity to show that we as a nation have at last learned that our people need space for recreation, need some place where they can watch the surf roll in, need some place to watch ships enter New York harbor, need a place to swim, to fish, and to watch birds. It will show that we consider conservation and recreation at least a portion as important as we consider the concrete highways and the densely populated towns we have created.

Gateway National Recreation Area is an important portion of our nation's coastal resources. By authorizing its establishment, Congress will be serving notice that we have called a halt to the despoliation of the nation's shoreline. From Maine to Florida, from Southern California to Washington, we have stood aside and permitted our beaches to be barricaded from public use by hotels and motels, by industry and every other conceivable kind of use. Recent estimates show that only 5% of this country's total coastal zone of shore area is considered suitable for recreation or human habitation. This is a national problem, and it is vital that Congress act now to assure that some of these precious natural resources remain available for public use.

The present Administration is to be congratulated for its action in recent weeks to make it clear that it shall be this country's policy to use our limited coastal resources for the people. The President's support of Gateway National Recreation Area and his directives to preserve a portion of Georgia's beaches are key moves. We are especially indebted to Senators Javits, Buckley, Case, and Williams, who have supported the Gateway proposal over the long months it seemed to be languishing.

The Committee on Housing and Urban Development of CSS believes that Gateway may be one of the most important parks ever developed in this country. It will demonstrate that we can make our increasingly urbanized and suburbanized land more civilized by preserving the best features of our environment, by showing that we are at last concerned about how we use our valuable land.

The location of this recreation area makes it possible for the Federal government to serve a great and diverse population in the New York-New Jersey region. People from the poorer sections of New York City—from Brownsville and East New York—and people from Newark and Elizabeth, who will probably never see Yellowstone or the Grand Canyon, will be able to reach this national park. Middle class families from Queens, and Long Island, and the New Jersey suburbs, who are enjoying growing leisure time, will have an exceptional recreational facility at their disposal.

We have another bonus in creating this great recreation area: we can begin at once because initial planning has already been done. The Department of the Interior's Bureau of Outdoor Recreation and the National Park Service have created an excellent design for the imaginative and innovative use of this national resource in their Task Force Report. They have made the most of both the benefits and the limits of the Gateway area. They have planned for intensively used beaches, for recreational facilities, as well as for preserving ecologically important features. They have planned for low-cost, non-automotive access. They have included plans for environmental education of youngsters to increase understanding of nature and its resources, and they incorporated plans for year-round use of parts of Gateway—a most important feature of land use in such a densely populated region.

Congress has before it today the right idea at the right time in the right place. Here at the doorstep of 20 million persons is the opportunity to preserve a great area—before it is lost for all time. We believe that the Gateway National Recreation plan not only serves the best interests of millions of persons, but serves the future as well.

The Committee on Housing and Urban Development of OSS urges the Senate to give its prompt and enthusiastic approval to the great Gateway park.

Senator BIBLE. Our next witness is Archibald S. Alexander, cochairman, Gateway Citizens Committee of New York.

Yes, sir, Mr. Alexander. Delighted to see you.

STATEMENT OF ARCHIBALD S. ALEXANDER, COCHAIRMAN, GATEWAY CITIZENS COMMITTEE, NEW YORK

Mr. ALEXANDER. Mr. Chairman, you have a statement which we have filed with you.

Senator BIBLE. The statement will be incorporated in full in the record.

Mr. ALEXANDER. I happen to be from New Jersey but was born in New York City so I see both sides of the river very clearly.

Our committee exists only for the purpose of trying to help legislation of this type get through. It consists of civic leaders and conservationists from both States, former Governor, former U.N. Ambassador, former college president, former Secretary of the Army, prominent labor leader, former head of the Regional Planning Association.

We would like to emphasize two things. First, this is an opportunity particularly for the less privileged people in the urban areas, both in New York and in New Jersey. There are 20 million people as you have heard already who live within 2 hours of one of these facilities. One out of every four of those families does not own an automobile and one out of every three families has an annual income of less than \$7,000. Therefore, it is essential that there be these alternative means of transportation.

Now that brings me to the fact that the Great Kills part is not included in the administration bill as I understand it.

Senator BIBLE. The which part?

Mr. ALEXANDER. The Great Kills on Staten Island.

Senator BIBLE. I don't have it quite right in my mind. Somebody mentioned that.

Mr. ALEXANDER. Have you got this map?

Senator BIBLE. Yes.

Mr. ALEXANDER. If you look at Staten Island, it is the lower of the two nearer—

Senator BIBLE. Yes, I see it. That is interesting, having in mind the transportation problems for the poorer people in the area. Because it is reachable by road, bus service should be available. It can be reached by bridge and road, both from New York and from New Jersey, Jersey City, Staten Island.

Mr. ALEXANDER. Finally, sir, I would like to mention, though, that the States and municipalities are indeed impoverished. We know that New York has done a great deal, I gather, on that State park. I want to point out that since New Jersey in 1961 passed a bond issue of \$60 million, it has got some open area in the State, acquiring \$20 million of a local contribution in addition to the \$60 million bond issue and \$6 million of Federal funds. New Jersey will have next fall on the ballot another bond issue, in this case for \$80 million. So we are trying to help ourselves also but this job is too big for all of us put together.

Thank you, Mr. Chairman.

Senator BIBLE. Very fine statement. We will take a look at this Great Kills. I don't know what its present status is, but Mr. Hartzog will make another note of that and we will ask him on Monday.

Mr. ALEXANDER. Thank you.

(Mr. Alexander's prepared statement follows:)

STATEMENT OF ALEXANDER ALDRICH AND ARCHIBALD S. ALEXANDER, COCHAIRMAN,
CITIZENS' COMMITTEE ON THE GATEWAY

Mr. Chairman, Members of the Subcommittee on Parks and Recreation, we, as private citizens of the States of New Jersey and New York, are honored to have the opportunity today to testify before you concerning a unique opportunity for the Federal Government to preserve and develop an open space of extraordinary quality and of great importance not only to the people of our respective states but to all the citizens of our nation.

We are mindful, as we bring before you a proposal for a Gateway National Recreation Area, of the statement of the President in his State of the Union message a few months ago of his desire "to expand the Nation's parks, recreation areas, and open spaces in a way that truly brings parks to the people where the people are." No proposal for the development of national recreation and open space facilities could more fully realize the spirit of the President's statement than the Gateway.

We are also deeply conscious of the national, indeed international, significance of the land and water areas encompassed by the Gateway proposal. Through the embracing sand arms of Sandy Hook in New Jersey and Breezy Point in New York have passed literally millions of people. From Giovanni da Verrazano and Henry Hudson to the hundreds of thousands of immigrants landing on Ellis Island, the Gateway beaches have represented the first view of this new continent.

Today, one out of every ten families in America still lives within two hours of this historic Gateway—within the States of Connecticut, New Jersey, New York and Pennsylvania and thousands more families, from all the States of the United States and as many foreign countries, visit the New York Region, tour the New York harbor and the parks and beaches of the Region. From the Statue of Liberty to the Boardwalk of Coney Island, the New York harbor has always been a fixture in the cultural memory of the United States and the world's view of America.

It is a matter of incredibly good fortune that in the most highly-developed and densely-populated area of our country there should exist today in a totally nonurban context some twenty-five thousand acres—an area nearly twice the size of the island of Manhattan—consisting of wide, clean and sandy beaches and a tidal bay and tidal coves of great ecological importance. It is equally remarkable that virtually all of this priceless land is already in the public domain, owned or controlled by Federal, State or municipal government, and, in good part, available only now for the first time for development for public recreational use.

We have devoted considerable effort to studying the concept of a Gateway National Recreation Area and we would like to tell you some highlights of our studies.

First, we have considered the people who would use the Gateway National Recreation Area. As we mentioned earlier, more than 20 million people live within two hours of one or more of the Gateway facilities. For nearly fourteen million of these people—a figure nearly equal to the total combined annual visits to all of the existing national seashores—the Gateway beaches and New York City's beaches at Coney Island and the Rockaways are the closest ocean beaches. The fact that these beaches are so close to so many people is of even greater importance than might at first appear, for a substantial percentage of the population in the four-state region bounding the Gateway lacks the mobility which has enabled Americans in other parts of the country to travel relatively greater distances to national seashores. One out of every four families living within 2 hours of the Gateway does not own an automobile and one out of every three families has an annual income of less than \$7,000. For these millions of people there is no prospect of a trip across America for a summer vacation. Their hope for a summer at the beach lies at the end of the subway, bus and ferry routes leading to the Gateway.

Though the beaches of the Gateway—so close and yet so underutilized—constitute the immediate appeal of the Gateway concept, the Gateway consists of far more than simply beaches. Indeed, one of the prime reasons for recommending Gateway as a national recreation area is the diversity of its potential uses—potential which will only be realized through an integrated and imaginative development by a single guiding agency. For example, while the beaches at Breezy Point, Sandy Hook and Great Kills will remain essentially in their natural state without building encroachments, there is on each segment substantial upland areas for planned recreational and cultural development. In addition, the northern shore coves of Sandy Hook and the expanse of Jamaica Bay offer natural areas of great ecological and educational importance.

Jamaica Bay is a large, shallow salt water bay which half a century ago housed a shellfishing industry second in size only to that in Great South Bay and Chesapeake Bay and was also known for the hundreds of thousands of migrating waterfowl which could be found on the Bay and in the surrounding marshes each spring and fall. It seems nothing short of a miracle that today, after the bulk of the marshes on the periphery of the Bay have long since been filled with garbage and sand dredged from the Bay bottom and over 1600 sewers open into the basins leading into the Bay and into the Bay itself, that shellfish and finfish and birds still abound in the Bay. Indeed during the past twenty years a wildlife refuge has been carefully nurtured in the marsh islands in the center of the Bay to a point where Jamaica Bay has become internationally famous. Here, in easy view of the Manhattan skyline, schoolchildren come to see the snowy egret, a bird almost extinct in the 1920's, the glossy ibis, its neck arched in flight, wading shore birds, such as the green heron, the sandpiper and the dowitcher and at the time of the spring and fall migrations, wave upon wave of scap and brandt, mallards and canvasback, Canada geese and teal. Sandy Hook too has a wildlife refuge, and attractions of its very own to offer. At Sandy Hook one can still see one of the great foraging birds, the giant osprey, flying overhead with a fish in its mouth, a bird that has never been counted among the 320 species of birds that have been sighted in Jamaica Bay, or wonder at Horseshoe Cove where hundreds of prehistoric horseshoe crabs came ashore in the summer months, or the oldest operating lighthouse in the country at the tip of the Hook, or the stately Officer's Row designed at the turn of the century by one of America's most famous architects, Stanford White. Together with the great beaches, these two areas give the Gateway an extraordinary range of development possibilities, including summer and year round active recreation facilities, educational facilities for schoolchildren and adults and facilities for overnight visitors.

Jamaica Bay, in addition to its prospects for wildlife conservation and education, offers great opportunity for active recreation. The north shore of the Bay and the shores of the city's Marine Park, on the inlet leading into the Bay, are lined with beaches now little used because of long standing water pollution problems. During the past few years New York City has undertaken a massive revamping of the water pollution control facilities in Jamaica Bay, at a cost of more than \$250,000,000, more than 98% financed by State and local funds.

As a result of these efforts a minimum of 120 acres of prime beachland within the confines of Jamaica Bay will become available for public use on a partial basis within the next five years and on a total basis by 1980. Combined with opportunities for sailing, boating and sportfishing, these beaches will truly make Jamaica Bay an outstanding multi-purpose facility.

Still other areas, connected to or in close proximity to the areas included in the Gateway Bill before you, are available further to diversify the Gateway experience at nominal cost. One such area, Fort Wadsworth on Staten Island, is Federal property currently scheduled for disposal as surplus. This fort and its predecessors lying at the foot of the Verrazano-Narrows Bridge, have guarded the entrance to the New York harbor since 1663. The property includes some potentially fine beach land and existing upland recreation facilities. Two New York landmarks on the waterfront—the famous Alice Austen House and the old New York Yacht Club—are inexpensive possibilities for enlarging the Gateway within a single, readily-manageable administrative concept.

Since we are aware that the Gateway is in many important aspects different from any existing national recreation area—primarily in the numbers of people the Gateway will serve and the large percentage of these numbers who will arrive at the Gateway by some mode of transportation other than the automobile—we have considered with care the cost of developing and operating the Gateway, recognizing that there is no comparable recreation area for us to use as a model.

From the very beginning we have been aware that the costs of land acquisition, and development and operation of the Gateway facilities themselves, have been very inexpensive compared to the other national recreation areas in the Federal system—in part because virtually all of the land marked for the Gateway is already in public ownership and in part because the high-volume use of the Gateway will mean that per-capita operating expenses will be extremely low by any existing standards. Specifically, we estimate that the acquisition costs associated with the Gateway will be zero, except in so far as part or all of the land held by the Breezy Point Cooperative is added to the Breezy Point segment of the Gateway over an extended period of time, in which case acquisition costs might total something in the neighborhood of \$65 million. Addition of certain other areas to the Gateway, such as the Fort Wadsworth complex on the Staten Island, would add less—perhaps considerably less—than \$10 million to the total acquisition cost.

Our studies of the needs for development of recreation and back-up facilities, including transportation facilities within the Gateway segments themselves, indicate that the development costs over the first five years of the Gateway's operation would be approximately \$103 million. Operating costs over this same period should average approximately \$3.5 million annually for the Gateway as a whole, and that, we feel, is a conservatively-high figure, comparable to the current operating costs of the Jones Beach State Park on Long Island, the closest large public beach to the Gateway area.

While these costs compare extremely favorably with the costs associated with other parks and recreation areas in the Federal system, it is also quite clear, sad though it is, that it is beyond the capacity of the States of New Jersey and New York and the City of New York combined to develop the Gateway, or any significant part of any of the Gateway segments, at any time in the foreseeable future. The States of New Jersey and New York, and the City of New York in particular, spend substantial sums annually upon their park and beach systems in comparison with most other states and municipalities in the nation, but are still unable, because of the tremendous density of the urban populations which they serve, to provide the comparably luxurious recreation facilities found in other areas of the United States. New York City, for example, has an annual parks operating budget in excess of \$70,000,000—compared to a \$900,000 budget for Cleveland, Ohio—yet the city's beaches at Coney Island and the Rockaways, accounting for over 90% of the city's beach attendance, are three hundred percent overcrowded by the standards of the Federal Bureau of Outdoor Recreation and are, in addition, in desperate need of rehabilitation, rehabilitation which is being carried forward with painful slowness due to stringent limitations upon the city's capital budget.

In this context there can be little doubt that the Gateway offers a remarkable opportunity for more than doubling the outdoor recreation opportunities for the people of this four-state region—including three states which have no present Federal recreation facilities.

A serious question has been raised, however, as to whether it will be possible, given the urban congestion of the area surrounding the Gateway, to bring people to the Gateway in numbers sufficient to alleviate the obvious needs at a cost which can be feasibly met. We have no doubt that this question can be answered affirmatively.

Both of the prime beach areas in the Gateway—Breezy Point and Sandy Hook—are on narrow spits of land where direct automobile access is strictly limited and there is at present no direct mass transit access. It was for this reason that the original Department of the Interior Gateway proposal places heavy emphasis upon ferry transport. It is important to realize in this context that ferry transport has been for over two centuries the rule, rather than the exception, in the New York harbor. Today thousands of New Yorkers commute daily from Staten Island to Manhattan over a route which is longer than the combined distance of the two major proposed Gateway ferry routes from Belford, New Jersey to Sandy Hook and from Coney Island to Breezy Point. Based upon the present operating costs of this ferry system, the per person round trip cost of a ferry ride from Coney Island to Breezy Point would be approximately 41¢. Total annual operating costs for both of these ferry systems, plus a connecting service between Breezy Point and Sandy Hook, would be approximately \$6,300,000.

Difficulties in getting to the landside ferry terminals have also been somewhat exaggerated. For example, it is not commonly recognized that the four metropolitan subway lines converging upon Coney Island are operating, on a current summer weekend, at approximately one third of their rush hour capacity, or that there is a subway line running to the Rockaways from which a shuttle bus service could bring up to 32,000 people an hour to the Breezy Point beaches, or that express bus service along the New Jersey shore from Newark, Paterson and Jersey City, or in the Brooklyn and Queens areas could vastly increase access by highway to both ferry terminals or directly to Sandy Hook, Great Kills and Breezy Point. In short, we feel that the problems of transportation access to the Gateway have been substantially exaggerated, based upon current transportation schedules and practices, none of which have been geared to the existence of an operating Gateway.

Lastly we wish to press upon you the urgency of acting upon the Gateway proposal now. It is indeed extraordinary that such a possibility as the Gateway is still available. In part this is due to the fact that a determined group of citizens, some of whom are represented on our Gateway Committee, fought an arduous battle to have Breezy Point as a potential public park. Again in part this is due to the fact that important portions of the Gateway have been for over a century under Federal stewardship and have at this time become available for public recreation—and failing that, for commercial development. The future availability of these lands for public recreational use is by no means a foregone conclusion. The battle during the last year over the suggested expansion of Kennedy Airport into over a third of Jamaica Bay is only one example of the threats posed to all of the segments of the Gateway.

The citizens of New York and New Jersey have worked long and diligently to preserve these areas in the hope that some means could be found to open these lands to the people of our region and to all Americans who will enjoy the experience of visiting the Gateway to our nation. We come to you in the hope that you can help us turn our dream into reality.

Senator BIBLE. Our last witness of the afternoon is Alexander Allen, director of the Eastern Division of the National Urban League.

Mr. Allen.

STATEMENT OF ALEXANDER ALLEN, DIRECTOR, EASTERN DIVISION, THE NATIONAL URBAN LEAGUE

Mr. ALLEN. Mr. Chairman, we have filed our statement so that I would merely like to summarize it.

Senator BIBLE. The statement will be incorporated in full in the record.

Mr. ALLEN. I will make one or two brief comments which I hope will fall within the 2 minutes.

The first observation that I would want to make is that I would hope, as the committee looks carefully into the various private interests which may be apparently in conflict with Gateway, it will be concerned about the question as to whether there is a problem of exclusivity and exclusion which reaches the level of being antisocial. I don't want to be any more specific than that except to recommend that each aspect of the private interest be carefully examined.

I would want to suggest also that in the day when so many people, not just the rich, can take a second vacation for granted or go to the islands or go to Europe as a matter of course it is very easy to forget the hundreds of thousands of families locked by poverty in the inner cities who never know the revitalizing benefits of a trip to the country and where frustrations can build so quickly to the flashpoint. It is not by chance that some of our most destructive civil disorders have been touched off for a matter as simple as not having water from a fire hydrant for recreational purposes on a hot day.

Yet the dividend to be gained from this historic Gateway plan may be far more than the temporary relief of urban tensions; it may well contribute significantly to the development of a somewhat more healthy philosophy of life for many citizens, rich and poor, bringing them into a closer harmony with their natural environment, including a reverence for life in all its forms.

Former Secretary Stewart Udall writing in the *American Way of Life* this month, which those of you who fly back and forth between New York and this city may sometimes notice in the plane seats, points out that:

[Short excerpt read by Mr. Allen.] America's first citizens, the Indians, viewed themselves as participants in a unified cycle of life, a view much different from the materialistic values of our dominant society which today are being so thoroughly re-examined by America's youth.

MR. ALLEN. I recommend favorable action on this vital piece of legislation.

Thank you, Mr. Chairman.

Senator BIBLE. Thank you very much, Mr. Allen. You put your finger on one of the real purposes of creating this Gateway National Recreation Area is to get where the people are so they can get there. I certainly recognize that.

Thank you very much.

The committee will recess, to reconvene at 10 a.m. Monday.

(Mr. Allen's prepared statement follows:)

STATEMENT OF ALEXANDER J. ALLEN, NATIONAL URBAN LEAGUE

Mr. Chairman and members of the Committee, my name is Alexander J. Allen. I am the Director of the Eastern Region of the National Urban League. The Eastern Region is comprised of 11 states in the Northeastern part of the United States and the District of Columbia and includes the states of New York and New Jersey. In this region are 25 cities served by Urban League affiliates, 7 in New York State and 6 in New Jersey.

For the past five years I have been a member of the Board of Directors of the Regional Plan Association of New York. I am serving today, however, as the spokesman for the National Urban League.

The National Urban League is a non-profit, charitable and educational organization founded in 1910 to secure equal opportunities for black Americans. Its

scope has since been enlarged to include all minority group members and poor and disadvantaged Americans wherever they may be, but our emphasis is on the unfulfilled needs of black people in urban areas. The National Urban League is nonpartisan and interracial in its leadership and staff.

It has affiliates in 98 cities and in 36 states and the District of Columbia. It maintains a national headquarters in New York City, regional offices in Akron, Atlanta, Los Angeles, New York and St. Louis. Our Department of Research and a Washington Bureau are located in Washington, D.C.

A professional staff of about 2,000 persons trained in the social sciences and in social welfare practices conducts the day-to-day activities of the Urban League throughout the country. It is assisted by some 15,000 volunteers who bring expert knowledge and experience to the resolution of problems affecting minority groups and the inner cities.

We are grateful for the Committee's invitation to testify today and welcome this opportunity to share with the Committee the position of the National Urban League on the proposed Gateway National Recreation Area now before you in the form of Senate Bill No. 1193.

The National Urban League throughout its 61 years of effort to enlarge and equalize opportunities for the black and poor has always had a concern for sound recreational planning. While jobs, housing, health and education have had our priority attention, the need for wholesome recreational opportunities has always been a vital concern. The tragedy of the past has been that the great national parks and recreational areas, almost by definition, have been so far removed from the teeming city slums and ghettos that they have been for practical purposes nonexistent. For the most part, as our population has become increasingly urbanized, only the children of the middle class and those fortunate enough to obtain scholarships or camperships have been able to enjoy this nation's rich natural environment.

It is a cause for celebration that the National Park Service and the Bureau of Recreation are now proposing and urging the creation of a major national recreation facility in the heart of the nation's major metropolitan area. This represents a revolutionary new trend in recreational planning which for the first time will extend opportunities to the poor within close proximity to their places of residence.

Here is a plan which, in addition to its benefits for New York State, will serve substantial population in three other states—New Jersey, Connecticut and Pennsylvania—which presently have no national seashore.

One has only to fly over the crowded beaches at Coney Island and Orchard Beach on a typical summer day and then contrast them with the emptiness of Breezy Point and Sandy Hook to recognize the vast unused potential these sites represent.

It is of significance too, that the planners have been able to utilize the waterways and existing mass transit services of the area so that reliance upon private automobiles and bus service is held to a minimum.

Research by the Regional Plan Association points that 1,998,000 households with incomes under \$5,000 per year live within two hours of the Gateway Recreation Area. A high proportion of these families of course are black and Puerto Rican. Most of the households—and we are talking about households, not individuals—are in New York, but 536,000 are in New Jersey, 59,000 are in Pennsylvania and 35,000 are in Connecticut.

In a day when so many people, not just the rich, take a second vacation for granted, or go to the islands or to Europe as a matter of course, it is easy to forget the hundreds of thousands of families locked by poverty in the inner cities where frustrations can build so quickly to the flashpoint. It is not by chance that some of our most destructive civil disorders have been touched off by something as simple as the denial of water from fire hydrants for recreational purposes on a hot summer day.

In view of the swiftness with which opportunities of this sort can disappear or be seriously curtailed through the activity of private commercial interests, it is most important that this Committee and the Congress act promptly and decisively.

The National Urban League is pleased to join with citizen leadership from New York and New Jersey working through the Gateway Citizens Committee and many other public and private organizations in recommending favorable action on this vital piece of trail blazing legislation.

SUPPLEMENTARY STATEMENT OF ALEXANDER J. ALLEN, DIRECTOR, EASTERN
REGION, NATIONAL URBAN LEAGUE

Mr. Chairman and members of the Committee, we have prepared a formal statement, copies of which have been supplied to the Committee. In the interest of time and with your permission, I would like to file that statement for the record then make a few brief comments in the form of summary and supplementation.

First, Mr. Chairman, I would like to express the hope that as the Committee looks more carefully into all aspects of this proposal, it give special attention to these points at which the selfish interests of a relatively few private individuals come into conflict with the welfare and well-being of the great masses of the people. Complexity is sometimes a shield for exclusivity and exclusion, and unless it is checked, can become anti-social and sometimes even illegal.

Second, in a day when so many people, not just the rich, take a second vacation for granted or go to the Islands or to Europe as a matter of course, it is easy to forget the hundreds of thousands of families locked by poverty in the inner cities who never know the revitalizing benefits of a trip to the country and where frustrations can build so quickly to the flashpoint. It is not by chance that some of our most destructive civil disorders have been touched off by something as simple as the denial of water from fire hydrants for recreational purposes on a hot summer day.

Yet the dividend to be gained from this historic Gateway plan may be far more than the temporary relief of urban tensions. It may well contribute significantly to the development of a healthier philosophy of life for large numbers of citizens, both rich and poor, bringing them into a closer harmony with their natural environment, including a reverence for life in all its forms.

Former Secretary of the Interior, Stewart L. Udall, writing in this month's issue of "American Way" points out that America's first citizens, the Indians, viewed themselves as participants in a unified cycle of life, a view much different from the materialistic values of our dominant society which today are being so thoroughly re-examined by America's youth.

The author, Willa Cather, observed years ago that:

"When the Navajo left the rock or tree or sand dune that had sheltered him for the night, he was careful to obliterate every trace of his temporary occupancy. He buried the embers of the fire and the remnants of food, unpiled any stones he had piled together, filled up the holes he had scooped in the sand. . . . It was the Indian's way to pass through a country without disturbing anything; to pass and leave no trace, like fish through the water and birds through the air."

By contrast, as Mr. Udall points out, the Western European immigrants were land-hungry. They had come from feudal societies where the ruling classes owned land outright, and they aspired to similar status. American thinking was dominated by the slogan "sell off the land" until Theodore Roosevelt and the conservation movement saw the importance of setting aside parklands and wildlife refuges as a common estate of public lands for the use of all the people.

In view of the swiftness with which opportunities of the type which Gateway represents can disappear or be seriously curtailed through short sighted or selfish political decisions and/or the activity of private commercial interests, it is important that this Committee and the Congress act decisively and without undue delay.

The National Urban League is pleased to join with citizen leadership from New York and New Jersey working through the Gateway Citizens Committee and many other public and private organizations in recommending favorable action on this vital piece of legislation.

(Whereupon, at 4:20 p.m., the committee recessed, to reconvene at 10 a.m., Monday, May 17, 1971.)

GATEWAY NATIONAL RECREATION AREA

MONDAY, MAY 17, 1971

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

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

Present: Senator Bible.

Also present: Bernard C. Hartung, professional staff member; and Charles Cook, minority counsel.

SENATOR BIBLE. The hearing will come to order, and we will first look at motion pictures. Mr. Hartzog.

(The film was shown.)

STATEMENT OF GEORGE B. HARTZOG, JR., DIRECTOR, NATIONAL PARK SERVICE; ACCOMPANIED BY G. DOUGLAS HOFE, JR., DIRECTOR, BUREAU OF OUTDOOR RECREATION; NATHANIEL REED, ASSISTANT SECRETARY; EDWARD PEETZ, CHIEF, URBAN PARK PLANNING; AND FRANK BRACKEN, LEGISLATIVE COUNSEL, DEPARTMENT OF THE INTERIOR

Senator BIBLE. That was extremely well done, and whoever produced it is to be complimented. I hope we can obtain that as we move along in the weeks or whatever time it takes that is ahead, so other members of the committee can see it. It was extremely well done, and it is an intelligent story that brings back and points up what has been told to us previously and what we will undoubtedly hear more of today.

Now, Mr. Hartzog, and your supporting cast, and Mr. Secretary and supporting cast. Good morning, Mr. Secretary.

Mr. REED. Good morning.

Senator BIBLE. I think, simply for the purposes of the record, Mr. Secretary, you should identify again those with you at the witness table.

Mr. REED. On my left is Mr. Douglas Hofe, Director of the Bureau of Outdoor Recreation, and Mr. Peetz of the National Park Service, and George Hartzog, Director, and Frank Bracken, legislative counsel.

Senator BIBLE. The witness is to be the Director?

Mr. REED. Yes, sir.

Senator BIBLE. All right, Mr. Hartzog. You developed, I think, in your testimony on the day—whenever it was—Wednesday, I think, you developed rather fully your acquisition plans. I wish you would

now capsule them as to what has occurred and provide us more familiarity with the Park Service's position and also that contained in the administration's bill, if you would.

Mr. HARTZOG. Thank you, Mr. Chairman.

Mr. Chairman, what we propose to acquire is a strip of beach land in front of Breezy Point Cooperative, a 40-acre site at Belford, N.J., for an administrative terminal site for a ferry transport. Also included in the land acquisition cost figures is the cost of acquiring the Triborough Bridge Authority parking lot on Breezy Point.

Now, a final determination has not yet been made on whether we will purchase that parking lot, but we felt that we ought to include the cost to give the chairman, the committee, and Congress an opportunity to see the total involvement.

Senator BIBLE. That was the parking lot we just looked at; is that right?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. All right. How about the recap of your acquisition plans for Breezy Point? Why don't you recap those plans?

The administration's bill and the bill introduced by Senator Javits for himself and others is at variance with that point; the New York bill and New Jersey bill with its cosponsors, I believe, contemplated acquiring all of Breezy Point in fee simple; is that a correct statement?

Mr. HARTZOG. No, sir; that is not a correct statement.

Senator BIBLE. All right, correct it.

Mr. HARTZOG. The administration bill proposes to include the exterior boundaries of the area, the Breezy Point Cooperative, but to leave it as a privately owned enclave, acquiring the 89 acres of beach property in front of Breezy Point Cooperative.

Senator BIBLE. What did the bill that was proposed by Senator Javits propose doing?

Mr. HARTZOG. Acquiring the whole thing.

Senator BIBLE. Well, that was the question.

Mr. HARTZOG. I am sorry.

Senator BIBLE. My question was: What did the bill of the Senator from New York, for himself and others, propose? And I thought it was to acquire the entire property in fee simple.

Mr. HARTZOG. Right.

Senator BIBLE. All right. How does your proposal differ from that?

Mr. HARTZOG. We require only the 89 acres of beach front.

Senator BIBLE. That 89 acres and you will hold it in fee simple and that runs for how long? What is the length of it?

Mr. HARTZOG. It is 1 mile.

Senator BIBLE. One mile along the Atlantic Ocean? Is that right on the Atlantic?

Mr. HARTZOG. Yes, sir. All together, the Breezy Point Beach would be about 4 miles long.

Senator BIBLE. How about the tip?

Mr. HARTZOG. This is the tip, now a New York City park.

Senator BIBLE. New York City would donate that to the Federal Government?

Mr. HARTZOG. Yes, about 232 acres.

Senator BIBLE. All right. How about the green part to your right?

Mr. HARTZOG. The next piece of property is Breezy Point Cooperative, and of that we would leave the buildings as a private enclave

requiring 89 acres of beachfront, as to part of which title is in dispute between the State and Breezy Point Cooperative.

Senator BIBLE. When will that be resolved?

Mr. HARTZOG. It will have to be resolved certainly before we engage in acquisition from the cooperative.

Senator BIBLE. Can you give me a time estimate on that?

Mr. HARTZOG. No, I don't have it.

Senator BIBLE. I think you ought to supply it for the record because somebody may think we are very reluctant to complete this acquisition until we know what is going to happen to the park's case. All right; we will ask the Breezy Point people, and their lawyer can make a note of it and answer the question specifically.

Now, before you go to the other green area, what is that strip running through Breezy Point?

Mr. HARTZOG. That is the street.

Senator BIBLE. That is a dedicated public street now and anybody can use it?

Mr. HARTZOG. Yes.

Senator BIBLE. All right. Continue.

Mr. HARTZOG. The next piece of property is a piece condemned by the city of New York for park purposes. The condemnation award has not yet been adjudicated by the court. The city indicated they will be responsible for the total amount of the award and will donate the property to the United States.

Senator BIBLE. We can get their fee simple for it and they will donate it to the Federal Government?

Mr. HARTZOG. They have acquired it by a declaration of taking, so the title is in the city of New York, but a final award has not been made.

Senator BIBLE. When they get the award, what will happen?

Mr. HARTZOG. They will be responsible for payment in full and no cost estimate is included to defray any part of this cost.

Senator BIBLE. How do you enter that agreement between yourself and the others?

Mr. HARTZOG. With the city of New York?

Senator BIBLE. How is it done?

Mr. HARTZOG. It is a letter from the mayor of the city of New York.

Senator BIBLE. Is it sufficient to go to court and say: "We are not going to pay this judgment"?

Mr. HARTZOG. No, we are not a party to the action, Mr. Chairman.

Senator BIBLE. I understand. Then, if this goes forward, and you say the city of New York as such filed a declaration of taking, then title vests in the city of New York in the declaration of taking, and the judgment will run in favor of the city of New York, and how do you know the city of New York will pay for it? And now Uncle Sam will come and say, "We understood it wasn't to be paid for by the U.S. Government."

Mr. HARTZOG. The only assurance we have on the points, Mr. Chairman, is the representation of the mayor of the city of New York.

Senator BIBLE. That representation is in writing?

Mr. HARTZOG. Yes.

Senator BIBLE. Is that in a letter?

Mr. HARTZOG. Yes.

Senator BIBLE. Can we have a copy of the letter?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Without objection, it is made a part of the record. We will ask our legal counsel to check that out.
(The letter referred to follows:)

THE CITY OF NEW YORK,
OFFICE OF THE MAYOR,
New York, N.Y., October 14, 1970.

Hon. WALTER J. HICKEL,
Secretary of the Interior,
Washington, D.C.

DEAR SECRETARY HICKEL: My staff has reviewed the issues raised in your recent letter on the Gateway National Recreation Area proposal. I hope that the responses below will be helpful in moving the project toward legislation.

1. The Appellate Division of the New York State Supreme Court has unanimously affirmed an award to the Atlantic Improvement Corporation for the condemned land at Breezy Point. The City has asked the Appellate Division for leave to appeal to the Court of Appeals on questions of law. If the Appellate Division denies our request, the City will ask the Court of Appeals for permission to appeal. The final determination of whether an appeal will be allowed will probably be made within two or three months. If the appeal is allowed, further proceedings will require an indeterminate time. However, title has been vested in the City. In any event, the City stands ready to meet any fiscal obligations incurred in the condemnation of the Breezy Point property.

2. New York City does not have the power to donate park land without express approval by the state legislature. A Home Rule Message seeking authorization to donate the park land to the Gateway project is being drafted and will be submitted to the City Council and the legislature.

3. The Port of New York Authority has commissioned an independent and impartial study by the National Academy of Sciences to determine whether the expansion of John F. Kennedy International Airport can be accomplished in a way that does not vitiate efforts to improve and restore the environment of the Jamaica Bay area. The City will cooperate with the National Academy of Sciences and we will withhold any decision pending our review of the conclusions of that study. The burden of proof remains with those who seek changes. Gateway will remain the top priority, and I will not sanction any expansion of the Airport that will threaten this critical project.

4. My understanding is that Consolidated Edison is not presently considering construction of a nuclear power plant on, or adjacent to, the Hoffman-Swinburne unit.

5. I would like to clarify the purpose of the City Planning Commission's Master Plan. It is a proposal for possible development rather than a rigid formula. In any event, if the City were to embark on a landfill project along the south shore of Staten Island, it would not be incompatible with Gateway. The plans for the landfill project along the south shore are based on development considerations seeking additional land which could possibly be used for park purposes.

The proposed Shore Front Expressway has been given low priority by the City, and the improvement of the existing roadway as a Boulevard is under consideration. The improved road is being planned to provide access to the Great Kills Gateway unit. In any event, construction is not imminent. On the other hand, construction of the War Memorial Stadium will begin in the near future and will be entirely compatible with the Gateway project.

6. The residents of Broad Channel are tenants of the City pursuant to five-year leases that expire in September and October of 1974. There is no question that the City can convey good title to the land. I have instructed my staff to meet with leaders of the Broad Channel community in order to develop a policy that would be compatible with Gateway. I will keep you informed as progress is made in this area.

On behalf of all New Yorkers I want to express my gratitude for the leadership you have exercised in developing plans that will some day bring a national park to the people of our City. We are grateful, too, for the efforts of former Under Secretary of the Interior Russell Train and the National Park Service staff. Please be assured of our continued cooperation in this unique endeavor to create a national park in a great urban center.

Sincerely,

JOHN V. LINDSAY, Mayor.

(Subsequent to the hearing, Mayor Lindsay submitted the following letter.)

THE CITY OF NEW YORK,
OFFICE OF THE MAYOR,
New York, N.Y., July 27, 1971.

HON. ALAN BIBLE,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR BIBLE: I would like to clarify New York City's interest in the long term plans for Jamaica Bay as part of the Gateway National Recreation Area.

As you know, the Bay is composed of two distinct areas. The islands and ponds at the center of the Bay are an ecological treasure. Over the last seventeen years, the City has nurtured the Wildlife Refuge so that now over 300 species of bird are sited there annually. The second area is the "uplands" at the periphery of the Bay. The sand spits and undeveloped beach and marshes along the Bay's northern shore, south of the Shore Parkway, are the ecological buffer of the center bay. They are also potentially fine beaches.

At present, swimming is not permitted in Jamaica Bay. The waters are polluted. Yet at a time of severe budget constraints, we have justified massive expenditures to clean up the Bay. In part, our \$200 million effort will provide for some 150 acres of potentially useable beach frontage. This area is directly adjacent to New York City's largest concentration of disadvantaged people, the ones for whom the Gateway will have the most meaning.

We believe the Gateway Bill should clearly acknowledge the potential of the Jamaica Bay "uplands" for beach development. We believe it would be misleading for the legislation to suggest that the sole purpose of including Jamaica Bay in the Gateway would be the idle preservation of an ecological treasure.

With all best wishes, and thank you again for coming to see Gateway.

Sincerely,

JOHN V. LINDSAY, Mayor.

Mr. HARTZOG. Furthermore, we have no money in this estimate of ours to pay any part of it, and we simply would not take it if it were offered with any encumbrance that required extinguishing Federal funds.

Senator BIBLE. I understand you are putting a Gateway National Recreation Area together, and you know, and I know, that it is far more advantageous to have it run by one operating unit rather than two or three or fragmented; isn't that right?

Mr. HARTZOG. Yes, sir. This is not now developed for park purposes. These were commercial developments that were condemned, and the buildings are standing there.

Senator BIBLE. Is that the high buildings we saw in the picture?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. All right.

Mr. HARTZOG. The next piece of property is Fort Tilden, further down the peninsula.

Senator BIBLE. What happens to Fort Tilden under the administration proposal?

Mr. HARTZOG. It will be included under that proposal in the National Recreation Area, and jurisdiction will be transferred to the Secretary of the Interior when it is no longer needed by the military.

Senator BIBLE. When will it be?

Mr. HARTZOG. For most of it, now. There is a Nike site and they have to retain a small part for that, but we think most of Fort Tilden will be available by the time of the legislation.

Senator BIBLE. You think, or are you sure?

Mr. HARTZOG. From the discussions we have had with the Department—

Senator BIBLE. Whom were the discussions held with?

Mr. PEETZ. Department of Defense.

Senator BIBLE. Who in the Department of Defense?

You can supply it for the record.

Mr. PEETZ. We have a letter from Mr. Laird to the effect that, when the military need is no longer there, it will be turned over.

Senator BIBLE. When will that need be no longer there?

Mr. PEETZ. There is no official word on it. Unofficially, they say within 5 years.

Senator BIBLE. Supply that letter for the record.

(The letter referred to follows:)

THE SECRETARY OF DEFENSE,
Washington, D.C., August 24, 1970.

HON. WALTER J. HICKEL,
Secretary of the Interior,
Washington, D.C.

DEAR WALLY: Thank you for your letter of June 10, 1970, requesting confirmation of several discussions that have occurred recently between members of our staffs concerning the future of military controlled properties within the proposed Gateway National Recreation Area in New York-New Jersey and the Golden Gate National Recreation Area in the San Francisco area. We find that a number of the understandings that you outline are substantially correct but require some interpretation and others require amendment. The following comments are appropriate in the order in which your June 10 letter specified:

1. Portions of Fort Hancock can be made available now for inclusion in the Gateway National Recreation Area. In fact, the Army has taken steps to declare approximately 1,000 acres of this installation excess. The remaining area is utilized for the Nike Batteries and troop support facilities, including family housing and can probably be made available for disposal at such time as the Air Defense mission no longer exists. As you indicated, all military operations at Fort Hancock, with the exception of the Coast Guard, could be relocated sooner than this provided a suitable alternate location is available.

2. The same situation exists at Fort Tilden. Again, if funding can be made available from other than Defense appropriations and a suitable site can be located, all military operations at Fort Tilden, with the exception of the Reserve component activities, can be relocated. The Reserve activities should remain at Fort Tilden permanently.

3. The Department of Defense is initiating action with the Departments of Interior and Agriculture to find a suitable portion of Floyd Bennett Field on which the animal quarantine station could be established.

In the event all or portions of the above described properties are determined to be excess to Defense needs, we will support your desire to designate the excess areas for recreation and park use.

We trust this clarification will meet your needs. If necessary, we will be pleased to further discuss this matter with members of your staff.

Sincerely,

MELVIN R. LAIRD, *Secretary of Defense.*

Senator BIBLE. Is that sufficient to satisfy you, Mr. Bracken—you are Government counsel?

Mr. BRACKEN. Yes, I think the letter from the Secretary of Defense will be sufficient.

Senator BIBLE. That is Fort Tilden.

Next.

Mr. HARTZOG. Next is Jacob Riis City Park, which the city has also indicated they will donate to the United States. It has been developed

now as a city park, and in it is the 9,000-car parking lot owned and operated by the Triborough Bridge Authority.

Senator BIBLE. Tell us about it.

Mr. HARTZOG. That is a public entity, but it is an independent agency and the cost of these parking lots was defrayed with bonds and the revenues from the parking lots go to amortize the bonds. There is no possibility it will donate the costs, so if we acquire them it will be through purchase.

Senator BIBLE. How much will it cost to acquire the parking lot?

Mr. HARTZOG. Mr. Chairman, I have those figures, and since there are only three pieces of property involved, I would like to supply them for the committee file.

Senator BIBLE. Without objection, then, the record will be supplied with that information for the committee.

Will the city of New York donate the Jacob Riis State Park?

Mr. HARTZOG. Yes, sir; it will.

Senator BIBLE. How do you evidence that?

Mr. HARTZOG. Because we have a letter from the mayor indicating that the city will donate all of its property.

Senator BIBLE. From whom?

Mr. HARTZOG. The mayor of the city of New York.

Mr. PEETZ. The same letter we supplied earlier.

Senator BIBLE. That covers Jacob Riis as well?

Mr. HARTZOG. All of the lands including Jamaica Bay lands.

Senator BIBLE. Next.

Mr. HARTZOG. The next property is Jamaica Bay, which is 9,170 acres now in city ownership and 1,286 acres involving Floyd Bennett Field in Federal ownership, which the Navy has now declared excess but not yet surplus. That will be included in this proposal.

Senator BIBLE. Do we have written documentation indicating that? That is from the Navy?

Mr. HARTZOG. I don't know if we have written documentation of that from the Navy. We have the report cleared by the Office of Management and Budget, which presumably was coordinated with the other executive departments, indicating this would be so.

Senator BIBLE. Whoever the legal man is, and maybe Mr. Bracken is responsible, but whoever is responsible for it, should document it and back it up with something by the Secretary of Defense saying it includes the Floyd Bennett Field as well as others. After all, that is from the Secretary of Defense and it includes Floyd Bennett Field as well as everything else, and I just wanted that noted.

(See copy of letter dated August 24, 1970, from Secretary of Defense, page 120.)

Senator BIBLE. Well, before you get over to New Jersey, is that the total land acquisition within the State of New York?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. What was the testimony the other day about the amount of private land that had to be acquired within the State of New York?

Mr. HARTZOG. As to land purchases, we have this situation—

Senator BIBLE. Somebody gave me a figure, you gave me the 89 acres, and what are the other acres involved? It is a couple or 300 acres?

Mr. HARTZOG. There are two parcels—the Breezy Point Beach and the Triborough Bridge Authority, which is also the parking lot.

Senator BIBLE. These are the only two parcels?

Mr. HARTZOG. Yes; we checked that Triborough Bridge Authority parking lot, and that first figure I gave you of 50 acres is correct rather than 90 acres.

Senator BIBLE. The 50 acres represents the land acreage owned by the Triborough Parking Authority?

Mr. HARTZOG. Bridge Authority.

Senator BIBLE. Bridge Authority, located in the State of New York, located at the Jacob Riis City Park?

Mr. HARTZOG. Yes, and 50 acres.

Senator BIBLE. That is 139 acres total?

Mr. HARTZOG. 139 acres of the Breezy Point beach front.

Senator BIBLE. That is the total acreage to be acquired in the State of New York?

Mr. HARTZOG. Yes, sir; privately owned.

Senator BIBLE. Under the administration's proposal?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. That is all in the State of New York?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. That is the amount of total private ownership within the taking area in the State of New York?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Now, how about the State of New Jersey?

Mr. HARTZOG. There is a 40-acre parcel at Belford, N.J., in private ownership, which we proposed to acquire for administrative and various support functions.

Senator BIBLE. Who owns that?

Mr. HARTZOG. It is in private ownership in Belford, N.J.

Senator BIBLE. Supply, for the same reason, your estimate of that acquisition.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Then that totals what acreage?

Mr. HARTZOG. Forty acres.

Senator BIBLE. You have 50, 139, and that additional 40 is 320; and is that the total—

Mr. HARTZOG. Yes, sir.

Senator BIBLE (continuing). Gateway National Recreation Area you must acquire in private ownership?

Mr. HARTZOG. Not necessarily "must," Mr. Chairman, but it will be authorized because we have not finally resolved the acquisition question on the Triborough Bridge Authority parking lot.

Senator BIBLE. Somebody directed my attention to this problem referring to the October 14, 1970, letter from Mayor Lindsay, and frankly I have not read this, but it is a letter addressed to Secretary Hickel, and the first paragraph of that letter states:

The Appellate Division of the New York State Supreme Court unanimously affirmed award to the corporation for condemned land at Breezy Point. The City asked the Appellate Division for leave to appeal to the Court of Appeals on questions of law. If the Appellate Division denies the request, the City will ask the Court of Appeals for permission to appeal and the final determination of the appeal being allowed will be made in probably three months.

This letter is dated October 14, so we are a few months away. And was the appeal allowed?

Mr. HARTZOG. The matter has not been finally adjudicated.

Senator BIBLE (reading):

If the appeal is allowed, further proceedings will require an indeterminate time. However, title has been vested in the city. In any event, the city stands ready to meet any fiscal obligations incurred in the condemnation of the Breezy Point property.

Is that a correct statement?

Mr. HARTZOG. That is what he told us; yes, sir.

Senator BIBLE. I thought you said you had to acquire that beach land in front of Breezy Point?

Mr. HARTZOG. No. The letter refers to the parcel here that is adjacent to the Breezy Point Cooperative. It is a former high-rise development property.

Senator BIBLE. That has nothing to do with the beach in front of the Breezy Point corporation?

Mr. HARTZOG. No, sir.

Senator BIBLE. So you draw a distinction between that sentence and the Breezy Point Cooperative land?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. All right. I think that letter is cleared up, and I didn't understand it, and when I don't understand, which is frequently, I like to know the correct answers.

Now I think we have a fair measure of the liability for the land acquisition, and you are going to furnish the figures for the record: the reason for that is because the President is probably curious, and it is because we like to protect the bargaining part of the Federal Government on the disclosure position, so somehow or other the owner gets the amount of money you allowed for, or more.

Mr. HARTZOG. Our estimate becomes almost the floor from which we start.

Senator BIBLE. That is true, and we learned that over the years it becomes the floor and this is the reason for doing it, it makes good common horsensense.

Do we have any other problems that I have not touched upon in the acquisition of the Gateway National Recreation Area?

Mr. HARTZOG. No, sir; because in Sandy Hook, all but 12 acres is now owned by the Federal Government, and New York State indicated they will donate that 12 acres.

Senator BIBLE. Supply the proof the same as you did for the city of New York. I know you readily have it available. I might have to question the sovereign State of New Jersey, but I like to see it in black and white.

Mr. HARTZOG. Yes, sir.

(The State of New Jersey position on donation is in the appendix.)

Senator BIBLE. There is one thing further in the mayor's letter, Mr. Hartzog, which I should call your attention to. [Reads:]

New York City does not have power to donate park land without express approval by the State Legislature. A home rule message seeking authorization to donate the park land to the Gateway project is being drafted and will be submitted to the City Council and Legislature.

Can you give me a status report on that particular section?

Mr. PEETZ. There has been no final action.

Senator BIBLE. Has the message been drafted?

You can supply that information for the record, a status report.

Mr. Hofe, did you want to volunteer something?

Mr. HOFE. The only thing is the fact that New York City, in its testimony the other day, indicated they still stood ready to donate the land. There is no change.

Senator BIBLE. Then you have to go to the legislature to get their approval?

Mr. HOFE. I believe they need some specifics on their message. Now with the bill pending, they can go ahead and indicate there is an expression.

Senator BIBLE. An expression by the Federal Government?

Mr. HOFE. Yes.

Senator BIBLE. Then they want it formulated and the specifics, and they submit it to the city council, and then to the legislature?

Mr. HOFE. That is right.

Senator BIBLE. I assume if the city council approves the legislature will approve it.

Now, I guess we are down to the general development plan for the area.

Mr. HARTZOG. Mr. Chairman, we have developed a program in three units. This is the Breezy Point unit, where we have a total development program of \$50.6 million, which would involve \$3.3 million in the first year, \$19.8 million in the second year, \$7.4 million in the third year, \$7.9 million in the fourth year, \$800,000 in the fifth year, and \$11.4 million in future years.

This is a proposed 30-year development program, so that future years refers to those between 5 and 30.

In the Jamaica Bay complex, there would be no development money for the first year; \$700,000 in the second year; \$2.9 million in the third year; \$4.3 million in the fourth year; and \$400,000 in the fifth year, with \$5.4 million in future years, for a total development program of \$13.7 million.

In the Sandy Hook area, development would involve \$700,000 in the first year; \$5.7 million in the second year; \$10.8 million in the third years; \$6.3 million in the fourth year; \$600,000 in the fifth year; and \$10 million in future years, for a total in Sandy Hook of \$34.1 million.

The overall development program of the three units is \$98.4 million.

Senator BIBLE. A big part is in the first 10 years?

Mr. HARTZOG. In the first 5 years. In other words, \$26.8 million in future years and \$71.6 million in the first 5 years.

Senator BIBLE. That is my memory. Very well.

You heard the testimony the other day about Brooklyn Shores and that in order to protect the ecology of the entire project it was very, very important you acquire the Brooklyn Shores.

As I understood it, the Brooklyn Shores was in city ownership. Can you speak to it? Do you remember that testimony?

Mr. HARTZOG. I do.

Mr. PEETZ. We already have included those shores, sir.

I think that Mr. Richmond based his estimates on a reading of the brochure that was put out in December 1969, wherein those shores

were not included. That brochure was submitted for information and comment, and organizations as well as certain members of the congressional delegations suggested that in order to protect those shores we ought to include them within the area, which we did.

Senator BIBLE. Your judgment is, since you are now protecting those shores, you have met the objections that Mr. Richmond raised in his testimony the other day?

Mr. PEETZ. No, sir. He also raised the objection that they were not shown to be highly developed, and that they should be highly developed.

Senator BIBLE. That is something that can rest in the future. I mean at least if you acquire them now you would at least protect the shores from here on out, I would assume.

Mr. PEETZ. Yes.

Senator BIBLE. And whether you develop them and how you do would fall logically at a later date.

We find as a matter of plain human nature every time we acquire a park—and Indiana Dunes is a good example, and Assateague, and I can go on—they want you to acquire it one day and have it fully developed and operational about the day after, and if it does not work for a number of reasons, then they say it is not constructive and effective planning, and it takes dollars, and dollars are hard to come by.

All right. I think I understand that.

Will that solve the pollution problem that Mr. Richmond testified to as endangering Jamaica Bay?

Mr. HARTZOG. It is my opinion the pollution problem is not caused by the shoreline, but it is derived from some of the tributaries where the sewage disposal plant empties effluent into the water that enters the bay. It comes from the other side of the shore parkway.

Senator BIBLE. Where would it be roughly on that map?

Mr. HARTZOG. The land we would acquire is here. We have included those shores within that boundary.

Senator BIBLE. I understand.

Mr. HARTZOG. These are the forces for the most part that cause pollution of the bay coming down these streams where there are sewage disposal plants located.

Senator BIBLE. Where do they dump sewage after they treat it?

Mr. HARTZOG. They dump here and I think right now most of these are either primary or secondary treatment plants.

Senator BIBLE. I think the various pollution control agencies would be on top of that problem and would be attempting to get it cleaned up whether you have a recreation area or not, is that true?

Mr. HARTZOG. Yes.

Senator BIBLE. That is at least the reason we are ordering hundreds of million of dollars.

Mr. HARTZOG. That is one of the objectives. As you recall, we worked with the Federal Water Quality Administration at Federal and State levels to correct that pollution problem.

Senator BIBLE. Very well.

Tell me about the use of the beach in front of Breezy Point as you introduced it?

Mr. HARTZOG. Mr. Chairman, as we envision the development at Breezy Point?

Senator BIBLE. First, I thought you had a bigger map; one which shows what you are going to acquire because I think I have that problem fairly well in mind. I don't have the answer, but the problem.

Mr. HARTZOG. Yes; this is the map that shows proposed development.

Senator BIBLE. What do you propose doing with that area?

Mr. HARTZOG. At the tip, which is this green area here of 232 acres, we propose development of a fishing jetty, beach center, and trails.

Then we propose in the central promenade area where the high-rise development is now, a ferry terminal, central promenade, orientation recreation center, a high-rise cultural environmental education overnight camping opportunity for groups, beach centers, game playing fields, game courts, and an open space for environmental education and trails.

Senator BIBLE. How about the area in front of the Breezy Point unit?

Mr. HARTZOG. There we propose fishing, swimming, picnicking, and internal transports, by which we propose to move the people up and down the 4-mile beach. What this necessitates, and this does not go to the whole 4½ miles, but we propose shuttling service between this point and Jacob Riis Park, to move visitors back and forth.

Senator BIBLE. You acquired the beach, the 89 acres in front of the Breezy Point unit, in fee simple?

Mr. HARTZOG. Yes.

Senator BIBLE. Now, that you have it, what will you do with it?

Mr. HARTZOG. It will be used for swimming and picnicking and for movement of visitors up and down the beach, so they are not blocked off by reason of a private ownership along a certain section of the beach. It is so the visitors can flow back and forth along these 4 miles.

Senator BIBLE. Do you do that in cooperation with the officers and people who testified on behalf of Breezy Point the other day, or do you have sole control over the development of that area in front of Breezy Point Cooperative?

Mr. HARTZOG. We propose sole control. Interestingly, since the meeting last week, I have asked our planning staff in the Service, as well as the Bureau of Outdoor Recreation, to compute the square footage of this beach. We came up with interesting figures.

If we acquire the beach property as we propose, anticipating a visitor load of 120,000 people a day, we would come up with an average space of 60 square feet per person, because this 4½-mile beach goes from a depth of some 800 to 1,000 feet down to as little as 50 feet, so in that 4-mile section we average about 60 square feet per visitor.

That is to be compared with some standards and some figures that we have in that metropolitan area, whereas, for example, at Coney Island, each visitor only has 10 square feet, and Jones Beach is 36 square feet in the central area, and the Bureau of Outdoor Recreation's standard for acceptable recreation use is 58 square feet per person.

So that what we are talking about is a very intensively used beach area but not an extensive, intensive recreational development in front of the Breezy Point Cooperative. We don't want to concentrate a large amount of development in this area. But we do want the availability of it for swimming and for transport and travel through there.

Senator BIBLE. Very well. I understand what you say.

Tell me about the use that you propose making of Floyd Bennett Field. I am not quite clear on it.

Mr. HARTZOG. Floyd Bennett Field, Mr. Chairman, is the largest land mass we have available for intensive, extensive recreational development in Jamaica Bay. We propose fishing and, when this water is cleaned up, swimming; group camping, environmental education center, game and playing fields, and open spaces. This is where we expect to concentrate major year-around use.

It is an area that can be developed intensively, because it is largely fill, without jeopardy to the natural environment which you have in the remainder of the land and water areas. We want to preserve those values as well.

One of the great attributes of this area is that it provides a spectrum of outdoor recreational use, ranging from nature walks in a natural environment to intensive competitive sports involving person-to-person contact.

Senator BIBLE. Tell me, what is the present status of Floyd Bennett Field?

Mr. HARTZOG. It is a Navy installation which was declared excess, but not yet declared as surplus.

Senator BIBLE. Clarify that.

Mr. HARTZOG. When it is declared surplus, it goes to GSA, and the Navy Department has not transferred it to GSA for disposition.

Senator BIBLE. When will it do that?

Mr. HARTZOG. Hopefully, Mr. Chairman, in the next few months, because it has already been declared excess. Of course, now, with the administration having said it desires the land to be included in the recreation area, they are not going to declare it surplus for other disposal while this legislation is pending in Congress.

Senator BIBLE. That point is cleared up.

Now, my memorandum says the Navy zoned 1,488 acres, of which 1,286 acres are intended for surplus, and that would leave roughly 200 acres, so I guess they would still be retained by the Navy.

Mr. PEETZ. Navy and Coast Guard.

Senator BIBLE. That is the Coast Guard?

Mr. PEETZ. No, the Navy wants to retain some 96 acres for a housing development in there. They have 10 houses now and want to expand them to be a central housing area.

Senator BIBLE. For use by whom?

Mr. PEETZ. By Navy personnel, sir.

Senator BIBLE. To man what?

Mr. PEETZ. That is a good question I have no answer for.

Senator BIBLE. Couldn't we get that, whoever is coordinating this, because I don't want to be going in two directions at the same time. I ask whoever the top coordinator is to unravel this one because I can't see much sense in creating the Gateway National Recreational Area for the use to which you have just addressed yourself and then retain out a certain amount of it for further development by the Navy; frankly, it does not appear quite right to me. I wish you would square it.

Well, we will make you responsible, Mr. Secretary, and you can tell whoever you want to to get the job done.

Mr. REED. All right, sir.
(The information referred to follows:)

U.S. DEPARTMENT OF THE INTERIOR,
BUREAU OF OUTDOOR RECREATION,
Washington, D.C., May 24, 1971.

MEMORANDUM

To : Executive Secretary, Property Review Board.
From : Director, Bureau of Outdoor Recreation.
Subject : Release of military lands within Gateway NRA.

Chairman Alan Bible of the Senate Subcommittee on Parks and Recreation has asked that we provide certain information regarding the Gateway proposal. One area of interest to the Senate Subcommittee concerns the timing of the release of military lands within Gateway. This information cannot be given to Congress until we receive a formal decision on the matter from the Administration. In our judgment, this problem should be coordinated by the Property Review Board. The Board's review of the situation might be structured as follows:

Fort Hancock

1. When will the remaining 433 acres of Fort Hancock be made available for transfer to the Secretary of the Interior?

Fort Tilden

1. How many acres are not required for operation of the NIKE installation and when will they be made available for transfer to the Secretary of the Interior?

2. When will the acreage required for the NIKE installation be made available for transfer to the Secretary of the Interior?

3. What is the Administration's position regarding the existing and proposed reserve activities at Fort Tilden?

Floyd Bennett Field

1. When will the 1,083 acres of Floyd Bennett Field intended for excess be transferred to the Secretary of the Interior?

2. Does the use the Department of the Navy proposes to make of the 96 acres it wishes to retain represent the highest and best use of this land and is this use compatible with Gateway?

3. Does the use of the U.S. Coast Guard proposes to make of an additional 107 acres it desires at Floyd Bennett Field represent the highest and best use of this property? In this connection, we feel that the Coast Guard should justify its alleged need for 170 acres at Fort Hancock and 107 additional acres at Floyd Bennett Field to construct two new major facilities in support of its operations in the New York Harbor area. The Coast Guard already has a major facility on Governor's Island. Is there a legitimate need for two others?

In view of the interest of Congress in this problem, it would be helpful if the Property Review Board would act as promptly as possible to solve it.

G. DOUGLAS HOFE, Jr.

Mr. PEETZ. The Coast Guard wants to expand facilities to about 117 acres. One thing the Navy does not want to do is bring in *Shangri-La*, which is mothballed, and use it as a floating exhibit in place.

Senator BIBLE. Will it take 80 acres?

Mr. PEETZ. No, it will be at the end of the wharf.

Mr. HARTZOG. I think it would be advisable to ask the Navy to clarify what they propose to do with the additional 80 acres.

Senator BIBLE. Yes. The Secretary will have that responsibility, and he has just come aboard and has vigor in getting the job done. He is going to make a great public official, and I told him his position on the personnel problem was admirable and I am happy to say it for the

record, I thought it was a true indication of dedicated public service. I don't know if I would have done it myself.

Now, I think you covered that very well. You are going to give me answers to the Floyd Bennett Field problem.

We constantly hear of the proposals to enlarge Kennedy Airport. Locate Kennedy for me on the map.

Mr. HARTZOG. This is Kennedy International Airport, Mr. Chairman, and we have said and we would like to have the record show, that if Congress approves this proposal, there will be no extension of Kennedy International Airport into this bay.

We expect, under general authority included in the administration bill, to include up to 25,000 acres. Although the administration proposal identifies only 23,000, to make whatever adjustment is necessary in this boundary to assure that the airport extension does not take place in Jamaica Bay.

At the present time they say they have withdrawn it, but our experience with several of these agencies is that they simply temporarily put it on the table. We are going to make sure it stays on the table by taking this boundary up to whatever point is necessary to insure there is no extension of the airport in Jamaica Bay.

Senator BIBLE. I hoped that would be true, and you can't have something that would be adverse to the use of the recreation area and that close to it. Who is final authority on the airport?

Mr. HARTZOG. Port of New York Authority.

Senator BIBLE. I think we ought to have something in the record from the Port of New York Authority as to their position on this, and that, Mr. Secretary, will be an additional assignment.

Mr. REED. Thank you, sir.

Senator BIBLE. You keep thanking me for giving you jobs.

(The information referred to follows:)

[News from the Port of New York Authority, Feb. 1, 1971]

Asked for comment on the status of the Jamaica Bay environmental study started last year by the National Academy of Sciences, a Port Authority spokesman said:

It is our understanding that the National Academy of Sciences will be ready to report its findings in mid-February and will release its report to interested Government officials and to the public.

It should be noted that the Port Authority stated when the study was authorized that no proposals for the expansion of runways into Jamaica Bay "could possibly be considered without giving first attention to the ecological and environmental considerations, including the problem of aircraft noise." If the NAS concludes that the provision of runways in Jamaica Bay could not be accomplished in a way that would enhance the reclamation of Jamaica Bay, then the Port Authority would not consider recommending such a project.

Even if the NAS concludes that such a project could enhance the redevelopment of the Bay, the Port Authority has no power to go forward without the review and approval of New York City, and State and Federal officials.

In either event, the Port Authority will continue its efforts to encourage the development of means to reduce aircraft noise with particular emphasis on a program of retrofitting existing aircraft. It will also continue programs to maximize the capacity of existing airports so that the New York-New Jersey metropolitan region can maintain the pre-eminence as a transportation center which is so vital to its economy.

[News from the Port of New York Authority, Feb. 17, 1971]

Asked for comment on the report issued today by the National Academy of Sciences, James C. Kellogg III, Chairman of The Port of New York Authority, said:

On the basis of the conclusions of the study by the National Academy of Sciences, the Port Authority will not proceed with any recommendations for building new runways in Jamaica Bay.

The National Academy of Sciences undertook its study last year at the request of the Port Authority. At that time, the Port Authority noted that it would be unthinkable to consider placing runways in the Bay without giving first attention to ecological and environmental considerations. The National Academy concludes that such construction "will damage the natural environment of the Bay." These considerations thus preclude using the Bay for new runways to provide increased airport capacity for the metropolitan region.

The Port Authority notes that among the report's conclusions, the Academy lends strong support to the development of STOL facilities in the metropolitan area and to the reduction of aircraft noise by "retrofitting" (sound proofing) of existing aircraft engines. The Port Authority welcomes the Academy's support of these two measures, both of which the Authority has supported and continues to advocate vigorously.

Senator BIBLE. What are the flood dangers at Breezy Point? I have been told of some problems there years ago, but I don't know of any myself. Is that the result of hurricanes there?

Mr. HARTZOG. Of course, all of these islands and peninsulas, as you have noted in your experience on the subcommittee, Mr. Chairman, they are subject to these hurricanes and storm damage from high winds.

I understand this peninsula has been no different. When they get hurricanes coming up the coast you have flooding and erosion of the beaches.

Senator BIBLE. I don't know what the hurricane record is there, but it is not as bad as it is in the gulf, or in Florida.

Mr. PEETZ. Hurricanes occur at about 100-year intervals.

Senator BIBLE. My memorandum says the last one was 1938. I don't know who can predict hurricanes. I don't think man can. I don't know.

Mr. HARTZOG. Most of them hit some place before they get to Maryland. That is from our record at Hatteras. I think most of them hit at Hatteras.

Senator BIBLE. You have about \$300,000 or \$400,000 for that section because of your extreme urging in the supplemental bill.

Mr. HARTZOG. That is only enough to start the machinery because we had another storm after the supplemental came up.

Senator BIBLE. We will put that one in, too. Don't tell me you have another one.

Mr. HARTZOG. We don't have enough sand left to pump it back.

Senator BIBLE. Don't you think you ought to move Hatteras to where it is safer?

All right. Are you satisfied with the proposed ferry system to move the volume of people from northern New Jersey and New York City to Sandy Hook?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Why? How do you arrive at that conclusion? No. 1, what is the distance?

Mr. HARTZOG. We had one of the transportation engineers go up and analyze the volume and capacity.

Senator BIBLE. What did his analysis show?

Mr. HARTZOG. His report, and I have a copy—

Senator BIBLE. Without objection, the report is incorporated in the record, and the conclusion of the report is the ferry system you propose will handle the required volume coming from northern New Jersey and New York City to Sandy Hook.

(The report referred to follows:)

BRIEF—TRANSPORTATION SYSTEM

NEED

1. Twenty-five percent of the inter-city households will require assistance for access to Gateway.
2. In the metropolitan area there are 1.5 million families with little or no access to automobiles. This group of residents depend on public transit and access to some Gateway areas must be by public transit.

EXTENT

1. Twelve million residents in area.
2. Estimated annual use of Gateway—20 million.
3. Most use during summer season.
4. Concentrated maximum use—26 Saturdays, Sundays and holidays.
5. One-third total visitors will have access via ferry system.
6. Travel expense reimbursement proposed for 2,800,000 annual visits through individual and family reimbursement of subway fares and group busing program. Free use of ferry boats for these individuals and groups.
7. Reimbursement program will be handled in cooperation with local civic, social, and welfare organizations.

COSTS

1. Two million, eight hundred thousand annual visits will cost \$4,050,000 for access transportation reimbursement.

PROPOSED TRANSPORTATION REIMBURSEMENT SUMMARY

NEED

1. Twenty-five percent of the households in the New York City metropolitan area have annual incomes that are inadequate to provide the basic needs (less than \$5,000). If Gateway is to serve all people, it will be necessary to subsidize the transportation cost for the segment of the population who cannot afford the transportation to Gateway.
2. In the urban center around Gateway, there are over 1.5 million families with little or no access to automobiles. These non-automotive families, as well as many with automobiles, depend on public transit for most of their transportation needs. As a result, New York City has the most extensive and most economical public transit systems of any city in the United States. Much of the access to Gateway must be public transit oriented.

EXTENT

1. The area to be served by Gateway has 12 million residents. The annual use of Gateway is estimated to be 20 million, most of which will be seasonal summer use. The two major areas, Breezy Point and Sandy Hook, will have public ferry access for one-third of the visitors with the other two-thirds using areas that have direct access by automobile, subways and and/or buses.
2. We are proposing a *travel expense reimbursement program* for qualified families and individuals, a *busing program reimbursement* for qualified groups, and *free shuttle ferry service* for these visitors to provide access for 2,800,000 Gateway visits. The proposed program will serve residents of New York City and the urban centers in nearby New Jersey.
3. The proposed transit subsidy programs will be operated through existing civic, social, and welfare agencies financed by the Federal Government.

OPERATIONAL PLAN

1. Individual and family reimbursement program—subway-ferry boat access Coney Island to Breezy Point.

a. Selected social, civic, and welfare agencies who have knowledge of family and individual needs, will issue a dated transportation ticket for each person qualifying for transportation reimbursement, prior to the first trip to Gateway.

b. The ticket holders would take a subway from his home to Coney Island.

c. At the Coney Island to Breezy Point ferry pier, the holder would turn in his ticket and receive two subway tokens, a new dated ticket, and free admission to the ferry.

d. The return ferry would be free to all visitors because double fares were collected on the trip to Breezy Point.

e. The visitor would use one token for the subway home and the second token would replace the original token used to leave home.

f. The new ticket could be used again for the next outing.

2. Group busing programs: a. New York City—supplemental to subway program; b. New Jersey—only access program.

The same civic, social and welfare agencies authorized to issue the individual tickets for the subway would be authorized to sponsor charter bus groups for the same qualified groups.

The agencies would be compensated for the bus expense, by the Federal Government, based on bus loads arriving at Gateway.

A prearranged rate per bus load would be established, comparable to charter bus rates. The agency would be issued duplicate trip vouchers showing the agency's name, authorized rate, number of passengers, and park office accepting the vouchers. When the bus arrived at the park, a representative of the park would sign the voucher and keep one copy. Each month the charges would be paid.

The program would be budgeted by the number of vouchers issued at the start of the season. By adjusting the rate paid for each loaded bus, the use could be increased or reduced to fit the need.

The "buy a bus load" program would let local organizations make all public contacts, use private bus equipment, and offer a new recreational opportunity with the Federal Government reimbursing the transportation expense.

There are many applications to the proposed program. We could offer partial reimbursement for groups who were able to pay some of the expense, we could offer incentives to groups based on other than financial need such as youth or aged people, etc.

ECONOMICS OF THE REIMBURSED TRANSPORTATION PROPOSAL

The estimated costs for the 2,800,000 annual visitors are as follows:

Subway to Coney Island: 1,920,000 visitors, at 60 cents-----	\$1, 152, 000
Bus, New York City to Coney Island: 480,000 visitors, at \$1.20-----	576, 000
Bus from New Jersey cities to Belford: 218,000 visitors, at \$2-----	436, 000
Bus from New Jersey cities to Sandy Hook: 109,000 visitors, at \$2.30-----	250, 700
Ferry Boat Coney Island to Breezy Point: 2,400,000 visitors, at 60 cents-----	1, 440, 000
Ferry Boat Belford to Sandy Hook: 327,000 visitors, at 60 cents-----	196, 200
Total, 2,836,000 visitors-----	4, 050, 900

To describe the proposed operational plan, certain assumptions were made:

1. The major attractions are seashore oriented with a concentrated summer season use between June 15 and Labor Day (83 days). The ferry boat operation and access transportation program is limited to this period. Off-season use will be a small fraction of the seasonal use as well as having different access concepts.

2. The 83-day summer season will be 26 maximum use days (Saturdays, Sundays, and two holidays) with the remaining 57 days considered as having an average 50% demand.

3. The Sandy Hook-Belford shuttle ferry system will be considered as having half of the passengers paying fares and half free under the transportation reimbursement. The Breezy Point-Coney Island system is estimated at 75% free and 25% fare.

4. Eighty percent of the New York City residents qualifying for the proposed access transportation reimbursement will use the subway, 20% will use the proposed busing plan. Seventy-five percent of the New Jersey residents qualifying for the transportation system will use the busing plan, 25% will use private automobiles. This assumption is made based on a higher percentage of auto ownership in an area without the economical rapid transit system.

5. The basic ferry boat system will consist of Coney Island to Breezy Point:

NPS—Two 2,000-passenger boats operating 83 days.

Charter—Two 3,000-passenger boats operating 26 days.

Coney Island to Sandy Hook:

NPS—Two 2,000-passenger boats operating 83 days.

Charter—One 3,000-passenger boat operating 26 days.

Belford to Sandy Hook: NPS—One 2,000-passenger boat operating 83 days.

6. Direct access to Sandy Hook:

700 cars or 2,000 visitors.

40 buses or 2,000 visitors in transportation program.

7. Riis Park, Jamaica Bay, Floyd Bennett Field, and the Breezy Point Cooperative will provide approximately two-thirds of the total annual use of the Gateway with private automobiles, subway, and bus access that is not part of this proposal. Some provisions may be made in the future.

8. Proposed ferry boat use calculations based on travel and pier time, allowances for partial loads, and a judgment of one-way operations during the mornings and evenings.

Coney Island to Breezy Point Shuttle: ($\frac{3}{4}$ of passengers free):

2 2,000-passenger boats equals 28,400-day times 83 days-----	2,357,200
3 3,000-passenger boats equals 46,000-day times 26 days-----	1,196,000

3,553,200

Less than 10 percent for bad weather-----	353,200
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3,200,000

Total -----

Belford to Sandy Hook Shuttle ($\frac{1}{2}$ of passengers free):

1 2,000-passenger boat equals 12,000/day times 26 days and 1	
2,000-passenger boat equals 12,000/2 times 57 days equivalent	
to 54.5 days-----	654,000

Coney Island to Sandy Hook (per day—all pay):

2 2,000-passenger boats-----	13,000
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1 3,000-passenger boat-----	10,000
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Total -----	23,000
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26 days at 100 percent and 57 days at 50 percent equals 54.5 equivalent	
days times 23,000-----	1,253,500

9. Ferry Boat Operation Costs.

a. Five 2,000-passenger ferry boats at \$2,280,000 each would require a \$11,400,000 investment.

Annual Costs:

Interest, 8; Amort 25 years, 4; Maintenance, 6; Insurance and	
miscellaneous, 2; a total of 20 percent of \$11,400,000-----	\$2,280,000
Labor 2 shifts times \$500 times 5 boats times 83 days-----	415,000
Fuel \$100 per day times 5 boats times 83 days-----	41,500
Storage \$20 per day times 5 boats times 282 days-----	28,200

Total -----	2,764,700
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b. Charter boats—weekend use of Staten Island ferries based on above annual costs.

Three 3,000-passenger boats: 3 times \$8,400 per day times 26 days-----	655,200
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Total annual boat costs-----	3,419,900
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10. Boat Revenue—Cash Fares.

Coney Island-Breezy Point Shuttle:

800,000 at 60 cents-----	\$480,000
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2,400,000 free-----	0
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Coney Island to Sandy Hook: 1,253,500 at \$1.20-----	1,494,000
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Belford to Sandy Hook:

327,000 at 60 cents-----	196,200
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327,000 free-----	0
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Total cash revenue-----	2,170,200
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Net cost per year-----	1,249,700
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(Note: The transportation reimbursement program would provide an additional ferry boat income of \$1,636,200 per year (2,727,000 visitors at 60 cents).)

11. Transportation Rates.

a. Subway fares 60 cents round trip.	
b. Shuttle ferry 60 cents round trip.	
c. Coney Island to Sandy Hook \$1.20 round trip.	
d. New York City to Coney Island charter bus:	
5 hours at \$12 per hour	\$60
50 passengers at \$1.20	60
e. New Jersey cities to Belford:	
Average 8 hours at \$12	96
50 passengers at \$2	100
f. New Jersey cities to Sandy Hook:	
Average 9 hours at \$12	108
50 passengers at \$2.30	115
12. Costs of Transit Program.	

Breezy Point:

a. Subway to Coney Island: 1,920,000 passengers, at 60 cents	\$1, 152, 000
b. Bus to Coney Island: 480,000 passengers, at \$1.20	576, 000
c. Ferry Shuttle to Breezy Point; 2,400,000 visitors, at 60 cents	1, 440, 000

Total	\$3, 168, 000
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Sandy Hook:

a. Bus to Belford: 218,000 at \$2	\$436, 000
b. Ferry to Sandy Hook; 327,000 at 60 cents	196, 200
c. Bus to Sandy Hook: 109,000 at \$2.30	250, 700

Total	882, 900
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Total transportation reimbursement	\$4, 050, 900
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Mr. HARTZOG. Yes; implemented and supplemented by charter service we believe is available in the existing capacity of the ferry systems now operating there, because the peak in this area will be on weekends and we believe you can charter enough of the ferries that normally handle passengers during the week that are not otherwise occupied on weekends to supplement what we will have under the bill.

Senator BIBLE. Who is going to pay for the ferry service?

Mr. HARTZOG. We have a basic cost for the acquisition of five ferries in this development program. We are hopeful of negotiating a contract with a concessioner to operate the ferry service, much as we do now at the Statue of Liberty, and as the Secretary apprised you on Wednesday, we are developing a fee schedule of user fees and admission fees that will be applicable to this operation, including the ferry service, so I can't really answer your question specifically as to who is going to pay for it until we get the schedules worked out.

Senator BIBLE. One of the great uses of this Gateway National Recreation Area is to give the people in the ghetto section the opportunity of going from the ghetto to the great outdoors. Most of these people will not have the money to get on the ferryboat.

Mr. HARTZOG. That is right, and that is what has to be taken into account in this schedule we are working up. But, this is one time, to be very frank with you, that you are ahead of us because we didn't have time to get the fees resolved in the executive branch in advance of this hearing.

Senator BIBLE. I don't know, but I am curious, I certainly knew the objective, and I think we must take care of our big metropolitan areas, and someone has to pay, and I am wondering who pays and how much?

Mr. HARTZOG. We are going to have to supply it for the record be-

cause, as indicated in the administration's letter that submitted this legislation, we are now in the process of developing that schedule.

Senator BIBLE. When will you complete that schedule?

Mr. HARTZOG. I hope in another week or 10 days.

Senator BIBLE. Because we don't want to move through the committee and onto the floor before we know that. Somebody might ask me an embarrassing question which I wouldn't know how to answer, and you wouldn't want me to be in that position?

Mr. HARTZOG. No, sir; we will have it.

Senator BIBLE. Are you sure?

Mr. HARTZOG. I am absolutely positive. That is a very untenable position also for me to be in.

Senator BIBLE. Yes; that is right.

(The data referred to follows:)

GATEWAY NATIONAL RECREATION AREA

USER AND ADMISSION FEES

The question of charging admission fees for visitors to Gateway has been suggested as a means of helping offset the expected high cost of operation. Several very valid reasons exist that make such fees impractical to assess and almost impossible to collect on an equitable basis. Support for this position includes:

1. The units of Gateway are widely separated and portions of each accessible by a variety of methods. There is no one central entrance for each unit where a strict control can be maintained.

2. The location of private enclaves in (Breezy Point Cooperative) or adjacent (Broad Channel and other communities) to the heart of the Breezy Point and Jamaica Bay units respectively mitigates against any method of fee collection system.

3. Arterial highways that bisect or provide direct access to almost all fast land portions of Jamaica Bay would require an unmanageable collection system to assure that all visitors are charged equally.

4. If we are to serve those urban dwellers who do not have the means to get to the area and also pay a fee, the entire urban park concept becomes suspect.

Based on the above, and the policy that Gateway should be open to all segments of the society on a free basis, we recommend strongly that no entrance fees be charged to enjoy the recreation opportunities available there. User fees are another matter, however, and we feel that it is imperative that charges be made for ferry use for those above the poverty level. Based on the transportation system outline previously provided for the record, we feel that the following rates would cover the operating costs of the ferry system and include sufficient profit to interest private enterprise in providing the service:

Coney Island to Breezy Point (round trip)	\$0.60
Coney Island to Sandy Hook (round trip)	1.20
Belford to Sandy Hook (round trip)	.60

Reimbursement for free ferry transport to low income individuals and families is outlined in the Transportation System report.

Other methods of collecting user fees would be parking lot charges at Riis Park, Floyd Bennett Field, Belford, and Sandy Hook; and charges for changing facilities and baskets at the beach centers.

Senator BIBLE. Now, I understand that labor representatives predict there will be some 20,000 additional jobs to create construction and operational aspects of this project, and is that a logical conclusion?

Mr. HARTZOG. I would think that would be logical. We have not made an analysis of this development program in terms of individual jobs to be created, but you are looking at a \$98 million develop-

ment program with \$71 million of that in 5 years. This will have a tremendous impact on the labor market, to say nothing of the supporting services which will be generated by the visitation to this area.

Senator BIBLE. Let me consult my staff man who thinks up these questions for me and see if I cannot find some other way to ask this.

Mr. HARTZOG. I might volunteer the one figure you don't have which is the personnel costs.

Senator BIBLE. I thought you volunteered that the other day.

Mr. HARTZOG. I volunteered the gross, but not the man-years which you normally ask for.

Senator BIBLE. That can be supplied for the record.

Mr. HARTZOG. All right, and I have it here.

(The figures referred to follow:)

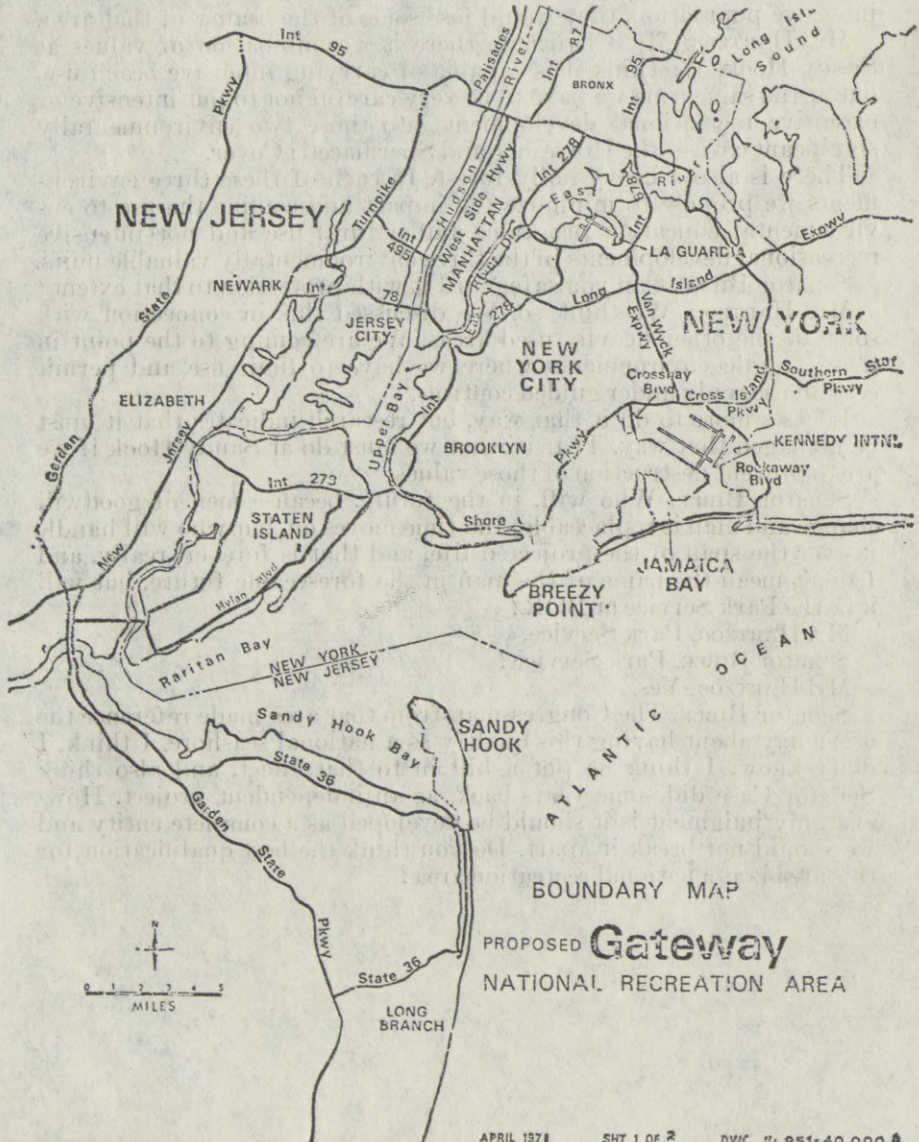
U.S. DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE: (PROPOSED) GATEWAY NATIONAL RECREATION AREA

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

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Estimated man-years of civilian employment:					
Executive direction:					
Park manager (superintendent), GS-15.....	1.0	1.0	1.0	1.0	1.0
Secretary, GS-8.....	1.0	1.0	1.0	1.0	1.0
Administrative officer, GS-12.....	1.0	1.0	1.0	1.0	1.0
Administrative assistant, GS-11.....	1.0	1.0	1.0	1.0	1.0
Clerk-stenographer, GS-5.....	1.0	1.0	1.0	1.0	1.0
General supply clerk, GS-8.....	1.0	1.0	1.0	1.0	1.0
Clerk-teller, GS-5.....	1.0	1.0	1.0	1.0	1.0
Secretary, GS-6.....	2.0	2.0	2.0	2.0	2.0
Clerk-typist, GS-3 (seasonal).....	2.0	3.0	3.0	4.5	5.5
Total, executive direction.....	11.0	12.0	12.0	13.5	14.5
Substantive:					
Supervisor, park ranger, GS-13.....	1.0	1.0	1.0	1.0	1.0
Supervisor, park ranger, GS-12.....			1.0	1.0	1.0
Clerk-stenographer, GS-5.....	3.0	3.0	3.0	3.0	3.0
Management assistant, GS-13.....	2.0	2.0	3.0	3.0	3.0
Supervisor, park ranger, GS-11.....	2.0	2.0	3.0	3.0	3.0
Supervisor, park ranger (naturalist), GS-11.....	1.0	1.0	2.0	2.0	2.0
Park ranger (naturalist), GS-9.....	2.0	2.0	2.0	2.0	2.0
Supervisor, park ranger, GS-9.....	1.0	1.0	2.0	2.0	3.0
Park ranger, GS-9.....	5.0	5.0	7.0	7.0	8.0
Park technician, GS-7.....	2.0	2.0	3.0	3.0	3.0
Park technician (naturalist), GS-7.....	1.0	1.0	1.0	1.0	1.0
Supervisor, park ranger, GS-10.....	1.0	1.0	1.0	1.0	1.0
Park technician, GS-6.....	3.0	3.0	6.0	6.0	7.0
Park guide, GS-5.....	4.0	4.0	8.0	8.0	9.0
Park technician, GS-7 (seasonal).....	9.5	9.5	15.0	15.0	18.0
Park technician, GS-5 (seasonal).....	5.0	5.5	7.0	8.0	8.5
Park technician (naturalist), GS-5, (seasonal).....	5.0	6.0	8.0	10.0	10.5
Lifeguard, GS-5 (seasonal).....	62.0	62.0	75.0	87.0	92.0
Park aid, GS-4 (seasonal).....	5.0	5.0	5.0	8.0	10.0
First aid attendant, GS-5.....	7.0	7.0	11.0	11.0	13.5
Fire control aid, GS-4.....	2.5	2.5	4.0	4.0	4.0
Chief of maintenance, GS-13.....	1.0	1.0	1.0	1.0	1.0
Clerk-stenographer, GS-5.....	1.0	1.0	1.0	1.0	1.0
Maintenance superintendent, GS-11.....	2.0	2.0	2.0	2.0	2.0
Foreman, III.....	2.0	2.0	2.0	2.0	2.0
Foreman, II.....	2.0	2.0	3.0	3.0	3.0
Maintenanceman.....	4.0	4.0	6.0	9.0	9.0
Building repairman.....	2.0	2.0	2.0	2.0	3.0
Mechanic.....	1.0	1.0	1.0	1.0	1.0
Operator general.....	3.0	3.0	3.0	3.0	4.0
Caretaker.....	2.0	2.0	2.0	3.0	3.0
Janitor.....				7.0	7.0
Laborer.....	6.0	6.0	8.0	8.0	8.0
Laborer, (seasonal).....	26.0	28.0	32.0	38.0	40.0
Total, substantive.....	176.0	179.5	231.0	266.0	287.5
Total, executive direction and substantive.....	187.0	191.5	243.0	279.5	302.0

U.S. DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE: (PROPOSED) GATEWAY NATIONAL
RECREATION AREA

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Estimated expenditures:					
Personnel services.....	\$1,581,800	\$1,612,200	\$2,061,200	\$2,327,800	\$2,503,500
All other.....	43,451,000	24,865,800	23,955,100	19,361,200	6,834,700
Total.....	45,032,800	26,478,000	26,016,300	21,689,000	9,338,200
Estimated obligations:					
Land and property acquisition.....	39,135,000				
Development.....	3,027,000	29,366,000	20,806,000	16,859,000	1,602,000
Operations (management, protection and maintenance).....	2,870,800	2,825,800	3,596,500	4,081,800	4,384,400
Total.....	45,032,800	32,191,800	24,402,500	20,940,800	5,986,400



Senator BIBLE. Now, it was suggested to me, Mr. Hartzog, that some of the people in the Sandy Hook area were concerned about the development of the Sandy Hook section of the Gateway, because, as I understand, and I think some of the pictures bore this out, this is kind of a ecological area and wildlife and wilderness area, so if you subject it to intensive population pressures, it would seem it would destroy some of the ecology and some of the wildlife.

Would that also be true of part of the New York area of which pictures were shown to us this morning, showing bird life there and ecology of that area?

How do you develop the ecological values of this area and also develop it side by side with recreational use? This is a problem you are familiar with. I commented on it the other day and observed that it was not unlike the Connecticut River, where, if they subjected it to intensive population, they would lose some of the beauty of that area.

Mr. HARTZOG. Mr. Chairman, there is a combination of values at Sandy Hook. We think it is capable of carrying intensive beach use, but at the same time we have to be very careful not to put intensive or extensive recreational development into those two environmentally significant coves—the Horseshoe and Spermacetti Cover.

There is also a heavy holly forest. In each of these three environments we propose to minimize the impact and confine the use to environmental education programs and natural use and not intensive recreational developments in the three environmentally valuable units.

Senator BIBLE. Can you safeguard it with protection to that extent?

Mr. HARTZOG. We think so. We discussed this in connection with some of the other heavily used areas. We are coming to the point in these fragile environments where we have to limit use and permit certain uses only under guided controls.

It costs more to do it that way, but research indicates that it must be managed that way. That is what we must do at Sandy Hook if we are to prevent destruction of those values.

Senator BIBLE. Who will, in the future, because men of goodwill change and man is replaceable, and time moves on, but who will handle it over the span of the projected life, and that is forever, really, and I don't mean the name of the man in the foreseeable future, but will it be the Park Service or BOR?

Mr. HARTZOG. Park Service.

Senator BIBLE. Park Service?

Mr. HARTZOG. Yes.

Senator BIBLE. The Congressman from that area made reference the other day about having this qualify as a national seashore. I think, I don't know, I think he put a bill in to that effect, and also think Senator Case did some years back, as an independent project. However, my judgment is it should be developed as a complete entity and we should not break it apart. Do you think the best qualification for this area is as a national recreation area?

Mr. HARTZOG. Yes, sir. Mr. Chairman, this is nothing but a categorization, because the seashores and these national recreation areas are all in the same category.

The differentiation comes about through management programs instituted in connection with the day-to-day use of these areas.

Senator BIBLE. Well, I rather felt that way myself, but whatever you might call it, a rose by any other name is just as sweet. Whatever its official title is, it is going to be the uses that are permitted and the adverse uses that are prohibited that will be most important to people in the area.

I think those are all of the questions I have of you, Mr. Hartzog. We are going to be calling on you, I can assure you, to accompany us when we go into that area. I cannot give you a firm date, but I don't think it will be before mid-June, but maybe sometime in July.

This won't be a hearing. I am not going to have a second hearing and duplicate what we have already heard, but we will go over the area, walk, fly, ferryboating, whatever is indicated, to give us a feel of the project.

I very much appreciate your testimony this morning.

I have an additional question. Would you explain how the construction of the War Memorial Stadium will affect the Gateway?

Mr. HARTZOG. Mr. Chairman, this is one of the reasons why we left out the Great Kills area, which is included in Senator Javits' bill, because of the planned development of that stadium, as well as contemplated further intensification of residential and commercial development adjacent to it.

As one of the criteria for the units included, we tried to stay away from heavily impacted locally used beaches associated with highrise urban development.

Instead, we included open space which gave us opportunity for a spectrum of recreational uses.

Senator BIBLE. Very well, Mr. Hartzog and Mr. Secretary, I believe you brought in a team that has done an admirable job in answering questions so we have a better understanding of it, and I want to compliment you.

Mr. REED. Thank you, Mr. Chairman.

Senator BIBLE. You might have one of your gentlemen remain because we have only two witnesses, Dr. Hinkle and Dr. Fay as a team, and then we have Dr. Keith and Boris Pushkarev as another team, so if someone will remain.

Mr. HARTZOG. Mr. Peetz has been the planner on the project, and if it is agreeable, we will leave him.

Senator BIBLE. All right.

Our next witnesses are Dr. Hinkle and Dr. Fay.

STATEMENTS OF JAMES A. FAY, CHAIRMAN JAMAICA BAY ENVIRONMENTAL STUDY GROUP, NATIONAL ACADEMY OF SCIENCES AND NATIONAL ACADEMY OF ENGINEERING, ALSO PROFESSOR OF MECHANICAL ENGINEERING, MASSACHUSETTS INSTITUTE OF TECHNOLOGY, CAMBRIDGE, MASS.; AND LAWRENCE E. HINKLE, JR., CHAIRMAN OF SUBCOMMITTEE ON RECREATION AND CONSERVATION, JAMAICA BAY ENVIRONMENTAL STUDY GROUP, ALSO DIRECTOR OF DIVISION OF HUMAN ECOLOGY, CORNELL UNIVERSITY MEDICAL CENTER, NEW YORK, N.Y.

Senator BIBLE. I have your full statement, and without objection, Mr. Reporter, the full statement will be incorporated in the record. And you can proceed in any manner you want, whoever will lead off.

Mr. FAY. My name is James A. Fay, and I am professor of mechanical engineering at MIT, and my colleague is Dr. Lawrence Hinkle, Jr., director of the Division of Human Ecology at Cornell University Medical Center. Both of us were members of the Jamaica Bay Environmental Group. I, as chairman and Dr. Hinkle, as chairman of a subcommittee, a study group authorized by the National Academy of Sciences and the National Academy of Engineering to undertake an intensive study of the environment of Jamaica Bay.

This particular study considered the ecology of the bay itself as well as what we call the human ecology of the communities that surrounded the Bay.

There were approximately 25 scientists of various disciplines who participated in that study last summer. Our report was recently published by the two Academies a month ago.

Copies of that report were given to Mr. Hartung for inclusion in the record.

Senator BIBLE. They will be made a part of the record.

(The report referred to were retained in the Committee files.)

Mr. FAY. This morning we would like to say a few words about our findings with respect to Jamaica Bay, in particular with respect to the question of recreational and conservational use of the Bay and the importance of the provision of public transportation for such use.

I am going to ask Dr. Hinkle to proceed to describe the results of the study of his subcommittee, and when he is finished, I will have additional words to say about problems of transportation.

Senator BIBLE. Very well, Dr. Hinkle.

Mr. HINKLE. Thank you, Mr. Chairman. I am head of the Division of Human Ecology at Cornell, and my division is concerned with the effect of the environment upon health and welfare of the people.

Last summer I was chairman of a committee or study group which was charged with the determination of how Jamaica Bay should be dealt with as a resource for the people of New York. I had working with me 12 scientists ranging from economists, engineers, ecologists and marine biologists, and social and political scientists and people concerned with human welfare.

The thing we tried to ascertain in about 1 week of intensive review and interviewing of people concerned with the Bay and over a month

of study of the bay itself and data related to it, the thing we were trying to determine was what is the best use that might be made of Jamaica Bay, and the goal was really to determine what use would provide the greatest benefit for the largest number of people.

What we found in a nutshell is this. There are $2\frac{1}{2}$ million people living within 5 miles of the bay and two-thirds of 1 million people live within 30 minutes' walking distance of the bay, and it has a population around it larger than that surrounding any other potential usable beach or water recreation resource in the United States. Furthermore, the population is dense and it is poor.

In 1960, about half of the people were families of Brooklyn and one-third of those in Queens had less than \$6,000 income. Mostly these people don't own automobiles. If they are going to get anywhere they have to walk or go on public transportation. The greatest human need that Jamaica Bay can satisfy is the pressing need for recreational facilities by those people living near the bay in central city and especially those who do not have automobiles.

The greatest need is for facilities for people of the city and not for people of the suburbs and surrounding counties. The people in Westchester, for example, have about 20 acres of recreational lands per 1,000 people, and people in Brooklyn have only 2 acres per thousand and half of it is under water in Jamaica Bay.

For a large proportion of the people in Brooklyn and Queens and a great many in other areas, there are no parks, playgrounds, and beaches they can use except Coney Island and the beaches available to them are fantastically overcrowded.

Over 1 million come to Coney Island on a hot day; over 4,000 people per acre and 10 square feet of beach per person and less area per person than the Department of Defense recommends for people in bomb shelters.

A person has only about three times as much room as they used to have on slave ships in parts of the 17th and 18th centuries, and one of the reasons you get so many people there is that it is accessible, being served by four subways.

If you look at these people, there are several kinds of things they need, and this is based on surveys of the people themselves. They want just plain facilities for walking and sitting outdoors, they need places for outdoor games and sports, they like to swim and to sunbathe, they like to fish and boat, and, Mr. Chairman, you would be amazed how many people in New York City like to go fishing on even a day like today in Jamaica Bay the way it is now, and that people will come out and line the roadways and stand on the shore and fish in those waters, which you would not believe that anybody would fish in if he had anything better to do.

Fishing is a very important recreation, especially for poor people in New York City.

Now, one of the things we found was that the northern and western shores of Jamaica Bay were particularly valuable. They could provide, depending on how you do it, from 3 to 6 lineal miles of beach and shoreside recreation area that can be 450 to 900 feet deep and can be constructed at relatively little cost.

These beaches can provide for anywhere 100,000 to perhaps one-half million swimmers per day. The reason I state broad variations is this: We would like 100,000, but the way the need is in New York City on a hot day, it is likely you will have more than one-half million if they can get there.

In addition, the city owns, you see, in addition to what can be built, the city already owns about 2,500 acres of parkland right behind that area.

This, too, can be developed at rather little cost. It can accommodate, and you need more room for ball playing, and so forth, but you can get about 50,000 people a day and 1,000 to 2,000 small boats a day on that bay and can provide opportunities for 2,000 to 5,000 people to fish per day.

I want to say that these figures were arrived at with the help of some of the, indeed arrived at by some of the most outstanding ecologists in the country who studied this and potential use of it once the water is cleaned up.

You mentioned earlier, and I don't want to go into it further, the Federal and State governments and cities are spending something like \$35 million to clean up the water in the bay, and those who are busy doing it are doing it. I think, with the idea it will be used for human benefit once that is cleaned up.

In addition to this, as you have heard, you can provide for 2,000 to 5,000 people per day there at the wildlife refuge.

In other words, it means that you can provide for 7 to 21 million visits of bathers per year, and so forth, a large number of people.

We looked into the Breezy Point Peninsula, and as you heard at some length, you can get $4\frac{1}{2}$ miles of ocean beach 1,000 feet wide, and you can get 300,000 to 900,000 visitors per day depending on the facilities that are allowed.

The need in New York City is so great you need both Breezy Point and the shores on the north part of Jamaica Bay.

Now, in summary, we found it was our opinion that Jamaica Bay is one of the most valuable resources that New York City has for the recreation of its population, but if the value of this is going to be realized, you have to do two things.

The peripheral parkland on the northern and western shores of the bay have to be developed and preserved to the fullest extent and above all the people have to be provided with a means of access to these facilities.

Now, there are about two-thirds of 1 million people within one-half hour's walking distance of the bay, and this is an important reason to develop it in itself. However, the facilities you could construct there would be adequate to serve people for much more of a distance.

Senator BIBLE. Tell me, is that a contradiction, that people must be provided with adequate means of access to these facilities and then there are approximately two-thirds of 1 million people within one-half hour's walking distance of the shores of the bay, and you don't need transportation facilities for those?

Mr. HINKLE. Not for those people, sir, you only need sidewalks for them, which they don't have, I will agree, but the added thing, sir,

is this: That the facilities there can serve neighborhoods much more distant if they are provided and there is great need for people from more distant neighborhoods and it would be a shame just to develop it for people within walking distance.

Senator BIBLE. Yes, I agree with that premise, because I think, and it is stated many times, and one thing that makes it an exciting proposal is the fact you will take the underprivileged from the ghetto areas of the great city of New York, and provide recreation. We have them everywhere, and right out here about four or five blocks away from this hearing room in Washington, D.C., and they are the ones we want to get out to the parks, and George Hartzog, if I may say, is entitled to a great deal of credit for bringing the parks to the cities. He did a great job in this metropolitan area because we had the underprivileged from the ghetto area of our own city in the Nation's Capital, a few blocks from here, go out into the parks surrounding the metropolitan area and this is the thing I am all for.

Mr. HINKLE. This is what I have precisely in mind, and Dr. Fay will deal with the crucial matter of transportation, but I will make the point that to move a mass of people to and from a recreational area in a short period of time really, in effect, is going to need an effective rapid transit system.

The problem of transportation at Breezy Point is more difficult. Automobile transportation for more people to Rockaway is, in our opinion, just out of the question. Even at the present time on a hot day the roads are so clogged, and that big parking lot you have been talking about here never fills up because the roadways get clogged before those parking lots can be filled.

Then the people trying to get home would interfere with the efforts of those trying to get over there.

Senator BIBLE. I understand that problem. I like to go to football games, and it is a real task to go here to the Kennedy Stadium in D.C. to see the Redskins play. You can get in to the Senators' games easier because there is not quite the demand. But you have to fight your way to and from a football contest, and it is a lot simpler to stay home and tune in on the tube and look at it on the television. I understand what you are saying.

Mr. HINKLE. That is the way it is now. We feel this is not a thing of developing the park simply for roadways, the roadways are just more means of access and that clearly implies that you need a roadway to get there, and it is not the people with the automobiles we are worried about.

Dr. Fay is also going to deal with the business of the ferries, and I will add to that by saying that our committee was of the opinion that the ferry system will be fantastically inadequate and very expensive.

So our positive recommendations are, first of all, Jamaica and Breezy Point be developed primarily to serve the needs of the people that live immediately around them and by this we mean central core people of New York City and particularly to serve needs of those who do not have automobiles.

Second, this development must include development of park lands and beaches that surround the bay and its northern and western shores as well as the development of the bay on Breezy Point Peninsula.

Third, any development of the bay for recreation must include adequate means of mass transportation. The bay as a national park will be meaningless unless people can get to it. This, in our opinion, means development of rapid transits, and we think these can be built at relatively small cost in relation to the benefits they will provide and we believe the construction of such facilities is an entirely proper activity for the Federal Government.

It is the opinion of our study group if the U.S. Government builds and maintains national parks and access roads for the people who have automobiles, it should also be prepared to build and maintain national parks and public transportation facilities to provide access to these in order to serve that segment of our population that do not have automobiles.

Thus, I can say our study group is heartily in favor of the principle of Federal support for recreational facilities of urban dwellers embodied in the Gateway plan; however, the specific proposals included in the bill that we have seen up to now, including some of the testimony that you have heard this morning, have several tragic and expensive decisions we think that may cause them to fail entirely to serve the principle for which they are proposed.

First of all, they included only that part of the city owned parkland along the northern and western shores of the bay which is immediately along the shoreline and they exclude the rest of this parkway.

Still worse, you have heard this morning they include no plans for developing this area so they would not simply divide and neglect the shoreline parks but prevent the people from surrounding boroughs from having access to and developing their most important recreational facilities.

Senator BIBLE. I understood Mr. Hartzog to say on that point that at least immediately you are not going to develop them but after all it becomes a 30-year plan, and it cannot be developed overnight, but I hoped he would pay attention to what you are saying and maybe reorder their priorities of development. That will help.

Mr. HINKLE. Sir, of course, I understand practically that you are not going to be able to develop anything overnight. I would, and will shortly, make the point that it is much cheaper and easier to develop this area here than it is to develop this area here which we think really is going to cost about half a billion dollars.

What I am saying is that there is in and behind these areas not shown on the map, but in the report we have submitted the city-owned parklands on the other side of this parkway in here, could be made a part of the Gateway, which is not being taken. They are only taking the little strip along here.

Senator BIBLE. I was not aware of it, and I am glad to have you make the point, and Mr. Hartzog is here and the Secretary is here, so I will have them specifically note that point and give comments. I don't know how they will answer. We will give them time to answer, but not now.

Mr. HINKLE. What we would say then, if you take this point here and you fail to develop these beaches, you make it impossible to develop these parks, you don't develop any of this for boating and fishing that these people want, then you are, in effect, simply not making use of an asset and you are preventing these people in their own government from making the use that they would make of it if they wanted to.

I think that is a very important point about this proposal.

Senator BIBLE. I think it is, too, and they heard what you said, and they can make such comments because I have no intention of closing the hearings, and they will be kept open until after we come back from New York.

Mr. HINKLE. The second thing our committee would recommend is that these proposals we have heard, the bills we have seen, make no adequate provision for transportation of people to and from the proposed facilities. They plan to rely on automobiles and ferries and that plan will be, in our opinion, utterly inadequate and create additional problems in traffic which is already overwhelming and excludes from the parks large numbers of people without automobiles.

Finally, it is our opinion that it was a mistake in these plans that they pay primarily attention to the costlier developments of the Breezy Point area and neglect the much less costly and briefer developments of the northern shorelines, so I think our priorities for development would be the other way around.

Senator BIBLE. I understand. You made your point extremely well, doctor, and, as I repeated, the Park Service and the Secretary in charge, rather than the Assistant Secretary in charge, is here, and I have asked them to note and reread your testimony and make such comments as they want to.

I will ask them for those comments and maybe these priorities can be rearranged.

Now, Dr. Fay, I will be happy to hear from you.

Mr. FAY. Thank you, Mr. Chairman, I would like to say a few words about provision of mass transportation facilities to carry people to existing or to new parklands. Let us begin with the existing beaches and park areas in and near Jamaica Bay.

At the present time, as has already been noted, about 1 million people crowded to Coney Island beaches on weekend days. The number of such people is really limited not by the desires of the people to go to the beach, but the capacity of the four subway lines which supply Coney Island.

Each subway line has a capacity of approximately 40,000 people per hour. If four such lines operated at full capacity for 6 hours, they will carry about 1 million people per beach. The other beachgoers from New York City go to the Rockaway beaches and there they must go by automobile either over the Marine Parkway Bridge or the Cross Bay Boulevard, which I compute to have at most a capacity of about 30,000 people per hour, or by means of the existing subway links that parallel the Cross Bay Boulevard.

These are the only methods of access to the Rockaway beaches.

It is very clear that if additional capacity is desired to get people either to Breezy Point or other shorefront facilities, it must be by other than these already overcrowded facilities.

For example, carrying people from Coney Island to Breezy Point will not increase the number of people at the beaches as limited by the subway system which now is applied to Coney Island and limited to something like 1 million people per day.

In order to make the bay report, we considered what are the other mass transportation facilities which are near enough to the beach areas to be extended. What we found is that the subway system which comes

closest to the northwestern border of Jamaica Bay involves the Nosstrand Avenue, Utica Avenue transit lines and the existing 14th Street Canarsie lines and both of these come within several miles of the bay front.

The city had plans to extend both of these subways and, in fact, will build an additional line from Utica Avenue and connect these three with a cross link which would be about 1 mile away from the bay shore. These three lines together could do this.

Senator BIBLE. Point that out. You say it will be a mile away from the bay shore. Which line on the bay shore? Where?

Mr. FAY. These three subway lines run approximately, as I have indicated here on the map, and an extension will bring them to about a mile of the Bay Shore Parkway.

What we have proposed is that a crosslink be built close enough to the Bay Shore Parkway as shown in the figure which is included in our testimony so that they will be within easy walking distance of the shorefront.

Senator BIBLE. Well, assuming I take the subway as extended, how do I get across the expressway?

Mr. FAY. Well, that requires that pedestrian and automobile overpasses be built across the Bay Shore Parkway which at the present is a Chinese wall that separates that shorefront from a number of people living in Brooklyn.

Senator BIBLE. I understand about the Chinese wall, but I want to know do I tunnel under it or go over it?

Mr. FAY. Either one or the other has to be provided if access is to be given to those shorefront recreation areas which we propose should be built.

The expressway, as I understand it, has been proposed, should be rebuilt by adding additional lanes for truckways, and we think it will simply further complicate the problem.

Senator BIBLE. Yes, we had testimony on it the other day, and I would be inclined, without going into it in depth, but trucks compound the Washington Beltway problems enough so that I am sure wherever they put them they will compound it, as they do everywhere else, so I think I understand that.

Mr. FAY. In summation, our recommendation was that the existing subway capacities in this area of Brooklyn, by extending it, it could provide the method whereby more people could get to the beach area than is now presently the case.

Let's consider the ways in which additional people might be carried to Breezy Point. In order to get larger numbers of people to the Breezy Point area, we feel that a transit connection from the extended subways which are planned, which would come very close to the Floyd Bennett Field, which is at the northwestern corner, extension of the subways across the Marine Parkway Bridge, if that is possible, could bring to the Breezy Point area the capacity of a single subway line at 40,000 people per hour, operating for 6 hours at full capacity, bringing then one-quarter million people to the area.

Additional people might possibly squeeze into that area by car transportation but, as I noted, the existing highways are already crowded

to capacity on Sundays or Saturday afternoons and no additional people can come by that method.

Now, the costs of such a subway extension are presently indeterminate and it might cost \$60 million to extend the subways across to Breezy Point or more, depending upon whether or not the existing bridge could support a rapid transit line.

In any case, the capacity, I think, is very clear, something like 240,000 people per day could be brought by rapid transit lines to Breezy Point.

I might contrast it to the proposals that have been made to move people by ferry from Coney Island to Breezy Point. The figures that we are familiar with in the initial proposals of the Park Service refer to 300,000 people per day, and if 300,000 people are to be carried to Breezy Point by ferry, it would require an extensive ferry transport system.

For example, the existing Staten Island-Manhattan ferries carry about 37,000 people per day, and it involves six ferries, and they also carry cars as well.

The capacity of that ferry system, as far as I have been able to determine by talking with Mr. Victor Rossi, director of the ferry service, probably is at most 120,000 people per day.

According to Mr. Rossi, the designs for passenger ferries for the Staten Island-Manhattan runs would suggest, for a 6,000-passenger ferry, a cost of \$10 million. The number of ferries required to ferry 300,000 people from Coney Island to Breezy Point would be about eight of these ferries and would require an investment of \$80 million for ferries alone.

In addition, the facilities for landing, loading and unloading passengers at Coney Island and Breezy Point would require an expenditure we estimate of about another \$80 million, and it is based on the construction cost of rebuilding the Staten Island Terminal back in 1951.

It would therefore appear that to move the number of people in the amount here of 300,000 people today would require approximately a \$150 to \$160 million investment in facilities and this is probably a higher investment than would be required to move the same number of people by rapid transit connections from Brooklyn across the Marine Parkway Bridge to Breezy Point.

I would like to say just a few words about the problem of pollution in the bay and how it relates to the use of the Jamaica Bay shoreline for recreational purposes.

It has already been mentioned that the city of New York is in the process now of upgrading the sewage treatment facility. As a matter of fact, the water quality in the western end of Jamaica Bay is already suitable for swimming most of the year.

The principal problem is that during times when there is heavy rainfall the existing sewage treatment plants are unable to cope with the heavy runoff and some untreated sewage is discharged into the bay. The city plans call for special treatment plants which will take care of the heavy runoff and the system which they plan to complete by 1978 should make it possible to have water quality in Jamaica

Bay suitable for swimming and this is mostly, of course, a matter of reducing the bacteriological content of the treated effluent.

Another problem which exists in that area is the noise from Kennedy Airport, and as far as recreation is concerned, it is not a serious handicap as far as the use of the area for recreation, but it has already been mentioned there are several proposals to use all or part of the Floyd Bennett Field for housing.

In our estimation, that would be a tragic use of that land, to move people behind those areas, where we already have 700,000 people living around Jamaica Bay who are severely impacted by the noise from those aircraft.

In summary, I think, or it is our feeling that the problem of transportation for residents of New York City to these areas is one that has not received sufficient attention in the proposals put forth by the park service.

Thank you, Mr. Chairman.

Senator BIBLE. I appreciate your joint appearance here today, and I think you made a useful and worthwhile contribution to the overall area.

I understood very clearly what you said, and you can rest assured we will give it full attention and, as I indicated so many times, we will probably have a better grasp and feeling for this entire area and problems after we go up there. We will fly over it and walk it and boat it and swim it, and anything that is indicated to get around it, so we do get a feeling of familiarity with the area.

We recognize many of these problems on airports. We have National Airport not too far from us here, and I think the industry is making some progress and will continue to make more. They are simply going to have to control this situation to meet not only their pollution standards with the discharge from the big jets, but also the noise factors.

So I think we will make headway in both areas in the foreseeable future.

I appreciate your appearance. If you have anything additional to add, it would be welcome, and the record will be kept open for that purpose. Thank you very much.

Senator BIBLE. Our next witnesses are Dr. Keith and Boris Pushkarev, Regional Plan Association President and Vice President.

STATEMENT OF JOHN T. KEITH, PRESIDENT, REGIONAL PLAN ASSOCIATION, NEW YORK, ACCOMPANIED BY BORIS PUSHKAREV, VICE PRESIDENT FOR PLANNING, REGIONAL PLAN ASSOCIATION, NEW YORK; AND SHELDON POLLACK, INFORMATION DIRECTOR

Mr. KEITH. I have with me also our information director, Sheldon Pollack, in addition to myself, John Keith, and Boris Pushkarev, as you indicated.

The last time I had this pleasure we were testifying for another seashore called Fire Island.

Senator BIBLE. I thought you looked familiar.

Mr. KEITH. Thanks to your good judgment, and that of Congress, we have it now as a national seashore.

May I make a few points about the Regional Plan Association before we put our credentials on the table.

Senator BIBLE. Yes.

Mr. KEITH. One, we are a civic organization, funded in part, I would say about half of our funds coming from foundations and others from memberships including corporate and individual members.

RPA, in the twenties, created a regional plan, the world's first, on which numerous of the parks that now exist in the region were tabbed. For example, Palisades, Great Kills, one of the items we discussed, additions to Bear Mountain, and parkways such as Laconic, Sawmill, Northern and Southern States, Palisades, and I could go on to 29 plans, and in 1960 we refashioned, in a sense, the park plan for the region, and on that plan were Cape Cod, Delaware Water Gap National Recreation Area, Sandy Hook, N.J., Breezy Point Island Beach in N.J., and Fire Island, and many others acquired in one way or another in public lands, and as a result five major State bond issues of \$80 million and 80,000 square miles of public parks and \$21½ million spent for local parks in response to the plan.

On the plan was the concept of the Gateway in the fashion of Sandy Hook principally and Fire Island.

It was, in a sense, as you are well aware from the magnificent show put forward by Mr. Hartzog, the film, it is really a magnificent area, but by historical accident, which has been provided or left available to us, to capture for the Gateway Seashore.

It is, however, threatened, as you can tell, if it falls into private hands, and it was threatened as is apparent in the film by a firm known as Atlantic Improvement Co., which quite wisely from their point of view tried to turn the area into a major housing project, which the city of New York prevented in 1963 to 1965, during that period. Mr. Moses is still suggesting that housing be built in that area.

I might add, however, Mr. Moses was the principal advocate of a park in that particular area in the past.

It is, as you are well aware from discussions which have taken place, an interstate area. Four States actually intersect: Pennsylvania, New Jersey, New York, and Connecticut; and within 2 hours 20 million people within those four States have access to the area we are discussing.

We have submitted to Mr. Hartung for the record a list of tables which cover these elements—the population potentially served, the problem of access to these various parcels of land, and the land ownership and present usage thereof, and also accompanying it is a description of the area and a commentary on the tables.

So I would just like to call attention to a couple of these.

Senator BIBLE. Just so we are clear, I don't know that I made this statement, I certainly should have, but I scanned this excellent presentation you are making here for the Regional Planning Association, which is extremely well done, and the entire proposal will be incorporated in full in the record.

It is accompanied by a voluminous set of exhibits, and they back up your conclusions. So I have that very well in mind. So if you would just summarize the suggestions you are making that differ from anything that has been said here, it will be satisfactory because I think I

have the overall problems in mind, and they have problems as all areas, so why don't you highlight what you want to say by way of summary.

Mr. KEITH. Yes, I want to make one or two examples, and then turn the question of access over to my colleague, and this has been a question that has been raised, and also the question of differences between the administration bill and the Senator's bill. May I do it?

Senator BIBLE. Yes, you may, except I have to make a speech at the Hilton, and I don't want to cut you off.

Off the record.

(Discussion off the record.)

Senator BIBLE. Let's recess until 2:30, and I will give you 25 minutes after that.

Mr. KEITH. That is fine. We would hope we could finish in 10 minutes, but we hoped you would have questions with respect to particularly the transportation issue.

Senator BIBLE. Well, that is one of the gut questions in this whole problem, so this is true in so many recreational areas we have had over the years. I don't know how far the responsibility of the Federal Government reaches, we are supporting mass transportation in other areas, and how far our responsibility goes to furnishing transportation to everybody in an inner city to outdoor parks. This is a tough question. So I would like to have your views on it; so I think we will stand in recess until 2:30 this afternoon.

(Whereupon, at 12:05 p.m., the subcommittee recessed, to reconvene at 2:30 p.m., the same day.)

AFTER RECESS

(The committee reconvened at 2:30 p.m., Senator Alan Bible presiding.)

Senator BIBLE. The hearing will come to order.

Gentlemen, you may proceed.

STATEMENT OF JOHN T. KEITH, PRESIDENT, REGIONAL PLAN ASSOCIATION, NEW YORK, ACCOMPANIED BY BORIS PUSHKAREV, VICE PRESIDENT FOR PLANNING, REGIONAL PLAN ASSOCIATION, NEW YORK; AND SHELDON POLLACK, INFORMATION DIRECTOR—RESUMED

Mr. KEITH. Senator, I was attempting to make the point when we recessed that this is an interstate park and as you suggested our file so indicates, for example, the Great Kills area is actually closer to 4½ million New Jerseyites than is any major beach in that State. From that point of view we feel this area could be a great interstate park. Also, Breezy Point is actually closer to Connecticut residents than any of the major beaches on Long Island, and Sandy Hook we feel will grow up considerably from Pennsylvania.

If I could take a personal aside, having tried to find beaches with children, I live in Westchester County and I can drive an hour and a half into Connecticut before I reach a major beach and I can drive about 2 hours into Long Island before I can find a major beach that

has public access that is not a town or a village beach which is restricted.

So in that very crowded area there is a tremendous demand, I think, as evidenced, for example, by Coney Island—overuse, you might say, of Coney Island and the tremendous use of Jones Beach. I think, Senator, you have probably been apprised if you don't start out for Jones Beach before arrival time before 10 o'clock on a busy weekend day you are just not going to get in. So the need is there and the potential is there.

Now I would like to ask Boris Pushkarev who is really a renowned expert on transportation and some of his work has been used by the Bureau of Public Roads and Highways, and he did help the Metropolitan Transportation Authority develop its present transit plans, including the second subway, both from the point of access and from the point of mass transit access and also discuss the additions and deletions between the administration bill and bill of the four Senators.

Senator BIBLE. Very well. Be happy to hear him.

Mr. PUSHKAREV. I would like to start with the position of deletions because they are perhaps a more complex problem than transportation. Of course the first difference between the first bill and the new bill is that Floyd Bennett Field is added to the Gateway area, and as you heard the last time there is pretty unanimous agreement with the fact that this is a good idea. We can only add that it is not a very useful area for a general aviation airport because it is right in the flight path of Kennedy, and while you can maintain slight use on weekends for pilots it can be expected not to interfere with the traffic pattern. If you let in a lot of private flyers, it can be a rather dangerous arrangement.

Senator BIBLE. Of course, as I understand the proposal there you are going to make Floyd Bennett Field part and parcel of this recreation area.

Mr. PUSHKAREV. That is right.

Senator BIBLE. You agree with that?

Mr. PUSHKAREV. We certainly do.

Senator BIBLE. All right.

Mr. PUSHKAREV. We also think that housing is by far not the best use for this.

Senator BIBLE. Is what?

Mr. PUSHKAREV. Is not the best use for this.

Senator BIBLE. Is not the best use. As you know, I indicated to the witnesses from the Park Service and the BOR that they touched this out and checked it out with the Defense Department and the Secretary of the Navy, whichever way you want to put it—the Secretary of the Navy and then up to the Defense Department—to reconcile those differences. I don't know why the Navy claims they must have it, but if necessary these hearings will continue. We will ask somebody from either Defense or Navy to come in and give us their position on it. Offhand it did not seem to me like a good idea, I don't know. We will have to wait and see what they say.

Mr. PUSHKAREV. It certainly seems to us like a good idea.

The next idea is the deletion of the co-op. We brought this aerial photograph here specifically for the purpose of showing you exactly

what an area the co-op occupies and how it strategically is situated in the western part of the peninsula making really integrated development of that area rather impossible.

First of all, out of the 4 miles of beach, 1 mile, as we heard, is in front of the co-op. It also covers the beach front in the back which could be a very nice beach front for minor use, that is, children, swimming, and so on. It has fairly shallow water. It occupies this area [indicating] plus this area [indicating] of Roxbury and together occupies about 40 percent of the total land area of Breezy Point, so they are near a substantial chunk of the total park land.

Perhaps most urgently, while the beach as we heard the last time is about 1,000 feet or wider than this area, in this area the houses come within about 200 feet of the water so that if any kind of people or boardwalk is to be established to carry people from the eastern part of the Federal property to the western tip it would have to bend around and come virtually into the water in order to be able to continue westward.

So as a minimum there ought to be a setback of inaccessibility of a thousand feet from the waterfront established which would take in a substantial chunk of development here. Of course, in the long run one could hardly visualize this private enclave state in there, particularly for such reasons as if we ever wanted to charge user fees for entry to the park this would be impossible, having a private enclave there where control of entries and exits is impossible.

Senator BIBLE. I understood the Park Service people and maybe the Secretary of Interior himself to say because of the difficulties of monitoring this area, the difficulty of collecting fees that they hope that they could make this entrance fee—I mean you have no entrance fee but that remains to be seen.

Of course there is a real problem on the other side of the coin that you are talking about a community of 2,800 homes. Any time you have a community of 2,800 homes it is a wonderful thing for planners and people who want to create these parks to just say, well, wipe out a whole community. That is easier said than done and I don't know really, in the American democratic system, that that is a fair way to handle our people. We have always tried to reconcile those differences and in most cases we have pretty well. That is a tough problem.

I think the administration's suggestion on that is a worthwhile one. What you say, years and years and years ago before they ever started this co-op, if that had all been preserved and withdrawn from or taken over by the State, or whomever and not developed as a subdivision or a co-op, all well and good but it didn't come out that way. They built up a community, raised children there. It is a little hard to disrupt people. We are going to take a close look at that.

Mr. PUSHKAREV. It appears that fairly immediate disruption would be necessary only in that small corridor there to provide enough beach area and the rest could take place over a rather extended period of time without really causing hardship to the residents.

Senator BIBLE. Well, if you were a home owner there, I don't know if you would take that viewpoint. Nevertheless, let us judge that when we go up and take a look at it.

Mr. PUSHKAREV. Very well.

Now there is a third situation which is the amendment to the original bill which is the broad channel community in Jamaica which of course is much less of an impediment to park development than is the Breezy Point co-op. However, it is different in some respects. For example, the land is owned by the city and it is merely rented to the users and many of the buildings there are not in very good shape, and it is hard to say how long they will last.

So again while there is absolutely no urgency in this case to do anything about broad channel in the long range for the sake of maintaining the integrity of the bay, there may be a case for including them. The other difference is the deletion of Great Kills.

Senator BIBLE. Now refresh my memory and point Great Kills out on the map.

Mr. PUSHKAREV. Great Kills is located on Staten Island and it is this central portion of a municipal beach. Actually the municipal beach runs from almost under the Verrazano-Narrows Bridge all the way to Great Kills, but included in the original proposal of Senator Javits it was just the 2-mile stretch of beach around this central portion.

Senator BIBLE. Now your position is that the Javits bill on that point is preferable to the administration bill.

Mr. PUSHKAREV. Yes; it is.

Senator BIBLE. Is that what you are saying?

Mr. PUSHKAREV. Yes, and mainly for the reason that John Keith mentioned that actually for a great number of New Jersey residents, especially Newark, Elizabeth, and the central cities in New Jersey—it is rather difficult for them to get on expressways whereas it is very easy for them to get in there.

Senator BIBLE. What is the name of that? That is a State park?

Mr. PUSHKAREV. No; this is not a State park. It is presently an under-built city park of Great Kills.

Senator BIBLE. And that is a city park?

Mr. PUSHKAREV. A city park; New York City park.

Senator BIBLE. I thought that was on the New Jersey side.

Mr. PUSHKAREV. This is on Staten Island, and Staten Island belongs to New York City.

Senator BIBLE. It is on Staten Island.

Mr. PUSHKAREV. Yes; but it is much more accessible to New Jersey residents than New York residents.

Senator BIBLE. Why is that, because they come across the bridge?

Mr. PUSHKAREV. They come across these two bridges here whereas the rest of New York City is further removed. At present a very large proportion of the uses of that beach is not really usable, it is often closed because the water is not the best quality but the people use it anyway and a very large proportion of those people are New Jersey residents.

Senator BIBLE. Your point is that should be included?

Mr. PUSHKAREV. Yes.

The issue of the two islands in front of it, Hoffman and Swinburne, which are these islands, we feel is not a very serious issue since they will not come into use for at least a decade. However, there have been proposals by water and ocean experts to construct a jetty here which would in the future keep the bay cleaner in front of the beaches and at the same time allow all kinds of recreational activities.

Senator BIBLE. Who owns Hoffman-Swinburne?

Mr. PUSHKAREV. The city of New York.

Senator BIBLE. And they also own Great Kills?

Mr. PUSHKAREV. That is right.

Senator BIBLE. All right. I am clear now.

Mr. PUSHKAREV. Lastly, not included in any of the official proposals so far but mentioned in the testimony previously are the two Federal reservations which are located under the Verrazano-Narrows Bridge; namely, the Fort Wadsworth Reservation and the Fort Hamilton Reservation and they are located under the Verrazano-Narrows Bridge on Staten Island.

Senator BIBLE. Are they in Senator Javits' bill?

Mr. PUSHKAREV. They are not but some of the civic groups which testified here last time suggested that they ought to be included and our feeling is that it was——

Senator BIBLE. By the last time you mean last week?

Mr. PUSHKAREV. Last week, yes.

Our feeling is that as long a long-range proposal this is a reasonable proposal.

Finally, one more in that category is the inclusion that New Jersey suggested of Liberty State Park in Jersey City which is the future park that is located immediately adjacent to the Statue of Liberty on Ellis Island. Right now it is a large vacant area of former railroad yards and——

Senator BIBLE. Where is the title of that, in the railroad company?

Mr. PUSHKAREV. The State of New Jersey bought over 200 acres of that, it is owned by park bond funds.

Senator BIBLE. City park?

Mr. PUSHKAREV. No, it is a State park. About half of it is in the ownership of the State of New Jersey. The other half is still in private hands and may never really be purchased. The important part has been purchased.

Senator BIBLE. I am sorry.

Mr. PUSHKAREV. The important part has been purchased.

Senator BIBLE. By the State of New Jersey?

Mr. PUSHKAREV. Yes.

Senator BIBLE. What name does that bear again?

Mr. PUSHKAREV. Liberty State Park.

Senator BIBLE. All right.

Mr. PUSHKAREV. So our conclusion from all of this is that there are a number of areas which in the future ought to be included in the Gateway boundary. There may not be any great urgency to include them in the initial legislation but we feel that the legislation should be framed in such a way that the addition of these roughly seven or so additional areas would be feasible.

Senator BIBLE. Thank you.

Mr. PUSHKAREV. So much for the differences.

Now with regard to access, it is our considered judgment that the difficulties of access to Gateway have been greatly exaggerated and also the costs of providing that access have likewise been exaggerated. Of course we do have in a fairly close vicinity of Gateway the terminals of approximately six subway services which are listed in table 10.

Senator BIBLE. Of your exhibit?

Mr. PUSHKAREV. Of our exhibit.

Senator BIBLE. And that is all made part of the record.

Mr. PUSHKAREV. And of these, services terminate anywhere between 3 and 6 miles away from Breezy Point. So the fact that they have a huge capacity of something like 150,000 passengers per hour is not really very material because the question is how do you get these people from the subway terminals to the beach? Having investigated this question we arrive at the conclusion that the easiest way is to carry them by buses and that with—

Senator BIBLE. How do you get over the expressways? I thought the testimony was that the expressway would be—you would have to do one of two things: either have to go by underpass or overpass.

Mr. PUSHKAREV. The way would be as follows: First of all, one of these subway lines, as the map that you have indicates, shows the 8-A train terminates here at Rockaway Point within 3 miles of Gateway. So these trains would unload and the present terminal which has lots of track and lots of room for bus turnaround and so on. The bus would just shuttle this 3-mile distance and distribute people from the beach. They would not preempt any existing critical capacity. The other three bus services could be run from the Brighton Beach line from the Canarsie line and possibly from other lines in Brooklyn and they would run on the parkway and across the Marine Parkway Bridge.

Now on the Marine Parkway Bridge we have checked with the Triborough Bridge and Tunnel Authority which owns the bridge and we find they carry at most 3,500 cars per hour on that bridge which has the capacity of at least 4,500 in one direction. So there may be some jam ups occasionally because the toll booth is too small and little things like that, but basically that bridge does have excess capacity which is not being fully used. Our proposal is to use that excess capacity initially for buses running from subway terminals and also buses running directly from the area.

The lines on the map, for example the A line, the D line, the E1, they all run through poverty areas in Brooklyn. The D line originates in the Bronx, and both the D line and the A line run through Harlem. Table 10 shows some illustrative examples. Most of these places are within 40 to 60 minutes of the subway terminals.

We show later on table 12 what the immediately available capacity is to Breezy Point on existing facilities without building anything, neither ferries nor subways nor anything else, and we show that you can carry on both the Marine Parkway Bridge and Beach Channel Drive about 160,000 people per day in addition to what is being carried now; and that corresponds to annual use of about six and a half million people using Breezy Point without any major transportation investment at all. The buses can be hired from the New York City Transit Authority at about \$120 to \$150 a day per bus.

Now we also investigated the cost of ferry services and we found that if the ferry services maintained are fairly modest and operated not as an exclusive thing but merely in addition to this sort of service we have proposed so far that you can use two boats, shall we say, on the Coney Island to Breezy Point Run and again these would be boats that would not be purchased but rather borrowed from the Staten

Island Ferry operation and that in this case the ride with no additional purchased buses would be somewhere in the order of 19 cents per passenger which is not exorbitant. It will be somewhat more expensive on the New Jersey side and we have questions whether the ferries are really the best solution for the New Jersey site. Again, highway and bus access might be better there.

Finally, a new ingredient has been added by the inclusion of Floyd Bennett Field. That one has 2 square miles of land here on Floyd Bennett Field and a lot of that land is already paved with runways. So if we use some of those runways for parking lots, we can prohibit any cars from entering the Breezy Point Peninsula and you can bring in the cars here and also maybe a subway extension to Floyd Bennett Field and then operate a local distributor system of the type that has been operated at world's fairs and things of that type into the park and then achieve capacity substantially in excess of anything we have been talking about so far but yet at the same time one that would not have to be operated year around.

Like a subway you would have to operate year around, but this sort of thing could be shut down in January because of the few people who go there in January could go by buses and so on. So it would be a more economical thing to have just a little system there for the summer.

So in short, there are many options of providing adequate access and a lot of these options at least in the initial stages are not expensive at all.

Senator BIBLE. Thank you very, very much. That is very well said.

Mr. KEITH. The idea of taking Sandy Hook and Breezy Point and making them a major Gateway seashore is just terribly exciting.

Senator BIBLE. And terribly, terribly expensive and very terribly disruptive.

Mr. KEITH. What we are trying to say initially is that the disruption and expense need not be as large as perhaps has been painted if some of these methods are used. We did think that the inclusion of Floyd Bennett Field makes a great deal of sense in terms of this parking issue and in terms of movement around.

I would like to make one or two further points. The media in the New York area has been splendidly behind this back from in 1960 when it began, and as a matter of fact when the park was first acquired the New York Times said nobody wanted the park but the people, and that is certainly true.

I would like to make this point, however. With respect to the cooperative, what we are saying is that as with Cape Cod over time we think as the park grows there will have to be provision for purchase and life lease, life tenancy, and so forth. At one time we took the position when the fight with the city had been completed and Borough President Scavone who was from Queens said to both parties, "Now that the fight is over we anticipate that the agreement will be lived up to." We no longer feel that that agreement is being lived up to. I would like to quote a few instances.

In the first place, there has been a guardhouse, and at a period of time it almost looked like entering one of the Federal installations to get into Breezy Point. As a matter of fact, Commissioner Heckscher of New York City Park System was prevented entry at one stage.

That has now been rectified. There is a fence across the area which prohibits public access to what is public beach front, and to my knowledge that still exists.

I have gone over and attempted to make access, and there are two ways to do it. One is to climb over the fence and the other is to enter it where it enters the ocean.

In addition, in the gentlemen's agreement it was thought that both parties would work together for the development of the area but we didn't discover that behind the city's back the cooperative went to the Attorney General and attempted to get the frontage turned over to it without the city's knowledge.

Finally, there was a State park district regionally sponsored. The idea here was that all the rest of New York State, practically all the rest, was in a State park district but the funds that were available to State park districts were much larger than was available to municipalities themselves. So we urged the State of New York to set up a State park district including New York City. That excludes Breezy Point because the Breezy Point Cooperative was one of the parties that sought it.

Sir, you spoke this morning about the children getting to the beach. No bus funds from New York City can be applied to take the children from the minority communities because of that provision to those beaches, to date with the children being bused all over that metropolitan, to State parks and State installations, none of them can go under State park funds to Breezy Point.

Now the cooperative is assessed for about \$15.5 million, we have checked that. Certainly we think over time even though there would be a large condemnation award that the Federal Government ought to consider as part of this total package the taking of the Cooperative.

I think the lesson is clear that (1) you better have a pretty tight agreement if you don't take it, and (2) that the property will rise in value over time and the cost will be a great deal greater at a later time, including the possibility, I might suggest, that that land could be sold at a very substantial enhanced price as the property is turned into a national seashore with people having access to a national seashore, something that very few people in this world will have.

I say in conclusion this is the greatest park opportunity with access to the greatest number of people in the United States. As a matter of fact, I don't know whether it has been suggested to you that the city of New York provides 45 million beach visits a year; all of the national seashores at the present time provide 11 million. So you can see that the need is enormous in that area and we beg your indulgence in terms of the consideration of the proposal, including the areas that we have described that are not in the administration's bill.

Thank you very much.

Senator BIBLE. Thank you. You made a very fine presentation, gentlemen. The representatives of the Park Service are here. I am not going to put you on the spot now why Great Kills should or should not be included, or why Hoffman-Swinburne should or should not be included, or why you came to your decision to eliminate these propositions or why the State of New York should or should not participate,

or why the two forts under the bridges should or should not be included.

Copies of the transcript will be furnished you and to everybody that asks for them frankly because many questions have been posed as a result of this hearing and I want both sides, and including the Breezy Point Co-op, to be very, very free to comment on some of the questions that you have raised.

I would like to have their comment—they have their counsel here—about restricting the busing of school children to Breezy Point. They can make a comment on it and you will have ample opportunity to do it.

I would hope that you can make those comments—I don't know when the transcript will be available. I have a hunch we will probably print this up in two sections because this is going to be a continuing hearing. I want to give everybody the opportunity of responding to the great number of points that have been raised here today, and there have been a lot of them. You will have to have adequate time to do it.

We still have to go up there, as I have said repeatedly, sometime at the earliest opportunity. Then the next question is, "When are you going to go?" I would hope, with the word hope underscored, that we can get up there sometime between the middle of June and our July 4 break. That should give adequate time to resolve some of these points.

Mr. Hartung will cooperate, and our hearing reporter will cooperate in getting this record through very quickly, and we will do the best we can to get this printed up without delay, probably the first edition—I don't know if there will be a second edition or not. At least we will have it in writing and you have a look at it and we will ask for comments. All the Breezy Point people are here, the park service people are still here, you people are here, and there will be others that have comments to make as a result of this hearing. We will proceed from that basis.

We will stand in recess subject to the call of the Chair.

Mr. KEITH. We are grateful to you, Mr. Chairman.

(Whereupon, at 3:05 p.m., the committee recessed, subject to the call of the Chair.)

APPENDIX

(Under authority previously granted, the following statements and communications were ordered printed:)

DESCRIPTION, COMMENTARY AND TABLES—PROPOSED BY GATEWAY NATIONAL RECREATION AREA

DESCRIPTION OF THE AREA*

The Gateway National Recreation Area will open to the outdoors the core of the Nation's largest and densest urban region. Within only 15 to 25 miles of Times Square, and within a two-hour ride by auto or public transportation of 20 million people, it will provide 12 miles of magnificent ocean beaches for swimming, largely unused today: 20 miles of bayside shore front; some 7 square miles of upland areas for a variety of recreational pursuits; and will conserve 4 additional square miles of marshy islands in Jamaica Bay, which have been termed an "ecological miracle". Together with surrounding waters, its proposed boundary encompasses 39 square miles at four sites: Breezy Point, Sandy Hook, Jamaica Bay and Great Kills.

Breezy Point

Breezy Point, about $4\frac{1}{2}$ miles long and one-half to three-quarters of a mile wide, is the westernmost tip of the string of barrier dunes which stretch along the southern shore of Long Island. While most of the barrier dune in New York City (the Rockaway Peninsula) and in Nassau County (Long Beach) is heavily urbanized, Breezy Point remains largely available for open space use. About 40 percent of its area is owned by New York City, about 24 percent—by the U.S. Government, and the remaining third is still in private, partly disputed ownership.

At its easterly end lies the only active public beach—Jacob Riis Park. West of and adjacent to Riis Park is Fort Tilden, which is largely inactive except for a NIKE installation and Army Reserve facilities. Next to the Fort is the east section of the newly acquired, city-owned Breezy Point Park with its leased beach club, unfinished high-rise and related structures, and open space. The remainder of this parkland takes in the tip of the peninsula, where a single beach club is the only encroachment.

Between the two park parcels effectively separating them and blocking integrated development lies the major portion of the Breezy Point Cooperative, a largely seasonal residential community of more than 2,700 units. The widest and best beach, more than 1,000 feet deep in places, fronts the Cooperative. The detached Roxbury section of the community is located a mile to the east on the bay side north of Fort Tilden. Because of its location within the city and its relatively natural state, Breezy Point is one of the most important recreational resources in the New York region. This seashore would be much more than just a place to swim and sunbathe. It is large and diverse enough to support a wide variety of intensive overnight and year-round educational and cultural uses.

Sandy Hook

Six miles long and one mile wide at its widest point, Sandy Hook extends into Lower New York Bay within seven miles of Breezy Point. The Department of Defense until recently owned most of Sandy Hook's 1,700 acres; Fort Hancock is a picturesque coastal defense installation of a bygone era. The state leased 745 acres, using 460 acres and 12 acres of its own as Sandy Hook State Park. This site on the lower part of the Hook is the most heavily visited state park

* Based largely on NPS-BOR 1969 study, updated by RPA.

in New Jersey. Other properties are a 4.5-acre Coast Guard station at the peninsula's tip and a Bureau of Sport Fisheries and Wildlife Marine Laboratory. 1,033 acres around Fort Hancock have now been transferred by DOD to the State of New Jersey.

Sandy Hook, one of the Atlantic Coast's famous landmarks, has the country's oldest operating lighthouse. The Hook has felt the imprint of history and the footsteps of an army in its sands. British General William Clinton, fleeing to New York from the Continental Army, evacuated 10,000 men and their supplies from Sandy Hook in 1778. Later a French fleet pinned down a British fleet in Sandy Hook Bay but was unable to cross sand bars to destroy it.

Sandy Hook, with long, wide beaches, quiet bayside coves and salt marsh, is rich in natural values and is a haven for a wide variety of waterfowl, shore birds and other wildlife.

In the future, much of Sandy Hook, would remain undeveloped. Trails would be provided for hikers, bicyclers, and those who like to wander about in an untrammelled seaside environment. Spermaceti and Horseshoe Coves and the surrounding holly forest would be preserved as environmental study areas, open for both casual study and serious research.

Jamaica Bay

Polluted, neglected, bisected, despoiled and littered, this doughty old salt-water marsh remains an ecological Fort Knox. Though poor in its water purity rating, it is rich in fish and wildlife; some 200 species of birds have been reported in Jamaica Bay at breeding and migration periods. The city has a wildlife refuge covering much of the Bay. It is a strategic resting ground for birds along the Atlantic flyway.

The Bay is largely marshland, three by five miles, covering some 9,500 acres. Its southwest corner almost touches the Breezy Point unit. It adjoins Kennedy Airport on the east and faces Rockaway Peninsula on the south.

Jamaica Bay fascinates biologists and the nature-minded not only for its wealth of birdlife but also because of the seemingly sturdy health of its ecological communities in the midst of unhealthy conditions. Few natural areas must contend with such polluted water and air. To have this outdoor research laboratory within a region of 20 million people is of undeterminable value.

In the south-center of the Bay lies Broad Channel Community, occupying approximately 320 acres of land owned by the city of New York and containing approximately 1,050 residential and 160 commercial structures which have been erected over the years. This community presently operates under a five-year use permit with the city of New York.

Great Kills

This city park mostly undeveloped, is a flat landfill of about 1,450 acres of land and water with four miles of beach and a good harbor. A nearby rapid-transit line connects with the Staten Island ferry. The right-of-way for the Willowbrook Parkway, connecting the beach to the Interstate Highway System, is in public ownership.

Not all of Great Kills Park, however, is included within the project. The north-easterly two-mile extension has been excluded. The remaining area, contains two miles of beach, the harbor, and the adjacent open space.

The Great Kills unit would be initially developed primarily for group camping, boating, fishing, and picnicking. Excessive debris and poor water quality now cause the beaches to be officially closed to swimmers. This condition will be rectified within 5 years. At that time, the beach will be especially suitable for young children because of its very shallow water and needed surf. The excluded portion is separated from the South Beach development on Staten Island by the small military installation at Miller Field. Should Miller Field become excess to military needs it is desirable that it be acquired for park purposes. This would permit consolidation of the three sections into one contiguous beach park, extending as far as Fort Wadsworth under the Narrows Bridge.

Three miles offshore from Great Kills lie the Hoffman-Swinburne Islands. These two small city-owned islands lie just below the Narrows. The city plans to join them by landfill, and create a 250-acre, mile long island. The New York

City Department of Sanitation has estimated that the operation would take ten years to complete once started.

Ships from every seagoing Nation pass these islands in one of the great maritime spectacles of the world. When the new island is finished, promenades, outdoor cafes, and family picnic areas would be developed. Ten thousand visitors a day would find here fresh air, a pleasant place to eat, and a fine vista from which to view the passing harbor traffic.

The islands can be connected to the mainland by a jetty, which will protect the quality of water in front of the Staten Island beaches from pollutants streaming out of New York Harbor.

COMMENTARY I

Why Gateway now?

1. Because of the large concentration of the underprivileged in the Region's older cities, and their dearth of opportunities for recreation, Gateway is needed: "to expand the Nation's parks, recreation areas, and open spaces in a way that truly brings parks to the people where the people are".

Richard M. Nixon, State of the Union message, January 22, 1971.

2. Because it is the first major National Park facility not dependent solely on automobile access (34 percent of the households in its primary area of influence do not own automobiles).

3. Because even for those owning automobiles, trips to outlying beaches on Long Island and in southern New Jersey are becoming increasingly difficult, as traffic congestion increases and as the outlying beaches are pre-empted by the local, rapidly growing population (about 41 percent of Jones Beach users are Nassau and Suffolk county residents).

4. Because smaller beaches on the periphery of the Region, in municipal or private ownership, are increasingly barred to outsiders.

5. Because water pollution, which has retarded beach use in the Region's Core, is on its way to being rendered innocuous by 1974-1976, based on programs now underway, and carried largely by local resources, with minimum Federal investment.

6. Because with modest transportation investment (most using buses on existing facilities) the use of Gateway beaches can be increased from the present level of slightly over 2 million annual visits to more than 10 million annual visits; adding ferry services (after the first 5 years of development) this figure can be doubled to 20 million; with further investment (possibly direct rapid transit access in the future) a capacity of 50 million annual visitors can be achieved without exceeding Bureau of Outdoor Recreation standards for beach space, if secondary beaches are developed.

7. Because without prompt and comprehensive development, the open space in question, even though to a large extent nominally in park use, is continuously threatened by encroachment; in recent years, official proposals have been put forth to use various parts of the proposed Gateway parklands for:

- (a) Housing.
- (b) Airport runways.
- (c) Army Corps of Engineers flood protection works.
- (d) Interstate highways.

The latter proposal, to destroy the Shore Parkway along the Lower Bay and Jamaica Bay and convert its irreplaceable landscaped areas into Interstate highway pavement is currently active.

COMMENTARY II

Why a national recreation area?

1. *Scale.* Over 20 million people—1/10 of the Nation—live within two hours of at least one of the proposed Gateway units. The six existing national seashores combined serve only a population of 15 million within a two-hour trip.

2. *Interstate character.* Situated in two states, Gateway will draw from parts of four states—New Jersey, New York, Pennsylvania and Connecticut. Three of these states are not served at present by any national seashores. Moreover, the service areas of the individual Gateway beaches are closely intermeshed; thus,

Great Kills in New York is closer to 4.5 million New Jersey residents than any beach in New Jersey; Breezy Point is closer to Connecticut residents than any state or national seashore on Long Island. Sandy Hook will draw a significant portion of its visitors from Pennsylvania.

3. *Need for integrated development.* Each of the four proposed units of Gateway is specialized in rather different forms of recreation. Breezy Point and Sandy Hook will be most popular for oceanside surf bathing and swimming, suitable for adults and teenagers. Great Kills, with its shallow water and mild surf is most suitable for families with young children. Jamaica Bay, with its unique bird sanctuary, draws visitors from as far as Texas. It will be suitable for ecological studies, boating, fishing, as well as beach use by small children. Sandy Hook is likewise important for wildlife, but in addition has a more varied vegetation, facilities for research in marine biology, and unique historic landmarks. Only if developed as an interconnected whole will Gateway be able to offer a full range of recreational and educational experience.

4. *Non-urban character.* Both the City of New York and coastal municipalities in New Jersey presently operate many heavily used city beaches. These are characterized by a narrow strip of sand, (rarely more than 200 feet wide), close encroachment of commercial development and private residences upon the boardwalk, and heavy local neighborhood use. The major beaches of the Gateway area are, by contrast, up to 1,000 feet wide (they average about 400 feet), have large, open, undeveloped upland areas (7 square miles), free of commercial and residential encroachment, and will draw visitors far beyond their immediate vicinity. While serving an urban population, these are *not* city beaches, but extensive, multipurpose recreation areas.

5. *Magnitude of investment.* The fact that the Gateway properties remain largely undeveloped despite extreme congestion at neighboring smaller beaches testifies to the financial inability of state and local governments to provide the necessary investment. A five-year capital investment of about \$168 million is deemed necessary for development, far beyond the scale of state park budgets. The value of the lands already in public ownership can be estimated at over \$250 million.

6. *Symbolic significance.* The entrance to New York Harbor has been, historically, the Gateway to the United States. Present federal properties in the New York Harbor area range from several historic forts to the Statue of Liberty monument. Eventually, all of these should be operated as an integrated complex, demonstrating national interest in its commercial, cultural and historic capital.

GATEWAY NATIONAL RECREATION AREA

REGIONAL PLAN ASSOCIATION LIST OF TABLES

- 1 Population Within 2 Hours of Gateway
- 2 Population Within 2 Hours of Gateway, by County
- 3 Carless Households Within 2 Hours of Gateway
- 4 Low Income Households Within 2 Hours of Gateway
- 5 New York City 1968 Poverty Levels
- 6 Population Within 2 Hours of National Seashores
- 7 Visits and Overnight Stays at National Seashores
- 8 1968 Total Attendance at New York City Beaches
- 9 Water Pollution and Major Sewage Treatment Facilities
- 10 Subway Access to Breezy Point
- 11 Approximate Auto Capacity and Summer Sunday Peak Hours Use of Highway Facilities to Breezy Point
- 12 Immediately Available Capacity to Breezy Point on Existing Facilities
- 13 Ocean Beach Capacity and Potential Use of Gateway
- 14 Access to Breezy Point on Peak Days (310,000 visitors)
- 15 Access to Sandy Hook on Peak Days (190,000 visitors)
- 16 Possible System of Special Buses to Sandy Hook
- 17 Cost of Ferry Access to Breezy Point

- 18 Cost of Ferry Access to Sandy Hook from Belford
- 19 Cost of Breezy Point to Sandy Hook Ferry Service
- 20 Estimated Cost of Gateway National Recreation Area
- 21 Illustrative Park Operating Costs
- 22 Approximate Land Areas, by Ownership
- 23 Present and Projected Use of Gateway
- 24 Beach Occupancy Standards

TABLE 1.—POPULATION WITHIN 2 HOURS OF GATEWAY,¹ 1970

[In millions]

	New York	New Jersey	Connecticut	Pennsylvania	Total
Population within 2 hours (of at least 1 Gateway beach).....	11.4	6.5	0.4	1.8	20.1
Population closer to Gateway beaches than to any other ocean beaches (except Coney and Rockaway) and within 2 hours.....	8.8	4.6	.4	.1	13.9
Closer to:					
Breezy Point ²	8.3		.4		8.7
Great Kills.....	.5	4.5		.1	5.1
Sandy Hook.....		.1			.1
Population within 2 hours of Breezy Point.....	11.4	5.9	.4	.2	³ 17.9
Population within 2 hours of Great Kills.....	4.2	6.7		.7	³ 11.6
Population within 2 hours of Sandy Hook.....	4.1	6.0		.6	³ 10.7

¹ Based on driving time. The 8,000,000 New York City residents will be able to reach Breezy Point in under 2 hours by public transportation if ferries or shuttle buses from subway terminals are provided.

² 2 hour access areas overlap and should not be added.

³ Everywhere in these tables "Breezy Point" is used to describe all of the Rockaway Peninsula from the eastern boundary of Riis Park to Breezy Point, its western tip. This area includes all of Jacob Riis Park; Fort Tilden; Breezy Point Park and the 2 private enclaves in that part.

Note: On all tables, 2 hour driving time was measured under the following assumptions: 15 mile per hour speeds on local streets; 30 mile per hour speeds on major nonlimited-access arterials; 40 to 50 mile per hour speeds on all parkways and on freeways in heavily populated areas; and 60 mile per hour speeds on all other freeways.

TABLE 2.—POPULATION WITHIN 2 HOURS OF GATEWAY, BY COUNTY

[In thousands]

	1970 county population	Population within 2 hours of Gateway	Population within 2 hours of Gateway and closer to Gateway beaches than to any other ocean beaches (except Coney Island) and Rockaway
All counties.....	22,855	20,050	13,940
Percent of total.....	100	88	61
Percent of within 2 hours.....		100	70
New York.....	11,807	11,352	8,824
Bronx.....	1,472	1,472	1,472
Brooklyn.....	2,602	2,602	2,602
Manhattan.....	1,525	1,525	1,525
Nassau.....	1,423	1,423	
Orange.....	221	69	22
Putnam.....	57	6	3
Queens.....	1,974	1,974	1,875
Richmond.....	295	295	295
Rockland.....	230	230	228
Suffolk.....	1,117	954	
Westchester.....	891	802	802

TABLE 2.—POPULATION WITHIN 2 HOURS OF GATEWAY, BY COUNTY—Continued

[In thousands]

	1970 county population	Population within 2 hours of Gateway	Population within 2 hours of Gateway and closer to Gateway beaches than to any other ocean beaches (except Coney Island) and Rockaway
New Jersey.....	6,753	6,518	4,647
Bergen.....	898	898	898
Burlington.....	323	294	.....
Camden.....	456	411	.....
Essex.....	930	930	930
Gloucester.....	178	43	.....
Hunterdon.....	70	70	66
Hudson.....	609	609	609
Mercer.....	304	304	.....
Middlesex.....	584	584	496
Monmouth.....	459	459	103
Morris.....	384	384	351
Ocean.....	209	209	.....
Passaic.....	461	456	405
Somerset.....	198	198	198
Sussex.....	78	59	.....
Union.....	543	543	543
Warren.....	74	67	48
Pennsylvania.....	3,502	1,810	99
Bucks.....	415	291	8
Lehigh.....	255	166	.....
Monroe.....	45	21	.....
Montgomery.....	624	468	.....
Northampton.....	214	182	91
Philadelphia.....	1,949	682	.....
Connecticut: Fairfield.....	793	370	370

Note: 61 percent of the total population in the 35 counties are within 2 hours of Gateway and closer to Gateway than any other ocean beach except Coney Island or Rockway. Of those within 2 hours, 70 percent are closer to a Gateway ocean beach than any other ocean beach except Coney Island or Rockway.

TABLE 3.—CARLESS HOUSEHOLDS WITHIN 2 HOURS OF GATEWAY

	Within 2 hours of Gateway	Within 2 hours and closer to Gateway Ocean Beaches than any other (except Coney Island)
New York.....	1,379,000	1,351,000
New Jersey.....	161,000	130,000
Pennsylvania.....	62,000	4,000
Connecticut.....	5,000	5,000
Total.....	1,607,000	1,490,000
Carless households as percent of all households in the area.....	28	34
Carless households in the area as percent of U.S. carless households.....	14	13

Note: One-third of all households in Gateway's primary service area have no automobiles.

TABLE 4.—LOW INCOME HOUSEHOLDS WITHIN 2 HOURS OF GATEWAY, 1960 CENSUS

	Total households	Households with income under \$5,000	Percent under \$5,000
New York.....	3,418,000	1,368,000	40
New Jersey.....	1,636,000	536,000	33
Pennsylvania.....	481,000	59,000	12
Connecticut.....	126,000	35,000	28
Total.....	5,661,000	1,998,000	35

Note: Comparable data from 1970 Census not yet available. For 1968 New York City poverty levels, see table 5.

TABLE 5.—NEW YORK CITY 1968 POVERTY LEVELS

	Under \$4,000	Under \$5,000
Population by household income: ¹		
Number of people.....	1,827,002	2,503,883
Percent of population.....	22.9	31.4
New York City families: ²		
Number of families.....	460,300	639,000
Percent of families.....	21.4	29.6

¹ Total population, 7,975,930.² Total families, 2,153,900.

Note: Based on two poverty definitions: (1) Cooperative Area Manpower Planning System (CAMPS) 1969 poverty level for 1969—under \$5,050; and Social Security Administration 1969 U.S. poverty level for a family of four—\$3,721. Applied to 1968 population.

In 1968, about one-third of the population of New York City (2½ million people) lived in households with incomes under \$5,000.

TABLE 6.—POPULATION WITHIN 2 HOURS OF NATIONAL SEASHORES

National Seashore and State	Percent	Population within 2 hours (in millions)
1. Gateway (New York-New Jersey).....		20.1
New York.....	57	
New Jersey.....	32	
Pennsylvania.....	9	
Connecticut.....	2	
2. Fire Island (New York).....		7.1
New York.....	100	
3. Point Reyes (California).....		3.3
California.....	100	2.6
4. Cape Cod (Massachusetts).....		
Massachusetts.....	85	
Rhode Island.....	15	
5. Cape Hatteras (North Carolina).....		.7
North Carolina.....	19	
Virginia.....	81	
6. Assateague (Maryland).....		.7
Maryland.....	27	
Delaware.....	67	
Virginia.....	6	
7. Padre Island (Texas).....		.6
Texas.....	100	
Total present national seashores.....		15.0
9 States.....		
Gateway.....		20.1
3 States not served by National Seashores.....		

Note: Gateway will serve more people than all the other National Seashores combined. Gateway is the only National Seashore that serves 4 States.

TABLE 7.—VISITS AND OVERNIGHT STAYS AT NATIONAL SEASHORES

	Visits		Overnight stays	
	1969	1970	1969	1970
Cape Cod.....	4,031	3,987	210	208
Point Reyes.....	973	1,089	15	21
Assateague.....	1,361	1,648	287	99
Cape Hatteras.....	1,142	1,227	391	445
Padre Island.....	711	721	43	64
Fire Island.....	398	438	1,228	1,240
Total.....	8,616	9,110	2,174	2,077

Note: Gateway (proj.) 25,000,000 (20,000,000 ocean beaches; 5,000,000 other).

Top 10 NPS facilities in attendance 1970

Blue Ridge Parkway, Va.-N.C.	12, 790
Natchez Trace Parkway, Miss.-Tenn.-Ala.	11, 256
National Capital Parks, District of Columbia-Md.-Va.	9, 012
Colonial National Historic Park, Va.	8, 721
Great Smoky Mountains National Park, N.C.-Tenn.	6, 779
Lake Mead National Recreation Area, Ariz.-Nev.	4, 897
Gettysburg National Center, Pa.	4, 102
Cape Cod National Seashore, Mass.	3, 987
George Washington Memorial Parkway, Va.-Md.	3, 773
Grand Teton National Park, Wyo.	3, 353

¹ If cemetery and national military park are combined, 6,879.

Note: National seashores mostly serve 1-day visitors. In most cases these visitors are from metropolitan areas which are over 2 hours away. For example, Washington and Baltimore are over 2 hours from Assateague, and much of Boston is over 2 hours from Cape Cod. Gateway, however, a natural area at the center of a metropolitan region has 20 million people in 4 States within its 2-hour service area, and access by public transportation (see tables 10 and 11).

TABLE 8.—1968 total annual attendance at NYC beaches

Jacob Riis Park (Queens)	1, 400
Coney Island (Brooklyn)	20, 100
Manhattan Beach (Brooklyn)	1, 700
Rockaway (Queens)	21, 100
Orchard Beach (Bronx)	3, 000
South Beach (Richmond)	330
Great Kills (Richmond)	170
Wolf's Pond Park (Richmond)	200

Note: New York City Parks Department and park superintendents' estimates, unverified. Gateway will add 50 percent to the capacity of beach recreation for New York City residents. The scale of New York City's efforts to provide beach recreation is highlighted by the fact that 1968 attendance on city-owned beaches was estimated at 48 million. In 1970, New York City provided beach recreation for about 5 times as many people as did the Federal Government at its national seashores.

WATER POLLUTION IN GATEWAY BEACH AREAS

Present levels of pollution make several Gateway beaches unsafe for swimming, and in some cases, unsafe or unpleasant for even such activities as fishing and boating. The current status of pollution on existing or planned Gateway beaches is as follows:

1. *Breezy Point*. Ocean beaches—safe for all recreation, including swimming. Inlet beaches—heavily polluted, unsafe for swimming or fishing.

2. *Great Kills*. Marginally polluted; usually safe for swimming, except after storms (due to combined sewer overflows).

3. *Hoffman—Swinburne Island*. In heavily polluted and debris-ridden waters.

4. *Jamaica Bay*. Northern and eastern sections (near Kennedy airport)—heavily polluted; some boating; debris problems. Southern and western sections—generally safe for recreation, including some swimming, except Broad Channel area.

5. *Sandy Hook*. Ocean beaches—marginally polluted, depending on tides; safe for fishing; most areas usually safe for swimming. Bay beaches—heavily polluted; most areas unsafe for swimming and fishing.

A great number of anti-pollution programs are now underway to correct this situation, including the expansion, construction or planning of 94 sewage treatment plants in the New York-New Jersey-Connecticut Interstate Sanitation District. Many of these plants will directly affect Gateway waters, though treatment plants alone will not solve the whole problem. Both New York and New Jersey communities surrounding Gateway have combined sewers—a system in which sanitary sewers are not separated from storm sewers. While treatment plants can handle the effluent of a dry day, after a heavy rain, the flow from these sewers rises to as much as 850 million gallons a day. When these levels are reached (above the capacity of present plants) the plants are automatically bypassed and the sewage flows directly into New York Harbor and Bay waters. According to the Interstate Sanitation Commission: "... this sewage is especially detrimental in the vicinity of potential bathing beaches where it becomes a public health hazard."

Treatment facilities such as those at the nearly-completed new Spring Creek plant in Jamaica Bay however, are an ingenious answer to this combined sewer problem—short of moving everyone off Manhattan Island and spending about 30 years converting all the sewers. This prototype plant has auxiliary facilities which will trap the first (and worst) part of storm overflow, hold it for treatment at the 26th Ward Plant, and chlorinate the latter flows in which sewage is dilute. This and other technological advances, such as placing small electronic devices in combined sewers to signal when present traps are full or clogged, will do much to cut down pollution levels in Gateway.

When all of the plants are completed, now estimated to take place around 1976 (except for Passaic Valley's facility, scheduled for 1978) the quality of Gateway waters described earlier should improve markedly. In the heavily polluted sections (including the Inlet and Bay beaches on Sandy Hook and Breezy Point and the northern and western parts of Jamaica Bay) conditions should improve from poor to fair, with some, though not all, beaches reclaimed and more boating and fishing possible. Moderately polluted beaches—Great Kills and the ocean beaches at Sandy Hook—should improve to the extent that all recreational uses are possible. Thomas R. Glenn, Jr., Executive Secretary of the Interstate Sanitation Commission, feels that some interim measures may affect Gateway beaches favorably before the full range of anti-pollution programs is in effect. For Hoffman-Swinburne Island and Great Kills for instance, he suggests a dike (or underwater barrier) from the northern tip of the islands to Fort Wadsworth on the Richmond shore. Such a barrier, which might also be constructed extending out from Coney Island to protect Breezy Point, would have the effect of keeping polluted water in the larger ocean areas for as long as six hours, or another tidal cycle. In this time, simply because of their exposure to salt water, bacteria can be cut by half. Plans are also underway to utilize the "Debris Act" of 1899 to force pier owners in the area to stop allowing their piers to simply rot and float into the harbor waters—thereby beginning to solve some of the navigational problems in these waters.

The three states involved in controlling Gateway waters, and particularly New York City—have already proven their willingness to assume the burdens of cleaning up their waterways. However, from the inception of federal grant programs for waste treatment works (around 1956) to mid-1969, the Tri-State region, with 10 percent of the nation's population, has received less than 3 percent of such federal funds. From January, 1963 until June, 1968, federal grants amounted to only 8.6 percent of the expenditures made by the tri-state area: about \$32 million in federal funds as compared with about \$400 million from local and state budgets. In New York City, most projects have received about 1.1 percent of their construction costs from the federal government. The nationwide average for the federal contribution is about 23 percent.

TABLE 9.—WATER POLLUTION AND MAJOR SEWAGE TREATMENT FACILITIES IN OR NEAR GATEWAY.

Sewage treatment plants ²					
	Present pollution status ¹	Completed (year)	Under construction (year)	Planned (year)	Status after completion of all plants
Breezy Point:					
Ocean beaches	A	1 (1960)			A
Inlet beaches	B	1 (1966)		1 (1975)	A, B
Great Kills	B	1 (1965)		1 (1976)	A
Jamaica Bay:					
North and East sections	C, D	2 (1961)		2 (1974-76)	B, C
South and West sections	A, B	1 (1971)		1 (1975)	A
Broad channel	C, D				B, C ³
Sandy Hook:					
Ocean beaches	B				A ³
Bay beaches	C, D		2 (1972)	1 (1974)	B

¹ Key:

- A—Safe for all recreation, including swimming;
 B—Moderately polluted, usually some swimming, Boating and fishing;
 C—Substantially polluted, no swimming. Some boating and fishing;
 D—Heavily polluted, no swimming or fishing and boating difficult.

² Plants on nearby shore areas. Many other plants, including those on the Hudson, from Bear Mountain Bridge to Upper New York Bay, will also affect Gateway favorably.

³ Improvement shown is the result of plants already listed, and those not in the immediate vicinity.

Note: By 1976 most of the potential beaches, ocean and bay, will be safe for swimming and usable for boating and fishing.

TABLE 10.—SUBWAY ACCESS TO BREEZY POINT

Capacity and train designation	Trains/hour	People
To Coney Island and ferry or bus:		
B—From Manhattan via Chrystie and new Utrecht elevated.....	15	24,000
D—From Bronx via Chrystie and Brighton Beach line.....	15	24,000
F—From Queens via Rutgers St. Tunnel and McDonald Ave. El.....	15	24,000
N—57th St. (Manhattan) via Broadway and Sea Beach line.....	15	24,000
Total.....	60	96,000

Note: In all cases buses must be provided for the trip from subway terminal to the beach. Highway capacity for buses becomes controlling as shown in table 12 unless ferries used from Coney Island. Bus travel time not included in illustrative travel times. Only a small percentage of existing subway capacity will be needed to serve Breezy Point. The letters above (B, D, A, etc.) refer to existing NYC subway lines.

To Rockaway and Bus—A: From Manhattan & Brooklyn via Rockaway line, 15 (or more), 24,000.

To Canarsie and Bus—LL: From Manhattan via 14th St. Tunnel & East New York, 15 (or more), 24,000.

Illustrative travel times ¹	To Coney	To Rockaway ²
From Tremont Ave. (Bronx) D, D and A.....	58	78
From 125th St. (Manhattan) D, D and A.....	48	68
Nostrand Ave. (Brooklyn) A and F, A.....	38	35
Newark via PATH PATH—A and D, A.....	62	73

¹ Subway time only.

² Skip station on Rockaway line.

Note: In all cases buses must be provided for the trip from subway terminal to the beach. Highway capacity for buses becomes controlling as shown in table 12 unless ferries used from Coney Island. Bus travel time not included in illustrative travel times. Only a small percentage of existing subway capacity will be needed to serve Breezy Point. The letters above (B, D, A, etc.) refer to existing New York City subway lines.

TABLE 11.—APPROXIMATE AUTO CAPACITY AND SUMMER SUNDAY PEAK HOUR USE OF HIGHWAY FACILITIES TO BREEZY POINT

Facility	Lanes, 1 direction	Capacity estimate hourly (no buses)	Approximate present peak hour use	Remaining capacity
Marine Parkway Bridge.....	¹ 3	² 4,500	3,500	² 2,000
Cross Bay Bridge.....	3	3,000	2,800	200
Beach Channel Dv.....	2	2,000	³ 1,200	800
Rockaway Beach Blvd.....	2	1,000	³ 1,200	-----
Belt Parkway:				
West of Marine Parkway.....	3	4,500	4,000	500
East of Marine Parkway.....	3	4,500	4,200	300

¹ Assuming 1 reversible lane (3 and 1 operation).

² Assuming improvements of toll station and on Marine Parkway.

³ Estimated.

TABLE 12.—IMMEDIATELY AVAILABLE CAPACITY TO BREEZY POINT ON EXISTING FACILITIES (PEAK HOUR SUMMER SUNDAY, 1 TO 2 P.M.)

	Marine Parkway Bridge	Beach Channel Dr	Total
Autos:			
Inbound capacity.....	1 4,500	2,000	6,500
Present use (1970).....	3,500	1,200	4,700
Remaining capacity.....	1,000	800	1,800
Possible added use:			
Buses.....	2 150	250	400
Autos.....	700	300	1,000
Added persons per hour:			
Buses.....	7,500	12,050	20,000
Autos.....	2,800	1,200	4,000
	10,300	13,700	24,000
Added persons per day:			
Buses.....	49,500	82,500	132,000
Autos.....	18,480	7,920	26,400
Total.....	67,980	90,420	158,400

1 3 and 1 lane operation.

2 Limited to 150 by available outbound capacity.

Note: By providing bus service from subway terminals listed in table 10 and an exclusive bus lane on Marine Parkway Bridge, it is possible to deliver all of the visitors expected to utilize Breezy Point during the initial 5-year period of operation.

TABLE 13.—COMFORTABLE OCEAN BEACH CAPACITY AND POTENTIAL USE OF GATEWAY

[Not including 5,000,000 annual visits by nonbeach users]

	Breezy Point	Sandy Hook	Total
Beach area (acres).....	212.4	240.3	452.7
Beach area (square feet).....	9,252,000	10,468,800	19,720,800
Capacity at 140 square feet per person (310 per acre) ¹	66,085	74,775	140,860
Capacity at 75 square feet per person (580 per acre) ²	123,360	139,585	262,945
Capacity at 58 square feet per person (750 per acre) ³	159,300	180,225	339,525
Daily capacity (turnover rate: 2½): ⁴			
At 140 square feet per person.....	165,210	186,935	352,145
At 75 square feet per person.....	308,400	348,965	657,365
At 58 square feet per person.....	398,250	450,560	848,810
Expected density of beach use (square feet per person).....		75	140
Beach use at expected density:			
Peak day.....	308,400	186,935	495,335
Annual ⁵	12,336,000	7,477,400	19,813,400

¹ Lowest density of beach use near parking lots at Jones Beach.

² Average density of beach use near parking lots at Jones Beach.

³ B.O.R. Standard also used by National Academy of Sciences.

⁴ Jones Beach turnover rate.

⁵ 40 times the peak day. This is approximately equal to a 9-week season with 20 capacity days (18 weekend days and holidays) and 43 weekdays at half capacity use.

Note: The areas of bathing beach at Breezy Point and Sandy Hook are approximately the same, but their use patterns would differ. This is because of the difficulty of access to Sandy Hook and because Sandy Hook has ecological values that must be protected. Nevertheless, Breezy Point's density compares very favorably with the standards set by the Bureau of Outdoor Recreation.

TABLE 14.—ILLUSTRATIVE WAYS OF PROVIDING ACCESS TO BREEZY POINT ON PEAK DAYS (ASSUMING 310,000 VISITORS)

	Peak-hour demand (person-trips) ¹	Peak-hour entries (ferry, bus, automobile)	Vehicles needed for the service	Capacity of 1 vehicle	Hourly capacity (person-trips)
A. Ferry only.....	46,500	8	5	6,000	48,000
B. All modes (Marine Parkway Bridges and 3): ²					
Ferry.....	15,000	3	2	6,000	18,000
Bus (Rockaway).....	18,300	480	320	50	24,000
Automobile ³	13,200	3,300	10,000	4	* 18,000
Total.....	46,500				60,000

¹ 15 percent of daily demand. At Jones Beach, Sunday peak-hour entries are about 14 percent of daily total.

² Assumes improvements on Marine Parkway and at bridge toll station.

³ Parking space required; 9,000 of these already exist at Riis Park.

* 1,500 automobiles per hour per lane on bridge.

Note: All visitors to Breezy Point can be delivered by ferry, with the use of 5 boats. Another example shows a combination of all modes, requiring only 2 ferries.

TABLE 15.—ILLUSTRATIVE WAYS OF PROVIDING ACCESS TO SANDY HOOK ON PEAK DAYS (ASSUMING 190,000 VISITORS)

	Peak hour demand (person-trips) ¹	Peak hour entries (ferry, bus auto)	Vehicles needed for the service	Capacity of one vehicle	Hourly capacity (person-trips)
A. Ferry only ² (Belford).....	28,500	5	5	6,000	30,000
B. Auto only (new road needed).....	28,500	* 7,125	* 21,375	4	* 32,400
C. Highway only:					
Auto.....	5,000	1,250	* 4,750	4	6,000
Bus.....	23,500	470	940	50	25,000
Total.....	28,500				31,000
D. Ferry ² and auto:					
Ferry.....	10,500	2	2	6,000	12,000
Auto.....	18,000	4,500	* 13,500	4	18,000
Total.....	28,500				30,000

¹ 15 percent of daily demand. At Jones Beach, Sunday peak hour entries are about 14 percent of daily total.

² Bus to ferry is required.

* The present bridge at 3-and-1 operation can handle about 4,500 autos per hour. 2 additional high-capacity lanes (1,800 autos per hour each) would provide a total inbound capacity 8,100 autos (32,400 people) per hour.

* Parking spaces needed.

Note: All visitors to Sandy Hook can be delivered by ferry, with the use of 5 boats. Delivering all people by auto would require a new freeway. Examples C and D show how other mixtures of modes could work.

TABLE 16.—POSSIBLE SYSTEM OF SPECIAL BUSES TO SANDY HOOK

	Peak day demand (person-trips) ¹	Peak hour demand (person-trips) ²	Buses needed		Total cost	Cost per round trip	1-way trip time
			Peak hour	Total			
Newark.....	7,900	1,185	24	48	\$4800 to \$5,760	\$0.60 to \$0.73	1:15
Paterson.....	1,200	180	4	12	\$1,200 to \$1,440	\$1 to \$1.20	1:40
Jersey City.....	5,000	750	15	30	\$3,000 to \$3,600	\$0.60 to \$0.72	1:15
Elizabeth.....	500	75	2	4	\$400 to \$480	\$0.80 to \$0.96	1:00
Passaic.....	500	75	2	6	\$600 to \$720	\$1.20 to \$1.44	1:30

¹ The approximate percent of New York City population using city beaches and Jones Beach on a peak day (17 percent) applied to estimated carless households in the selected cities.

² 15 percent of daily demand.

Note: To equalize the opportunity for low-income residents of New Jersey to enjoy Sandy Hook, special buses can be provided at a low cost.

Train Costs: Per train—about \$6,500 per round trip from Penn Station (N.Y.).
Per person—\$6.50–\$7.65 per round trip.

TABLE 17.—COST OF FERRY ACCESS TO BREEZY POINT (1968 DATA)

	A	B
Hourly capacity.....	48,000	18,000
Boat capacity.....	6,000	6,000
Headway (minutes).....	8	20
One way time (minutes).....	15	15
Cycle (minutes).....	40	40
Boats needed.....	5	2
S. I. Ferry.....	4	2
New.....	1	
Investment:		
Fixed facilities.....	\$1,000,000	\$1,000,000
Boats.....	\$6,000,000	
Total.....	\$7,000,000	\$1,000,000
Annual costs:		
Fixed facilities:		
Amortization.....	\$100,000	\$100,000
Maintenance.....	\$100,000	\$100,000
Boats:		
Amortization.....	¹ \$1,800,000	¹ \$600,000
Operation and maintenance.....	\$361,600	\$158,240
Total annual.....	\$2,361,600	\$958,241
Cost per round trip (cents).....	² 19	² 23

¹ Assumes that this service will pay for 50 percent of amortization of S. I. ferry boats used.

² All beach users arrive by ferry.

³ One-third of beach users arrive by ferry.

Note: A heavily used ferry service to Breezy Point would cost less than a subway ride.

TABLE 18.—COST OF FERRY ACCESS TO SANDY HOOK FROM BELFORD (1968 DATA)

	A	B
Hourly capacity.....	30,000	12,000
Boat capacity.....	6,000	6,000
Headway (minutes).....	12	30
Oneway time (minutes).....	25	25
Cycle (minutes).....	60	60
Boats needed.....	5	2
Investment:		
Fixed facilities.....	\$1,000,000	\$1,000,000
Boats.....	30,000,000	18,000,000
Total.....	31,000,000	19,000,000
Annual costs:		
Fixed facilities:		
Amortization.....	100,000	100,000
Maintenance.....	100,000	100,000
Boats:		
Amortization.....	3,000,000	¹ 2,300,000
Operation and maintenance.....	432,000	186,400
Total annual.....	3,632,000	3,032,000
Cost per round trip (cents).....	² 49	² 41
	³ 57	³ 37

¹ Assumes that this service will pay for 50 percent of amortization of S. I. ferry boats used.

² All beach users arrive by ferry.

³ 37 percent of beach users arrive by ferry.

TABLE 19.—COST OF BREEZY POINT TO SANDY HOOK FERRY SERVICE

	90 minute headway	45 minute headway
Boats needed.....	1	2
Capacity of boat.....	6,000	6,000
Capacity per hour.....	4,000	7,500
Estimated daily use (round trips).....	16,000	30,000
Annual passengers (round trips).....	640,000	1,200,000
Investment:		
Fixed facilities.....	\$1,000,000	\$1,000,000
Boats.....	6,000,000	12,000,000
Total.....	7,000,000	13,000,000
Annual cost:		
Fixed facilities:		
Amortization.....	100,000	100,000
Maintenance.....	100,000	100,000
Boat amortization.....	600,000	1,200,000
Boat operations and maintenance.....	146,600	276,800
Total.....	946,600	1,676,800
Cost per person per round trip.....	\$1.48	\$1.40

TABLE 20.—ESTIMATED COST OF GATEWAY NATIONAL RECREATION AREA

[In millions]

	Annual average	5-year total
Operating cost, first 5 years ¹	\$3.5	\$17.5
Development cost, first 5 years ² :		
Breezy Point.....		50.6
Jamaica Bay.....		13.7
Sandy Hook.....		34.0
Great Kills.....		5.0
Hoffman-Swinburne.....		
Total, development.....		103.3
Land acquisition, Breezy Point co-op.....		65.0
Total cost, first 5 years.....	33.7	168.3

¹ Assuming that park use increases from 3,000,000 visits in 1st year to 10,000,000 in the 5th year, averaging 7,000,000 annually over the period, and assuming a cost of 50 cents per visitor, comparable to Jones Beach.

² Comparable to BOR-NPS 1969 study.

TABLE 21.—ILLUSTRATIVE PARK OPERATING COSTS

(1) Federal: (a) Cape Hatteras (incl. Ft. Raleigh and Wright Brothers Memorial); Management, maintenance, operation, \$1,100,000 per year; per visitor, 89¢. Storm damage repair (special appropriations), \$500,000 per year; per visitor, 41¢. Total per visitor, \$1.30. (b) Cape Cod: Management, maintenance, operation, \$700,000 to \$750,000 per year; per visitor, 17½¢ to 19¢.

(2) State (New York State Park Commission districts): (a) Niagara Frontier, per visitor, 27¢; (h) Taconic, 64¢; (c) Palisades Interstate, 54¢; (d) Long Island (incl. Jones Beach), 47¢.*

Jamaica Bay unit:

Jamaica Bay Park (NYC, undeveloped) (+ 6,283 underwater).....	2,868
Lands east of Shore Parkway (NYC, undeveloped) (+ underwater land).....	815

3,683

Sandy Hook unit:

Fort Hancock (U.S., now N.J., partly developed).....	1,033
Remaining Federal holdings (U.S., developed).....	584
Sandy Hook State Park (N.J., developed).....	12

1,629

* Management, maintenance, operation, 28¢; administration, 19¢; total, 47¢.

GREAT KILLS UNIT

Great Kills Park (part) (NYC, semi-developed), 530 (+710 underwater); total land area, 7,164 acres or 11.2 square miles; total land and water area within boundary, 39 square miles or 25,000 acres.

TABLE 22.—APPROXIMATE LAND AREAS, BY OWNERSHIP, BREEZY POINT UNIT

	Acres	Percent
Jacob Riis Park (New York City, developed).....	236	.....
Breezy Point Park (New York City, undeveloped).....	270	41
Rockaway Point Blvd. (New York City, right-of-way).....	32	.....
Fort Tilden (United States, partly developed).....	317	24
Breezy Point Co-op (private, developed).....	322	24
Breezy Point Co-op (partly disputed, beaches).....	145	11
Total.....	1,322	100

Annual cost, future ferry service:

Breezy Point.....	\$2,361,000
Sandy Hook.....	3,032,000
Connecting service.....	947,000
	6,340,000

TABLE 23.—Present and projected use of Gateway

Present use (millions of visits annually):

Jacob Riis Park.....	1.4
Sandy Hook State Park.....	.3
Jamaica Bay.....	.1
Great Kills.....	.2
Total.....	2.0

PROJECTED USE (MILLIONS OF VISITS ANNUALLY)

	2 major beaches	Other uses	Total
1970 (present use).....	1.7	0.3	2
1973 (assumed opening) ¹	2.5	.5	3
1978 (assumed for cost estimate).....	8.0	2.0	10
Capacity with buses on present highways ²	10.5	(?)	(?)
Capacity with comfortable beach occupancy ³	19.8	5.2	25
Ultimate capacity (50 square feet per person).....	40.0	10.0	50

¹ See table 20.² Not available.³ See table 12.⁴ See table 13; ferries or other new transportation required.

TABLE 24.—Beach occupancy standards

	Square feet of beach area per person
Coney Island (extremely congested).....	10
Jones Beach central area.....	36
Bureau of Outdoor Recreation standard.....	58
Jones Beach average (bathing areas).....	75
Jones Beach west end.....	144

Note: Jones Beach figures based on areas in front of parking lots, represent a reasonable range of comfort levels people will choose voluntarily, since there is, in most cases, enough open beach beyond the parking lots to reduce the amount of crowding by walking further.

STATEMENT OF HON. CHARLES A. VANIK, A U.S. REPRESENTATIVE IN CONGRESS
FROM THE STATE OF OHIO

Mr. Chairman: I appreciate this opportunity to present this testimony to the Committee. I want to join with others who have come before the Committee in supporting the proposed Gateway National Recreation Area.

First, I feel it relevant to point out that I have sponsored a bill in the House of Representatives, with 20 other Members, which would create the "Ohio Canal and Cuyahoga Valley National Recreation Area" in populous Northeast Ohio. This bill, H.R. 7673, is an expression of my belief that one of this nation's top priorities should be the extension of adequate and equal recreation opportunities and facilities in the areas of greatest demand—notably our urban areas.

As cities continue to grow and expand, rural America and its unique splendor appears to be rapidly disappearing. Super highways, airports and urban sprawl seem to control the fate of what America once considered here most valuable asset: the abundant supply of natural resources and open spaces. Until recently, we have never really considered the effects of our actions and urban expansion on future generations. But this hearing, in which an effort is being made to save open spaces adjacent to and in the midst of an urban area, may mark the beginning of a new recreational and National Park awareness.

Gateway would provide miles of beaches for swimming, surfing and fishing; and several square miles of inland areas for land based activities. It would provide a recreation area in one of the most densely populated regions of the country and also, one of the regions most urgently crying out for such facilities. But most important, it would provide for millions of disadvantaged citizens, unable to afford expensive trips to the great Western parks of America, a place of seclusion from the hot city streets and constant blaring of the automobile horn.

Parks such as Gateway and the Ohio Canal and Cuyahoga Valley Park (H.R. 7673) are vital if we are to improve the quality of our urban life.

In extending this viewpoint of making available to the less privileged the benefit of Gateway, I would like to take issue with those who would put an admission price on the Park. The Administration has considered placing a toll on the use of Gateway. This is precisely against the purpose of creating the Park: that is, to bring the parks to the people. We would be denying a God-given right to enjoy the sun, the land and the sea by such an admission fee.

The Gateway proposal must be considered a prototype—a totally new concept of obliterating geographical distances and economics as discriminating factors in the National Park System. While some reluctance has been displayed by the Park Service at assuming the administration of urban beach sites, in the present situation there is no other alternative. There are relatively few public beaches and recreation areas near our population centers, and where there are, these facilities are taxed beyond reason. The only conceivable plan to rectify this situation is the construction of beaches, parks, recreation centers and wildlife preserves to prevent the utter destruction of those "green" spaces so essential to everyone, especially the urban dweller.

Although New York City has already spent 20 million dollars preparing for the Park's construction, the burden of financing threatens the very existence of the project. Only the Federal Government possesses the financial resources to construct and maintain a recreation center the calibre of Gateway. Especially taking into consideration the serious financial crisis that our cities are now facing, the Federal Government must assume its role in providing the public adequate facilities to allow for maximum use by large numbers of people.

Because our nation so sorely needs the facilities provided by this legislation and because we must preserve the precious natural areas which still remain, I urge the favorable consideration of this bill. We have before us a great responsibility, not only to ourselves, but to our children and all future generations of Americans.

STATEMENT OF A. EARL WOOD, COMMISSIONER, CONNECTICUT STATE DEPARTMENT
OF TRANSPORTATION, IN HIS CAPACITY AS CHAIRMAN OF THE TRI-STATE
TRANSPORTATION COMMISSION

The Tri-State Transportation Commission, in spite of its name, is the three-state regional planning agency that is concerned with future development of the metropolitan region stretching some seventy-five miles out from New York City. I am chairman of this Commission.

We have, among other plans, prepared a comprehensive statement as to long range recreational needs in this Region. Our studies have shown that some 400,000 acres would have to be acquired in or near presently developed areas if we are to achieve reasonable standards of recreation space by 1990. The areas proposed to be included in the "Gateway Project" have also been proposed as "Regional Park" areas in our plans.

We have supported the concept of the Gateway National Recreation Area when it was first announced and our commitment today is, if anything, greater. First, we support strongly the agreement that parks must be near people. In the final analysis, the value of a park is not that it is in reserve, but rather that it is in use. Much of our national investments in parks have been in places that are not accessible to the medium or low income members of our community. In this respect, "Gateway" will be within a cheap and short journey for one out of every ten persons in the country.

Beside the ten percent of the nation living nearby, New York City, Manhattan and this Region represent an attraction for much of the rest of the world. For some, this has been the gateway to this country and to citizenship. We recommend that consideration be given to including Ellis Island, the Statue of Liberty and land area in Jersey City designated as Liberty Park as part of this complex. Besides new citizens, we have a great stream of visitors, and it certainly makes the nation's gateway a place worthy of national investment.

In this region, the harbor is not only a point of international exchange, but it is interstate in jurisdiction. Again, this interstate character makes this undertaking appropriate for the federal government. The recreation area also includes lands in two states with proposed connections by ferry a possibility.

Finally, but by no means of least importance, will be the justice of national park effort going into a project within this Region. The three states of our region rank 47, 48 and 49 in terms of federally owned and operated park lands (measured either in acres or acres per capita). This project can help to equalize the present imbalance.

For the use of the subcommittee, I am enclosing our Commission report, "Outdoor Recreation In A Crowded Region", to back up part of these statements.

Thank you for providing an opportunity to present this point of view.

DATA SUPPORTING GATEWAY NATIONAL RECREATION AREA SUMMARIZED BY REGIONAL PLAN ASSOCIATION

The attached statement advocating the creation of the Gateway National Recreation Area will be delivered by Albert W. Merck, Board Member and Chairman of the New Jersey Committee of Regional Plan Association, before the Subcommittee on Parks and Recreation of the U.S. Senate Interior Committee, Wednesday, May 12, in Washington, D.C.

In urging Senate action to create the new national recreation area at the entrance to New York harbor, Mr. Merck will emphasize the following points:

1. The major Gateway components—Breezy Point, Jamaica Bay, Sandy Hook and Great Kills are natural areas surrounded by dense urbanization. Their land area equals half the land area of Manhattan island.

2. Twenty million people in four states live within a two-hour trip of Gateway. Most of them can come by public transportation. The six existing national seashores can serve only 15 million people within the same travel distance and almost all must come by auto.

3. Because the beaches can be reached by public transportation and low cost charter buses, Gateway can serve the low income families of the Region as well as the rest of the population. Initially, more than 10 million visitors a year and eventually as many as 50 million will be able to use Gateway. Only 11 million visits were made in 1970 to the six existing national seashores. Yet despite the large numbers of people who will be served by Gateway, it will not exceed the standards of the Bureau of Outdoor Recreation of the U.S. Department of the Interior. It will be comparable to Jones Beach in quality and uncrowdedness.

4. Almost all of Gateway is in public ownership.

5. New Jersey and New York rank 47 and 48 in federal recreation holdings related to population.

6. Gateway can be phased into existence at a modest cost. Access initially can be provided by special buses from the terminals of adjacent subway lines to Breezy Point and by special charter buses directly from densely populated neighborhoods to Sandy Hook, Great Kills and Breezy Point.

7. Gateway would fulfill the President's recent promise to put "parks where the people are."

Regional Plan Association is a nonprofit civic organization which has been working since the 1920's for a more efficient and satisfying tri-state urban region.

STATEMENT OF ELLA F. FILIPPONE, PRESIDENT, ENVIRONMENTAL RESEARCH ASSOCIATES, INC., BASKING RIDGE, N.J.

This statement is being submitted in behalf of the Passaic River Coalition, which is concerned with the total environment with a special emphasis on the Passaic River Watershed. We are, of course, very encouraged at the proposal to establish the Gateway National Recreation Area within the New York metropolitan area. The water which will flow toward this center comes from several sources, one being the Passaic River and its eight major tributaries. There is no question in the minds of anyone that the waters emptying into the Bay are also in need of cleaning, and it is our hope that with the initiation of the program, we will have reached the first step toward a broader more comprehensive recreation program for this region.

The rivers, lakes, seashore areas—all natural resources are most valuable as recreational and environmental education sources. The number of people in this particular area continues to grow at an alarming rate, and ways and means must be found to provide for them the types of outlets which people need. We must also educate them as to the values of these natural resources.

Recently, we participated in a short course in Earth Sciences (as a guest lecturer) at Montclair State College. We focused our study on the Passaic River, an area not far from the sites of the Gateway National Recreation Area. We directed the students to place emphasis on the recreational and educational values of a natural resource such as a river. The students concluded that:

"The river is an obvious asset in the study of biology or earth science, but other fields could benefit by its use as well. The American writers and philosophers, Emerson and Thoreau, are studied by almost every high school student in America, but without a place to go and observe nature, the writings of these two men become meaningless. The teaching of any subject has as one of its basic aims the broadening of a child's range of experience. The slow but continual elimination of more and more natural areas may eventually deprive our children of a whole facet of experience, and one which men have always found to be a source of pleasure and renewal in the midst of the growing chaos around us."

The 30 students, who participated in this course will within the next few months be teaching in the school systems throughout northern New Jersey.

The Sandy Hook portion of the Gateway National Recreation Area is part of our Jersey Shoreline. The residents of northern New Jersey every summer utilize the Jersey Shore as an important part of their vacations. The establishment of this area will supplement the already crowded conditions existing at the present time; the Jersey Shore provides needed recreation for people from New York, New Jersey, and Pennsylvania.

With a "Parks are for People" program, we can begin in some small way the restoration and rehabilitation of our overcrowded cities. We who are involved with environmental concern cannot turn our backs on the cities, for here are the powder kegs of our society. The need to bring natural recreation to the people of New York and New Jersey should have top priority. Recently, we took several classes to visit New York City museums and an aquarium. Fortunately, we got there early. Had we been an hour later, we barely would have gotten into either facility. We in our effort to grow and produce have not taken care of setting aside those areas needed to develop our children or to provide for in-depth study of wildlife and nature close to the inner cities. All existing facilities are suffering from overuse in the New York metropolitan area because there are so few. The people want this type of park!

Again, I'd like to refer to an experience we initiated with our Montclair State College students, just as a point of emphasis regarding the dire need to establish the Gateway National Recreation Area. We took ten of the students (all city residents—approximately 20 years old (average)) on a short canoe trip on the Passaic River, beginning in the Great Swamp and ending 5 miles downstream. Of the ten, only one had been in a canoe before; all found it to be an exciting experience, an adventure of exploration. They saw several kinds of birds that

previously they had only seen in books; they saw a milk snake swimming in the water; they came close to nature, as for the first two hours the only sound that was heard was of jets flying overhead. At the conclusion of our trip, they were asked how they would change this part of the river, and they all replied that they wouldn't change it at all—they would leave it as it was, fallen trees and all. A few days later, several came back to hear more about "their river," and we are confident that ten of our future teachers have through this field trip found a meaningful experience which they will carry with them as they enter the teaching profession.

It is the sincere endeavor of the Passaic River Coalition to provide for our own area a comprehensive program of restoration and rehabilitation for a Watershed composed of approximately 4 million people.

The establishment of the Gateway National Recreation Area will only complement any other program being formulated in New Jersey or New York. Parts of New Jersey within a half hour's drive of the Gateway have population densities of 40,000 people per square mile. We venture to say that most probably New York's densities are even higher.

The Passaic River Coalition is in full support with this project and hopes to see it expanded as the first step toward bringing a new approach to our recreational and leisure-time facilities, so that it not only provides needed relaxation and relief from stress for the people but also accentuates the need to understand the forces of nature around us so that we can begin to rebuild, restore, and maintain those areas of our land, which now show serious signs of decay. Parks nearer the People give the people hope!

STATEMENT OF PEOPLE FOR A GOLDEN GATE NATIONAL RECREATION AREA

People For a Golden Gate National Recreation Area is a coalition of conservation and civic-minded individuals and groups dedicated to the establishment of a National Recreation Area along the shore and headlands of the Golden Gate of California. We wish to endorse the establishment of the Gateway National Recreation Area in New York and New Jersey.

Manhattan is the only urban unit more densely populated than San Francisco. In our bustling, overcrowded cities there are too few growing green belts with areas of trees and green grass.

Only in recent years have we come to realize how the quality of our lives and the well-being of our world are affected by our national environment and how each one of us understands the forces that shape it. We must preserve broad areas of open space for the education and recreation of all people.

The imaginative concept of "Parks to the People" seeks to preserve such open space in and around urban and metropolitan areas. It deserves full federal support and financing because the acquisition and maintenance of such areas serving national as well as local needs is beyond the scope of state and city governments.

Here is an opportunity to preserve and protect this land. At a time when population pressures encourage development of all available open space, it is important that broad green belts be set aside for public use in perpetuity.

For these reasons, we support the establishment of the Gateway National Recreation area.

RUMSON, N.J., May 15, 1971.

Hon. HENRY M. JACKSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: I have lived on the Jersey shore for 20 years and have watched the not-so-gradual disappearance of natural areas, so that today there are very few areas left to be exploited or conserved.

I want to add my voice to the pleas of others, asking that Sandy Hook be declared a National Seashore Park. Please include my letter in the record of hearings.

Thank you for all your cooperation.

Sincerely,

Mrs. GEORGE KONDOLF.

STATEMENT OF MICHAEL NADEL, CONSULTANT TO THE WILDERNESS SOCIETY,
WASHINGTON, D.C.

Mr. Chairman, I am Michael Nadel, at present a Consultant to The Wilderness Society following my recent retirement from that organization as Assistant Executive Director and as editor of *The Living Wilderness*.

The Wilderness Society supports the concept of the Gateway National Recreational Area proposal. We cannot comment upon the details of the proposal, but it is self-evident that there is both an urgent need for securing the remnants of natural beach and marsh that now have an uncertainty of survival in the metropolitan area of New York City, including abutting areas in New Jersey, and for providing recreational space for this populous region.

My brief comment will be devoted to the Jamaica Bay aspect of the proposal. I have been in the Washington, D.C. area now for some seventeen years. My personal recollection of Jamaica Bay precedes this period. For years I fished the bay for striped bass and weakfish. I recall the maze of creeks, the salt marsh, this amazing, tightly knit ecosystem within the bounds of a great city with great fondness, but with some despair that it will cease to be if it is not understood and protected. I recall the controversies regarding the role of eelgrass in encouraging the local striped bass population and its attraction for the bass migrating along the Atlantic coast from the south.

I would recommend that Jamaica Bay be protected to preserve its unique qualities, and that no developments for intensive recreational use be permitted other than those which have been found acceptable over the years. Intensive development, filling in the channels, proliferation of causeways and land connections, may certainly destroy the uniqueness of the area. Certainly, an extension of Kennedy Airport runways into Jamaica Bay should not be permitted.

I should like to add a personal note with regard to the existing wildlife preserve in Jamaica Bay, which I understand was established in the early 1950's. In December 1944, at an annual meeting of the New York State Conservation Council at Bear Mountain, New York, I proposed that a migratory waterfowl sanctuary be established in Jamaica Bay. The Council endorsed my proposal, and I discussed it with Dr. Ira Gabrielson, who was then Director of the U.S. Fish and Wildlife Service. Dr. Gabrielson favored it. In January 1945, or thereabouts, a party made up of John Pearce, Regional Director for the Northeast Experiment Station of the Fish and Wildlife Service, Earl Holm, Assistant Superintendent of Game for the New York State Conservation Department, "Happy" Hauptmann, the local State Game Protector, and myself, made a survey trip. The consensus was that it would be eminently suitable to establish the sanctuary for both the local breeding ducks and for the migratory bird species, and that the consent of New York City should be sought. Joseph Sharkey, Chairman of the New York City Council, referred me to Commissioner of Parks Robert Moses. I broached my plan to Mr. Moses, who consulted a map on the wall beside his desk as I spoke. He appeared to be interested, and there the matter lay.

I can only infer that my proposed germinated the idea for the wildlife preserve which later was established. But that does not matter. What matters is that the ecological values of Jamaica Bay for fishing and wildlife, and its appeal for low-key recreation, be protected and preserved.

Thank you, Mr. Chairman, for the opportunity of making these comments.

STATEMENT OF GUSTAV HENINGBURG, PRESIDENT, GREATER NEWARK URBAN
COALITION

Mr. Chairman, Members of the Subcommittee on Parks and Recreation: My name is Gustav Heningburg; I am president of the Greater Newark Urban Coalition, and Chairman of the National Association of Coalition Directors. In addition, I serve as Chairman of the Newark Committee on Recreation, Arts and Culture, appointed recently by Mayor Kenneth A. Gibson to make a comprehensive study of the recreation and leisure-time resources available to the citizens of Newark.

I am pleased to testify before you today concerning the unique opportunity available for the Federal Government to preserve and develop an open space of extraordinary quality and potential for the leisure-time activities of the citizens of our area.

It is a matter of historical good fortune that in the most highly developed and intensely populated area of our country that there still exists some 25,000 acres of unoccupied land, consisting of wide, clean and sandy beaches and tidal areas of great ecological potential. It is equally fortunate that most of this land is already in the public domain, owned or controlled by Federal, State or municipal governments, and now available for development for public recreational use. This combination of factors presents a unique opportunity to implement President Nixon's State of the Union challenge some months ago to "expand the Nation's parks, recreation areas, and open spaces in a way that truly brings parks to the people where the people are."

Clearly, this is an opportunity which cannot be overlooked . . . nor delayed . . . by the Federal Government. It is abundantly clear that the respective states in whose boundaries the proposed Gateway National Recreation Area lie do not have the financial capability, individually or in concert, to adequately develop this tremendous national natural resource.

The human statistics relative to this project are equally as impressive as those relating to the natural resources available. More than 20 million people live within two hours of one or more of the proposed Gateway facilities. The fact that these beaches and recreation areas are so close to so many people is of even greater importance than might at first appear, for a substantial number of these people lack the mobility which has enabled Americans in other parts of the country to travel greater distances to national seashores.

One out of four of the families living within two hours of the Gateway does not own an automobile; and one out of every three families in the area has an annual income of less than \$7,000. In Newark, the statistics are even more dramatic. Almost 25% of our citizens are on public welfare, with thousands of additional families living close to the federal poverty levels. The development of the Gateway area, accessible as it will be by low-cost, public transportation, will provide for many of these citizens the first opportunity in life to enjoy the opportunities for visiting and utilizing beaches and park areas. As you might suspect, virtually all of their present leisure-time activities are conducted on macadam recreation areas behind a public school, bounded by cyclone fences, heavy traffic and gagging pollution.

There is a second major benefit for Newark and its citizens also. We boast, without pride, one of the highest constant unemployment rates in America. It is estimated that the development of Gateway should provide 20,000 to 40,000 jobs directly, and thousands more in related areas such as the development of mass transportation, highway development, and service industries related to the recreation area. The opportunity for Newark's citizens to compete for a fair share of these jobs would provide a stimulus for this city which no other federal, state or local program has ever done before. It would open new horizons for literally thousands of citizens whose aspirations and opportunities have been severely limited because of factors of race, geography, limited skills and lack of mobility.

Thirdly, the opportunities for a rational and effective ecology-oriented conservation plan are unlimited in the development of this area. The possibility of reversing the pervasive erosion of our beaches and the pollution of our rivers and streams is an opportunity which, if missed now, will never again present itself to us.

Although the Gateway development does offer an unprecedented opportunity for the citizens of New York and New Jersey, it is also quite clear that it is beyond the capacity of the states of New Jersey and New York to develop the project at any time in the foreseeable future. Both states are presently enmeshed in budgetary crises, and simply do not have the financial capability to undertake this project. If left to their limited resources and priorities, the opportunity may be lost forever.

Finally, permit me to express a feeling about this potential opportunity in the emotional context from which many of our powerless and poor are forced to function and articulate . . .

Must the only reality for the urban poor dweller be a steaming man-made pavement?

Are we really unable to provide the slum dweller more options for creative living?

Are our resources mobilized effectively only to support the pain of physical conflict, rather than the pleasure of physical release—or only to support the

development of vast unknown resources instead of the known beauty of an accessible glorious shoreline?

Can we continue to support the industrial development of wide beach stretches, instead of a positive environment of safety for birds and fishes which cannot be reclaimed?

Perhaps more important than all of these—are we still raising our voices to support the quiet, passive death of our environment instead of an aggressive creative reclamation and maintenance of positive life forces for all people—particularly the poor who want and need these most?

I know all of you can appreciate the frustration of an existence without alternatives. The Gateway project presents an alternative for millions of Americans, and our guests from other shores . . . of all races, colors, religions, ages and economic levels. It is an historical opportunity to improve the quality of life, and the opportunity shall come this way but once . . .

I urge your support of the Gateway project, and plead for a sense of immediacy in its implementation.

Thank you.

WHITEHOUSE STATION, N.J., May 9, 1971.

DEAR SIR: In this letter, I am making a request that the Sandy Hook Area of New Jersey be made into a Seashore Recreational Area. Since Sandy Hook is ecologically important, it is extremely vital that we preserve it. Even though this is not an extremely large area, it can serve as a Recreational Area for the people of New York and New Jersey.

I would also like to ask that my letter be included in the records of the hearing.

Sincerely Yours,

SUSAN SPENCER.

STATEMENT OF SIERRA CLUB, NEW YORK, N.Y.

Mr. Chairman, members of the Subcommittee on Parks and Recreation; my name is Peter Borrelli. I am the Eastern Conservation Representative of the Sierra Club. It is a pleasure for me to be here today to testify in support of the establishment of the Gateway National Recreation Area.

Exactly two years ago tomorrow Walter Hickel, then Secretary of Interior, held a news conference with Mayor John Lindsay on a desolate, windswept beach on Rockaway Peninsula and announced plans for the creation of a national recreation area at the entrance of New York Harbor.

The former secretary's enthusiasm for bringing "parks to the people" heralded a new concept in recreational planning, and when implemented will complement the nation's system of recreational facilities in areas remote from major population centers.

At that time Mr. Hickel said the Administration would send legislation to Congress authorizing acquisition and development and that the facility would be ready for operation in "a couple of years".

That was two years ago. Since that time, New York and New Jersey, indeed the nation, have anxiously awaited the inauguration of an urban recreation program. And although the President has repeatedly expressed interest in the Gateway project, it has, I believe, been subject to unnecessary administrative delay.

Senators Javits, Buckley, Williams and Case, therefore, should be commended for their initiative. The Sierra Club urges the committee to take prompt and positive action on their legislative proposal, S. 1193.

The need for Gateway has been well documented by the Bureau of Outdoor Recreation, the state and city governments of New York and New Jersey, the Regional Plan Association and a broad cross-section of the public. Facilitating enactment of the plan, of course, is the fact that virtually all of the land is already in public ownership.

Furthermore, the area proposed for inclusion in the national recreation areas is as unique as the proposal to preserve it. Here, gentlemen, lies the gateway to America; 20,000 acres of beaches and tidal bay—one of the great sea fronts of the world. And though much of the area is threatened by severe pollution and

urban encroachment—it is there; like “some South Pacific island”, as Mr. Hickel put it.

And contrary to the Office of Management and Budget's earlier objections, this resource represents far more than a local beach. One out of every ten American lives within two hours of at least one Gateway beach—that makes it closer to more people than all of our other national seashores combined. And while some of these seashores are used almost exclusively (in terms of visitor days) by residents from a single state, the Gateway would be readily accessible (within two hours) to residents of four states (New York, New Jersey, Connecticut, Pennsylvania).

Attendance at Gateway, estimated to be about 50 million a year, would also give this area a “national” characteristic unrivaled by even the fine most popular National Park Service facilities.

National Park Service facilities in attendance, 1970:

Blue Ridge Parkway, Va.-N.C.	12, 790, 000
Natchez Trace Parkway, Miss.-Tenn.-Ala.	11, 256, 000
National Capital Parks, District of Columbia-Md.-Va.	9, 012, 000
Colonial National Historical Park, Va.	8, 721, 000
Great Smoky Mountains, N.C.-Tenn.	6, 779, 000

As for the actual proposal originally outlined to us by the Department of Interior, we are in almost total agreement.

The plan calls for the integration and development of five separate areas at the entrance of New York Harbor (Jamaica Bay, Breezy Point, Hoffman-Swineburne Island, Great Kills and Sandy Hook). S. 1193 would provide for inclusion of other areas in the future as federal properties become available and as recreational needs demand. Of the five areas mentioned, the essential elements are the beaches at Breezy Point and Sandy Hook and the marshes and open waters of Jamaica Bay and on the northern shore of Sandy Hook. The park at Great Kills, presently under city management and underutilized because of water pollution, should also be included in the national recreation area, initially or at such time as improved water quality attracts more people from Staten Island, Newark, and Brooklyn. Hoffman-Swineburne Island should also be included, though it too would not be developed until the present land-fill operations of the New York City Department of Sanitation are completed.

The Sierra Club further recommends that approximately 1,000 acres at Fort Hancock on Sandy Hook, presently being surplused by the Department of Defense, be included in the recreation area.

Finally, I ask that the Committee consider several matters affecting the development of the Gateway plan:

First, it is essential that the federal government and states involved pursue a rigorous program of pollution abatement. Such a campaign has begun and by 1980 it is hoped that water quality can be improved substantially. Presently the area waters around Kennedy Airport, Broad Channel, the bay beaches of Sandy Hook, inlet beaches of Breezy Point and debris about Hoffman-Swineburne Island are unsuited for recreational use. Careful attention must, therefore, be given the progress and effectiveness of the various pollution abatement projects.

Second, the proposed ferry system should be considered an integral part of the plan. The recreational wants of the region are already in part due to the poorly integrated and limited transportation system. For millions of families in the region without automobiles and for the millions with automobiles who find shore points equally inaccessible, transportation facilities are essential. In developing the related transportation plan, ferries should be considered as the primary form of transportation to Breezy Point and as a major compliment to automobile traffic to Sandy Hook.

Auto travel to Sandy Hook should, in fact, be discouraged by providing more efficient alternatives of travel. Bus links between Newark, Paterson and Jersey City in particular and Sandy Hook would help to reduce congestion as well as providing transportation for those who would have no other way of reaching the Gateway beaches and ferries.

And finally, I urge that the public be given full and open opportunity to review the recreational master plan for the project as it is refined.

Thank you.

STATEMENT OF CHARLES H. MARCIANTE, PRESIDENT, UNITED LABOR MOVEMENT
STATE OF NEW JERSEY

Gentlemen: My name is Charles H. Marciante. I am president of the United Labor Movement in the State of New Jersey, representing 500,000 dues paying members of the State AFL-CIO.

The testimony I am pleased to present today is implementative of all the arguments presented by representatives of individual organizations of the labor movement, and particularly I wish to cite the presentation by Stephen J. Leslie, representing the Maritime Trades Council of the AFL-CIO, who has detailed the overall interest of members of labor and their families in the realization of the Gateway National Park proposal.

In reaffirmation of the principles behind all the labor sponsored indorsements, let me state simply that the goals of labor are the goals of the people of our Nation. There is no division of purpose and no division of interest.

Labor and all the people want a better environment. We want clean air, clean water, less noise, less aggravation, more green acres, more beaches, better transportation, more jobs, or more simply stated—a better way of life.

Senate bill 1193 is a step in that direction and therefore, organized labor wants to play a part at the beginning in steps leading to its' fulfillment.

I emphasize the word step in the right direction because I sincerely feel that the eventual fruition of our aim for a new national State park for the 30 million citizens in the immediate environs depends on many more factors and actions beyond the creation of the parkland and beaches designated.

I state very frankly that the State of New Jersey bears a tremendous responsibility for sharing in the responsibility of the proper usage and upkeep of the national park concept. Equally responsible is the State of New York and the Federal Government, all of whom bear the guilt of a common shame in either unknowing or unwittingly condoning conditions which have resulted in the New York Harbor area becoming a cesspool, the vortex of industrial and human wastes at the point that is to be heralded as the gateway to progress.

We are not being fair to ourselves or to those whom we intend to benefit through the concepts of this bill unless we combine it with a sincere attempt to end the pollution of our streams, rivers and bays so that the 10,000 miles of beaches and parklands are really more than a concept.

Five years ago, the New Jersey State AFL-CIO issued a statement of policy to the then Governor of New Jersey, that it was the position of organized labor in New Jersey that if it was a question of continuity of pollution or a question of jobs, then the jobs would have to go with the plant closing.

We made this position very clear. We will not permit organized labor to be a tool of pollution. If a plant is to willingly and wantonly contaminate the environment, then the plant should go.

Let me quickly read to you today a news release issued two months ago by the State AFL-CIO which clearly reflects our position on pollution:

Newark—The New Jersey State AFL-CIO marshalled its' 500,000 members into the ranks of the war against pollution yesterday with a crackdown on plants contributing to air and water contamination.

In a letter sent to the presidents of more than 1,000 industrial and craft union locals throughout the State, the AFL-CIO called upon union members to cooperate in the elimination of pollutant violations existing in the plants where they work.

Our object is two-fold, one to improve and preserve a healthy environment and two, to save the jobs as well as the good health of industrial and craft workers assigned to all plants in our State.

"We are convinced that Federal and State environmental agencies mean business and they should mean business in closing down flagrant and repeated violators of the clean air and clean water codes. The vigilance of labor in detecting such violations in advance of Government sanctions will not only lead to an early correction of pollution but will also save the jobs of the workers.

"All plants in the State will be checked against pollution lists maintained by the Federal and State agencies.

"If any of these plants are on violation lists those firms will first be given the opportunity to take voluntary measures to clear and clean their techniques so that any possible danger of pollution will be removed.

"Where pollution factors persist and the plant does not take steps to meet legal codes in the interest of public health and worker safety, the union will take action itself and ultimately join in legal action against the plant.

"The point is that if the plant doesn't do the job, Government agencies will and working men and women will find themselves without a means of living at a time of economic depression when few alternate means of employment are available.

"In practically every instance, an industrial plant can comply with strict environmental codes by modifications in the use of fuel or after-burn and screening guards in the case of air pollution and holding pools to control water wastes.

"By cooperating now, industry can ease the burden of more costly conversions which Federal and State agencies will order to be installed before a plant can reopen its' doors. Vigilant cooperation by union members will save industry money, save workers their jobs and make a better life for all.

"It's labor's early warning system," the State AFL-CIO said.

The results of our early warning system have indeed been gratifying by a close working relationship being established between Federal and State Government auto pollution agencies with not only the employer, but the employee, as well.

As to the features of Senate bill 1193, I feel I express the opinion of the labor movement of New Jersey in my statement of support. Other labor representatives have detailed both labor's economic and ecological interest in its' realization.

While Mr. Leslie of the maritime trades has pointed to 20,000 jobs in the construction and operational aspects of the new national park, I feel that at least as many more job opportunities are potential in mass transportation, highway development, rail construction, service industries beyond the maritime prospective.

All these trades, both mentioned and unmentioned, wait hopefully on the development and realization of the Gateway National Park Development.

We want to see it realized, not only for what it means in terms of labor, but what it means in human development. It's a good bill. We in New Jersey labor support it.

STATEMENT OF DAVID F. MOORE, EXECUTIVE DIRECTOR, NORTH JERSEY
CONSERVATION FOUNDATION

Mr. Chairman—My name is David F. Moore, Executive Director of the North Jersey Conservation Foundation. The Foundation, with office at 300 Mendham Road, Morristown, New Jersey is a non-profit membership organization with over two thousand members in New Jersey and 19 other states. Its three major functions are land acquisition for public purposes, environmental education and providing services to the conservation groups and municipal conservation commissions in the State of New Jersey.

All that the Federal, State, County and local governmental units have done in the past and all that private individuals and groups have done in the past in the way of setting aside public open space will become meaningless unless the Federal government takes an active and dynamic role in seeing to it that its properties, suitable for recreation and declared surplus, are utilized for recreational and conservation purposes. A number of such properties exist within the proposed Gateway National Recreation Area proposal, Sandy Hook being the most critical in our opinion.

There is no question that the Gateway proposal fits into nearly every new and many older Federal programs for open space and recreation. According to statistics developed by the Regional Plan Association, the Gateway complex would provide by far the best opportunity in the United States for bringing active recreation to large number of urban dwellers, the people who need it the most. The open space needs, for this intensively developed region, are far from being met—Gateway would help. Even more should be added to the proposal, such as those lands in the estuarine zone of Raritan Bay, Conasconk Point is an example, one of the few potentially viable marshlands left, soon to go the way of all the other marshes in the Raritan Estuary unless some public agency moves to the front. Other lands, Liberty Park for example, a proposal by the State and Federal government, fits within the scheme and has more than ample national interest. The Statute of Liberty's present backdrop prostitutes the character of the country in this age of well justified concern with the environment. Even lands lying in the

Hackensack Meadows should be considered in this proposal, again potentially viable wetlands and undeniably valuable open space in a region well known for the urban problems caused in large part by a lack of active and passive recreational open space.

We must, in all planning, but particularly in recreational planning, be in the business of establishing population limits. In order that this be accomplished, sufficient areas to meet public demand must be set aside, so that those areas now in their natural state can retain some semblance of naturalness, and so that urban dwellers are not forced to mold themselves into a recreational experience that equals or exceeds the compaction they face every day.

We agree with present state park policy at Sandy Hook. When the population limit on the beach at Sandy Hook is reached, the gate closes. We also recognize that more space must be set aside so that those turned away have some place to go.

We add our wholehearted support to the Gateway proposal. To meet New Jersey's demands alone, accommodations for an additional 620,000 people beyond the present 31,000 spaces now available on New Jersey's waterfront facilities must be found by the year 2000, according to the New Jersey Recreation Open Space Plan.

We must not make the mistakes of the past all over again. We must not permit any further desecration of shorefront properties now in public ownership. We must not further exceed the carrying capacity of our land. The Gateway National Recreation Area proposal can help make the New York Metropolitan area livable.

STATEMENT OF STEPHEN J. LESLIE, PRESIDENT AND BUSINESS MANAGER OF LOCAL 25, MARINE DIVISION, INTERNATIONAL UNION OF OPERATING ENGINEERS

The opinions I express here today reflect the thinking and interests, not only of Local 25 and its 4,000 members, but that of the Maritime Trade Department of the AFL-CIO with its 42 affiliates representing over 7 million members, of which I am an executive board member. Many of these members depend upon the water for their livelihood. They are the operating engineers, the dock builders, the drillers, the boat hands, the dredge workers, and the whole composite of those who work our waterways.

On their behalf, I wish to register our full support and enthusiasm for Senate bill 1193, providing for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey.

I register this feeling with both pride and anticipation that can be likened to the feeling that belongs to one who resides in a house which he has built with his own hands. It is part of your own living-being privileged to enjoy the fruits of your own labors.

In the fulfillment of the notable aims of this bill, we in the maritime trades will all have been privileged to have fashioned with our own hands the better way of life which will be enjoyed by ourselves, our families and their families to follow.

We in the maritime trades are most appreciative of the forward action taken by the four United States Senators from New York and New Jersey in sponsoring this measure, not only for the public good which it will serve and the better way of life which it will enhance, for reasons of the improvement of the ecology and the providing of much needed recreational opportunity, but we also vigorously support this proposal for what it will mean for our Nation's economy and the job opportunities it will create in a most constructive way.

From the information made available to us, it would seem most probable that the creation of the Gateway National Park and the complementary action needed to fulfill its overall potential will involve a minimum of 20,000 jobs in the maritime trades alone. I wish further to stress that each of these jobs will be productive and bring about the realization of a public facility to be used for the benefit and advantage of the public for all time.

We will be most proud to be part of this project. Among the complementary actions involving the maritime trades will be the widening and deepening of channels, beach erosion protection, the opening of new inlets, navigation channels, the erection of dikes, levies, and flood walls, the building of docks and moreover the beginning of a vast scale attack on the pollution of the streams, rivers, and bays which presently make of New York Harbor a vast cesspool.

I wish to stress the positive aspects of the employment opportunities in this bill. As I have stressed, those who will enjoy the benefits will be joined by ourselves whose skills made its completion possible. We are proud to be part of those skills and we look forward to the day when we and our families will be able to enjoy the fruits of those labors.

While I compliment the whole concept of the Gateway proposal, we in the maritime trades are especially appreciative of the stress placed on the use of water transportation in making the park and beachlands available to the 20 million citizens which the area will beckon.

One of the major drawbacks in the use of existing beach and park facilities in the New York area is the current system of clogged highways which makes every trek to the beaches on a weekend a nightmare for the worker and his family.

While the highways are jammed, the most natural highway remains hardly crossed. I refer to New York Bay, the most direct way to our natural play areas. I thoroughly applaud plans to provide ferry and boat service as a main artery to the national park areas. It will make getting there half the fun and make use of a means of transport too long forgotten.

Gentlemen, you have our assurance that we in the maritime trades supported by the AFL-CIO are heartily behind this proposal and we offer you our full cooperation in making it a reality.

BREEZY POINT COOPERATIVE, INC.,
Rockaway Point, N.Y., July 29, 1971.

HON. ALAN BIBLE,
*Chairman, Subcommittee on Parks and Recreation, New Senate Office Building,
Washington, D.C.*

DEAR SENATOR BIBLE: During the testimony on the Gateway National Recreation Area at the Senate Subcommittee hearings on May 17, 1971, Mr. Keith, representing the Regional Plan Association, made several statements and allegations that concerned the Breezy Point Cooperative. At the conclusion of the hearings it was indicated that the record would remain open and the Cooperative would have the opportunity to comment after the transcript was made available. We are extremely grateful for the opportunity to do so since our integrity and record is, in our opinion, spotless and we desire to keep it that way.

On page 80 of the transcript that we have recently received Mr. Keith states, "there has been a guard house and at a period of time it almost looked like entering one of the Federal installations to get into Breezy Point. . . . That has now been rectified."

There is an Information and Control Booth located at the eastern property line of the Breezy Point Cooperative. On top of this booth in very large letters there are two signs; one sign with an arrow pointing to the left reads, "Through Traffic," the other sign states, "Cooperative Visitors and Commercial Vehicles," with an arrow to the right. These signs were erected with the approval of the Department of Highways of the City of New York and are intended to permit traffic desiring to pass through the Cooperative area on Rockaway Point Boulevard to the public beach to have unimpeded access. Vehicles that desire to enter the Cooperative property, such as visitors or commercial vehicles performing services within the Cooperative area, are requested to stop at this booth. The Cooperative does not in any way impede traffic on this road.

In fact, by having someone available 24 hours a day to answer questions and secure assistance we render a public service. This booth is of extreme importance to the Cooperative for it contains communication and signaling devices for the fire and ambulance emergency services.

Mr. Keith further states, "There is a fence across the area which prohibits public access to what is public beach front, and to my knowledge that still exists. I have gone over and attempted to make access, and there are two ways to do it. One is to climb over the fence and the other is to enter it where it enters the ocean." This is simply not true.

The Cooperative maintains no fences which deny access to the public ocean beach front. This was clearly demonstrated during the recent visit to the area by the Senate Subcommittee on Parks and Recreation.

We cannot be certain what Mr. Keith means by his statement but if he is referring to the eastern property line fence which is owned by the Cooperative, this is a conventional chain link fence which separates the Cooperative property from the New York City property. This fence does not fence off or deny access to any public land.

The only fences in the area that we are aware of, that could be considered as denying access to public lands, are those erected by the City of New York in connection with the operation of City owned surf clubs.

Mr. Keith also made reference to a gentleman's agreement. We never had any agreement with Regional Planning or the City of New York on the taking or use of our property. We do not know when the statement quoted by Mr. Keith was allegedly made.

When the Board of Estimate of the City of New York made the decision to exclude the Cooperative lands from the New York City park area in 1963 a press release was issued by Mayor Wagner in which it was indicated that they hoped the parties could live with this decision. We did abide by that decision which did project a taking of not more than a 40-acre ocean front strip to link the public beaches some day in the future. We continued to maintain and protect our property including the ocean beach in front of our Cooperative.

The question of the possible cloud on our title was the subject of much discussion since we acquired the property. In 1964, we did make formal application to the State of New York to clear the cloud on our title below the 1948 low water line under the following circumstances and not for the reason nor in the manner implied by Mr. Keith. The Cooperative did then and does now own all land down to the low water line of the Atlantic Ocean. However, when the Cooperative purchased the land in 1960 title was guaranteed only down to the 1948 mean low water line. When we began negotiations in 1964 to refinance our mortgage, the prospective mortgagor agreed to lend us an additional \$1,000,000 if we could remove the possible cloud on title to our property.

Desirous of securing this additional financing at a very fine interest rate, the Cooperative applied to the State of New York to clear title to these lands and additional lands under water which we hoped would accrete in the future. This procedure, which had in the past resulted in the State of New York granting a quitclaim deed for the nominal sum of approximately \$500.00 per acre, was the most expeditious course available.

Our efforts to clear title with the State was covered in our testimony before the Senate on May 12, 1971, which issue has now been resolved favorably by the Court of Appeals.

At no time did we go "behind the City's back." The City had no claim then nor does it have now to this land. The procedure was with the State and not with the City. There was no reason whatsoever to inform the Regional Plan Association or the City of our financial transactions. We were acting to protect and to provide for our people in securing the best and the most advantageous financing available. For Mr. Keith to continue in 1971 to make such an allegation which he knows to be totally incorrect is not only a disservice to our community but also to the United States Senate.

Finally, Mr. Keith infers that as a result of some action by the Cooperative the State of New York could not set up a state park district that included Breezy Point and as a result of this school children were denied the opportunity of being able to go to the City beaches at Breezy Point. This is an unfair allegation.

It is true the law which established a New York State Park District within New York City excludes the area west of Riis Park and the Marine Parkway Bridge in Queens. We have checked the referred to legislation enacted in 1967 and amended in 1968 to permit a state park district to be established on the Rockaway Peninsula which could include a 10-mile beach owned by the City which extends to Fort Tilden. However, we can find no reference in this bill which either provides or prohibits that "no bus funds from New York City can be applied to take the children" to the public beaches on the entire Rockaway Peninsula, including Riis Park.

It has always been our understanding that the New York State Legislature did not want to include the Breezy Point area within the state park district because it did not consider it proper to use state funds to acquire a park in this particular area. Inasmuch as the Cooperative has and will continue to fight to preserve its residential areas we were interested in this legislation and were pleased with this protection afforded us by the New York State Legislature.

For Mr. Keith to imply that the Cooperative in any way could or would deny or prevent busing of school children to the public beaches within the City of New York is unjust and unfair.

Thank you for this opportunity to reply to these unfair statements made at the hearings by the Regional Plan Association. If there is any further information you require, we shall be most happy to furnish it.

Sincerely,

JOHN J. CARROLL, *Chairman.*

Calendar No. 34092D CONGRESS }
1st Session

SENATE

{ REPORT
No. 92-345**ESTABLISHMENT OF GATEWAY NATIONAL RECREATION
AREA IN THE STATES OF NEW YORK AND NEW JERSEY**

AUGUST 3, 1971.—Ordered to be printed

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

REPORT

[To accompany S. 1852]

The Committee on Interior and Insular Affairs, to which was referred the bill (S. 1852) to provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes, having considered the same, report favorably thereon with amendments and recommends that the bill as amended do pass.

PURPOSE

S. 1852 would authorize the Secretary of the Interior to establish and administer in the vicinity of Metropolitan New York City the Gateway National Recreation Area. This proposal envisions the use of Federal resources and management to provide a wide variety of year-round recreational, educational, and other cultural opportunities in a natural environment, by creating a single park from five separate units to serve a metropolitan area of more than 14 million people.

The National Recreation Area is to be comprised of not more than 26,250 acres as depicted on a boundary map on file in the offices of the National Park Service, numbered NJ-NY 951-40,003 and dated July 1971. The proposed area would include lands and interests in lands in five separate units—Breezy Point, Jamaica Bay, Great Kills Park, Floyd Bennett Field and Sandy Hook—in two States and would be acquired by purchase, donation or transfer. Provision is also made for the acquisition of such adjacent lands as may be necessary for docking or access facilities, and for operation, directly or by contract, of a ferry service and other transportation facilities to link separate units of the Recreation Area.

It is also provided that any activities undertaken by the Corps of Engineers within Gateway be carried out only in accordance with a plan acceptable to the Secretary of the Interior.

BACKGROUND

Having recognized the recreation potential of New York Harbor, and the value of its open space to millions of city-dwellers, the Department of Interior undertook a study in 1969 of how best to utilize available resources in a way that would heighten the quality of urban recreation. Because much of the undeveloped land in this area is publicly owned, the cost of acquisition was thought to be reasonable.

Despite successful efforts by the States of New York and New Jersey, and by the City of New York, to preserve small areas of open space and to provide an opportunity for outdoor recreation, the Committee believes that only a commitment of Federal resources could support the program for acquisition and development necessary to establish and manage such a large bistate area.

With the strong support of President Nixon, who has expressed his commitment to assist in providing "more open spaces and parks in urban areas where today they are often so scarce", the Department of Interior sent to the Congress on May 10 a proposal for the establishment of a Gateway National Recreation Area. This proposal was introduced by Senators Allott, Jackson, Case and Williams as S. 1852 and was the subject of extensive hearings by the Subcommittee on Parks and Recreation as was S. 1193, a similar measure sponsored by Senators Javits, Buckley, Case and Williams. The Subcommittee also made a field inspection trip late in June by bus, power boat, and helicopters, at which time the members were enabled to view and study every unit of this proposed recreation area. It was noted that a number of natural areas of outstanding quality are still available adjacent to the most heavily populated urban center in the entire country.

NEED

Within a two-hour travel distance of the Gateway beaches live some 20 million people in 35 counties of four states: New York, New Jersey, Pennsylvania and Connecticut. Of these 20 million, 14 million will be closer to the proposed Gateway beaches than to any other ocean shore except Coney Island and Rockaway. Most of the existing beaches in the area become overcrowded on weekends. Jones Beach, for example, often is closed to additional people by late morning.

This will be the only recreation area of any kind that can be reached by the overwhelming majority of its potential visitors via public transportation,—an important feature—since *34 percent* of the households living within the area from which most visitors are likely to come do not own cars.

Because the beaches can be reached by public transportation and low cost charter buses, Gateway can serve the low income families of the region. While 1970 census data are not yet available, in 1960, 35 percent of the households within the two hour travel distance had incomes of under \$5,000. In New York City, for which 1968 census figures are available, 30 percent of the families still had incomes under \$5,000.

Gateway has a potential capacity of about 50 million visits a year without exceeding Bureau of Outdoor Recreation standards for beach use. The ultimate use of this area will require much improved public transportation, and the Committee by amendment directed that the Department of the Interior, working in conjunction with the Department of Transportation, conduct some comprehensive studies of the transportation facilities, including water transportation, that will be required.

With modest transportation investment more than 10 million annual visits to the area could be expected. This is almost as many visits as to all other national seashores combined. The beaches to be included in Gateway now have only about 2 million annual visits. After ferry service is added, it is hoped that about 20 million annual visits will be possible. When additional beaches are developed, it is anticipated that as many as 50 million persons will be able to reach the beaches and recreation areas of Gateway.

Gateway's beaches will average 400 feet in depth; some will have as much as 1,000 feet from the ocean to the back of the park. Their large upland areas will be free of commercial and residential encroachment, making them much more attractive as a recreational asset than some of the existing, narrow overcrowded beaches now available to the general public.

DESCRIPTION

Breezy Point

Breezy Point, about $4\frac{1}{2}$ miles long and one-half to three-quarters of a mile wide, is the westernmost tip of the string of barrier dunes which stretch along the southern shore of Long Island. While most of the barrier dunes in New York City (the Rockaway Peninsula) and in Nassau County (Long Beach) are heavily urbanized, Breezy Point remains largely available for open space use. About 40 percent of its area is owned by New York City, about 24 percent—by the U.S. Government, and the remaining third is still in private ownership.

At its easterly end lies the only active public beach—Jacob Riis Park. West of and adjacent to Riis Park is Fort Tilden, which is largely inactive except for a NIKE installation and Army Reserve facilities. Next to the Fort is the east section of the newly acquired, city-owned Breezy Point Park with its leased beach club, unfinished high-rise and related structures, and open space. The remainder of this parkland takes in the tip of the peninsula, where a single beach club is the only encroachment.

Between the two park parcels effectively separating them and blocking integrated development lies the major portion of the Breezy Point Cooperative, a largely seasonal residential community of more than 2,700 units. The widest and best beach, more than 1,000 feet deep in places, fronts the Cooperative. The detached Roxbury section of the community is located a mile to the east on the bay side north of Fort Tilden. Because of its location within the city and its relatively natural state, Breezy Point is one of the most important recreational resources in the New York region.

Great Kills (Staten Island)

This city park is mostly undeveloped and consists of a flat landfill of about 1,450 acres of land and water with four miles of beach and a good harbor. A nearby rapid-transit line connects with the Staten

Island ferry. The right-of-way for the Willowbrook Parkway, connecting the beach of the Interstate Highway System, is in public ownership.

Not all of Great Kills Park, however, is included within the project. The northeasterly two-mile extension has been excluded. The remaining area, contains two miles of beach, the harbor, and the adjacent open space.

Sandy Hook

Six miles long and one mile wide at its widest point, Sandy Hook extends into Lower New York Bay within seven miles of Breezy Point. The Department of Defense until recently owned most of Sandy Hook's 1,700 acres with Fort Hancock as the central military installation. The state of New Jersey has been leasing 745 acres, using 460 acres and 12 acres of its own as Sandy Hook State Park. This site on the lower part of the Hook is the most heavily visited state park in New Jersey. Other properties are a 4.5-acre Coast Guard station at the peninsula's tip and a Bureau of Sport Fisheries and Wildlife Marine Laboratory. 1,033 acres around Fort Hancock have now been transferred by the Department of Defense to the State of New Jersey.

Sandy Hook, with long, wide beaches, quiet bayside coves and salt marsh, is rich in natural values and is a haven for a wide variety of waterfowl and shore birds.

In the future, much of Sandy Hook, would remain undeveloped. Trails would be provided for hikers, bicyclers, and those who like to wander about in an untrammelled seaside environment. Horseshoe Coves and the surrounding holly forest would be preserved as environmental study areas, open for both casual inspection and serious research.

Jamaica Bay

The Bay is largely marshland and is highly polluted and littered. It is three by five miles in size covering some 9,500 acres. Its southwest corner almost touches the Breezy Point unit. It adjoins Kennedy Airport on the east and faces Rockaway Peninsula on the south.

Jamaica Bay fascinates biologists and the nature-minded not only for its wealth of birdlife but also because of the seemingly sturdy health of its ecological communities in the midst of unhealthy conditions. Though poor in its water purity rating, it is rich in fish and wildlife. Some 200 species of birds have been reported in Jamaica Bay at breeding and migration periods. It is a strategic nesting ground for birds along the Atlantic flyway. To have this outdoor research laboratory within a region of 20 million people is of undeterminable value.

Floyd Bennett Field

This area is located in the southeasterly corner of the Borough of Brooklyn, County of Kings, City of New York. It is a peninsula bound on the north, east and south by Jamaica Bay and on the west by Flatbush Avenue and Shore Parkway.

Floyd Bennett Field was opened as a municipal airport in 1931 and turned over to the Navy by the City of New York in 1941 on the eve of our entry into World War II. Soon to be made available for nonmilitary use, this relatively undeveloped land within the Jamaica Bay area has great potential for outdoor recreation. It consists of

approximately 1,282 acres of land, 187 of which are under water. There are approximately 109 buildings, runways, taxiways, a berthing wharf approximately 1,800 feet in length, and other supporting structures.

The principal access to the property is from Flatbush Avenue. It is also close to Shore Parkway but access to the property from the Parkway is also from Flatbush Avenue. The area offers excellent potentials from the standpoint of outdoor recreation including trails, natural areas and beaches.

PARKS TO PEOPLE

For the past decade, beginning with the report of the Outdoor Recreation Resources Review Commission, the primary emphasis for federal recreation and park program development has been on projects which are able to serve the most populous parts of the country. For fiscal year 1972, one-half of the \$45 million requested by the National Park Service for outdoor recreation land acquisition was justified on the basis of proximity to population concentrations.

New York State has shifted its policy in the same direction. Until 1968, no State parks could be acquired within New York City. It was assumed that city residents would drive to the surrounding areas for outdoor recreation. But now, a thick layer of suburban traffic lies between the City and outlying parks and beaches. A large suburban population surrounds parks like Jones Beach and inner city residents are at a great disadvantage. So New York State is now acquiring and developing State parks within the confines of New York City.

New York and New Jersey have made great efforts in open space acquisition. In the 1960's, these two states bonded themselves for a total of \$260 million for parks, and New Jersey's legislature has put on this year's ballot another proposal for \$80 million. But even this is not enough to save the best of what is left in the urban core. Reference is specifically made to the various units in the Gateway project.

In sum, nowhere in the country are there as valuable park resources as those parcels recommended for the Gateway National Recreation Area. This project offers an opportunity for a great recreation area directly benefitting one-tenth of the nation's population. Many citizens there are without access to other high quality parks. While enriching the lives of these urban residents the Congress, if it enacts this legislation, will enrich the Nation.

COST

Development of the proposed National Recreation Area would be undertaken over a 20-year period. It is anticipated that land purchases will be limited to the Breezy Point beach and a small acreage in the vicinity of Belford, New Jersey, to provide a ferry terminal, entrance road and parking facilities plus a parking lot owned by the Triborough Bridge and Tunnel Authority near Jacob Riis Park. All the other property to be acquired is in public ownership. Total development costs are estimated to be \$98,148,000. During the first five years, development costs are estimated at \$71,211,000. During the fifth year, annual operating costs are estimated to be \$4,384,400.

The land acquisition ceiling of \$40 million is proposed to be obligated early in the program in order to preclude price escalation. Additionally, normal increases or decreases in future construction costs will be taken into account as this project moves ahead.

AMENDMENTS

The Committee amended S. 1852 to include most of the existing Great Kills city park on Staten Island in the recreation area to be established, and the bill has two technical amendments to reflect this addition.

The bill was also amended to limit the amount of money to be spent for land acquisition to \$40 million.

In connection with section 2 of the bill which provides authority for acquisition of lands and interests therein with the recreation area, the Committee adopted a standard amendment which requires that any lands, waters or interests therein which are owned by a state or political subdivision thereof must be transferred to the Federal government for inclusion within the recreation area by donation only. This is consistent with the Committee's long-standing practice of requiring these publicly-owned non-Federal properties to be transferred without cost to the Federal government.

The Committee further amended the measure to authorize the Secretary of Interior to make every effort to provide public access to the Gateway National Recreation Area by means of mass transit and water transportation in order to minimize the impact of automotive transit on the area and to increase the opportunities for access by the large populations of the nearby urban areas.

Taking into account the fact that many low income families in the area do not own cars, the Committee also amended the bill to authorize and direct the Secretary of Transportation to assist the Secretary of the Interior in developing a plan for a water-based rapid transit demonstration project designed to provide rapid and economic transportation to the area to be established by S. 1852.

The purpose of this amendment, which is made to section 3 (b), is to insure that adequate water based transportation facilities are developed and made available to make the Gateway National Recreation Area accessible to the residents of nearby metropolitan areas. Requiring the Secretary of Transportation to assist the Secretary of the Interior in developing a comprehensive plan for a water based rapid transit demonstration project will insure that the latest technologies and the best transportation planning available are utilized.

The development costs of the Gateway National Recreation Area are rather large by comparison to other areas authorized in recent years. These costs are, however, more than justified if the 20 million persons living in the adjoining area have viable, efficient and economic means of transportation to and from the Recreation Area. The Committee feels that the Secretary should consider the use and development of hydrofoils, hovercraft and other innovative water transportation systems which would make the area more readily accessible.

The Committee also amended the bill to authorize the Secretary of the Interior to accept donations of funds from individuals, foundations or corporations for the purpose of providing services and facilities which would be consistent with the purposes of the measure.

The Committee added a new section 6 to provide for an advisory commission similar to that established for the Cape Cod National Seashore composed of twelve members to be appointed by the Secretary of the Interior from recommendations made by the Governors of the States of New York and New Jersey and Mayors of New York

City and Newark. This commission will be in existence for ten years and assist the Secretary of the Interior in matters relating to the creation of the Gateway National Recreation Area.

The bill as amended permits hunting, fishing, shell fishing, trapping and the taking of specimens within the Gateway National Recreation Area in accordance with Federal laws and the laws of the States of New York and New Jersey and political subdivisions thereof. However, the Secretary may designate zones where and establish periods when such activities may not be permitted for reasons of public safety, administration, fish or wildlife management or public use and enjoyment.

The Committee noted that a large wildlife refuge exists on the islands and waters of Jamaica Bay and so amended the bill to give the Secretary of the Interior authority to administer and protect this refuge.

COMMITTEE RECOMMENDATIONS

The Interior and Insular Affairs Committee unanimously recommends enactment of S. 1852, as amended.

DEPARTMENTAL REPORTS

The Executive Communication of the Department of the Interior submitting and recommending this legislation, together with the report of the Department and the Office of Management and Budget on S. 1193 are set forth in full as follows:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 10, 1971.

HON. SPIRO T. AGNEW
President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: There is enclosed a draft bill "To provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes".

We recommend that the bill be referred to the appropriate Committee for consideration, and that it be enacted.

This Department believes that the quality of urban life is one of the most pressing problems facing our Nation today. It is our policy to foster the creation of open space areas with recreational opportunities in and near large metropolitan areas. Meeting the recreation needs of our urban populations is an undertaking that must involve government at all levels. While primary responsibility for local, community, and district parks should be in municipal governments, there are special instances where the direct involvement of the Federal Government is necessary to provide adequate protection of resources and to assure that the recreation potential of these resources is developed in such a manner that the areas are accessible to all income groups.

As the President noted in his Message on the environment of February 8, "the acquisition and development of open space, recreation lands and natural areas accessible to urban centers is often thwarted by escalating land values and development pressures". In

that same message, President Nixon announced a "comprehensive effort to preserve our natural environment and to provide more open spaces and parks in urban areas where today they are often so scarce".

Nowhere are the needs for open space and recreation opportunities more pressing than in the New York Metropolitan Area. In May of 1969, this Department undertook a study of the New York Harbor area to identify how best to heighten the quality of urban recreation by use of available resources, which include key units of undeveloped land and water having a variety of unique natural values.

The enclosed draft bill is based on a thorough review of the findings of that study.

The Gateway National Recreation Area concept which we recommend envisions the use of Federal resources and management to create a wide variety of year-round recreational, educational, and other cultural opportunities in a natural environment, by joining three geographically dispersed units in a single park serving a metropolitan area of more than 14 million people. Administered as a national recreation area with the access facilities we propose, visitation to the area is expected to be about 225,000 people per day when it is fully developed. A ferry shuttle system linked with existing land mass-transit systems would provide access to its facilities for millions of area residents and others who, because they do not own automobiles, are unable to enjoy this Nation's large regional and national parks.

The State of New Jersey and New York City have indicated that they will not be able to realize fully the recreation potential that these areas possess, even with Federal grants and subsidies. Further, we feel strongly that management economies can best be achieved by a single coordinated effort in planning, development and use of the existing units.

The major elements of this proposal are: (1) suitability of the available land and water resources; (2) access to the three units which would comprise the National Recreation Area; (3) acquisition of property; (4) development and management of the resources; and (5) costs. A discussion of these elements follows:

Resources

About 7,000 acres of land and 16,000 acres of marsh and submerged land would be included in the National Recreation Area. It would contain ten miles of ocean beach and natural and historic features of great significance. The three units are geographically separated, but they are all accessible by the waters of New York Harbor.

The *Jamaica Bay Unit* contains 14,000 acres of land and water. Despite the inroads of civilization, Jamaica Bay remains an ecological treasure. Except for several dredged channels, its waters are shallow and there are no beaches now suitable for intensive recreation use. The chief significance of this unit is its relatively natural character. Jamaica Bay offers the fisherman a chance to land bluefish, striped bass, porgies, and other varieties of gamefish. Twenty-nine species of waterfowl and 70 species of wading, shore, and marsh birds depend upon the marsh-water habitat. Within this unit is the 9,170-acre Jamaica Bay Wildlife Preserve, which is administered by the City of New York, and the 1,200-acre Floyd Bennett Field, presently under the jurisdiction of the Department of the Navy.

The *Breezy Point Unit* contains about 4,250 acres, of which about 2,900 acres are water area. It includes four miles of ocean beach, and

sufficient space for both recreation development and retention of undeveloped open space. The acreage consists now of City parks, the Department of the Army's Fort Tilden, and a residential community, the Breezy Point Cooperative. Breezy Point will be the most heavily developed of the three units comprising Gateway.

Sandy Hook, the third unit of the proposed National Recreation Area, contains about 4,650 acres, of which about 2,930 acres are water area. It includes about six miles of broad, sandy ocean beach and more than two miles of sandy beach on Sandy Hook Bay. On Sandy Hook is the Nation's oldest operating lighthouse and a 460-acre New Jersey State park. Developments will permit the widest possible range of recreational uses, from hiking along the dunes to bathing, fishing, and surfing. Particularly significant is the relatively unspoiled natural character of the resources of this unit, which offers visitors opportunities for nature study and other types of leisure enjoyment.

A map which depicts the relative location of each unit is attached for ready reference.

Access

Presently, access to all three units is either limited or inconvenient due to traffic congestion. Except for Broad Channel Island, which can be reached by automobile, bus, or subway, the marshes and islands in Jamaica Bay are accessible chiefly by private boat. Principal access to Sandy Hook is over State Route 36 and the Garden State Parkway, both of which are severely overtaxed on peak summer weekends. Access to Breezy Point and Floyd Bennett Field is by automobile via the Marine Parkway Bridge, also inadequate to carry peak summer traffic.

Our studies indicate that more than half of the people in the area to be served by this proposal do not own automobiles. Accordingly, reliance on road access would deny full recreation opportunities to a substantial number, including the inner-city population to which a recreation experience is so important.

All three units of the proposed National Recreation Area are water oriented. The great majority of people in the region live near the Hudson River or its tributaries. Miles of waterfront are devoted to piers and ferry terminals. A boat trip is in itself a very pleasant recreation experience. Moreover, except for docking and terminal facilities (some of which are already in existence and can be leased), and for the necessary boats, transportation by boat requires moderate capital outlay in comparison to air, ground, or underground transportation.

For these reasons, we propose a ferry shuttle system to provide visitor access to the Gateway National Recreation Area. Shuttle docking areas would be located initially near the existing mass transportation terminal at Coney Island and at Belford on the south shore of Raritan Bay, New Jersey. The Department plans to develop appropriate schedules of admission, user, parking, and ferry fees.

Property Acquisition

Section 2(a) of the enclosed draft bill authorizes the Secretary to acquire lands and waters or interests therein by donated or appropriated funds, or exchange. Federal property may be transferred to the Secretary with the concurrence of the administering agency. Of the

land within the proposed national recreation area, all but 443 acres is publicly owned, either by the Federal Government (3,245), the State of New Jersey (12), or the City of New York (3,000). Most of these publicly owned lands will be acquired by transfer or donation. Floyd Bennett Field, the Department of Commerce and Coast Guard lands on Sandy Hook, and the Nike sites and related areas in Fort Tilden and Fort Hancock would not be transferred until they are no longer needed for Coast Guard or Defense purposes.

The 403 acres of private land within the area are owned by a single corporate owner, the Breezy Point Cooperative. This property contains about 2,800 summer or year-round residences, 25 commercial establishments, and beach and recreational land in the heart of the Breezy Point Unit. Under the terms of the bill, no property owned by the cooperative, except the recreational beach area and adjacent lands which the Secretary feels are needed to assure public access along the beach, will be acquired without the owner's consent.

Development and management

Development of the proposed Gateway National Recreation Area will take place in two phases: In the initial phase, we will concentrate on providing water-oriented mass recreation facilities on the publicly owned lands that will be transferred soon after the area is authorized, and access for their use by the public; in the second phase, we will develop related facilities for environmental education, outdoor theaters, and land-based recreation. Breezy Point will be the most intensively developed unit in the proposal. Here there will be a central activity area, with overnight accommodations, outdoor theater, concession-operated facilities and organized sports areas. Beach centers, linked to each other and to the central activity area by a boardwalk and shuttle system, will be spaced along the ocean. All of these will contain bath houses, refreshment pavilions, first-aid stations, and sun-decks. Fishing piers will be constructed, and some beach areas will be set aside for surf fishing. Open, natural areas, with trails and toilets, will be located away from the beach activity.

Jamaica Bay will be lightly developed to retain its natural character, with facilities for environmental education. Development will be concentrated on Broad Channel Island and at Floyd Bennett Field, when it becomes available, leaving the other islands and marshes in their natural state. Fishing, hiking, and nature study will be encouraged. The north shore of Jamaica Bay is included within the boundaries of the national recreation area to assure protection of the Bay resources.

At Sandy Hook, beaches will be developed for surfing, swimming, and fishing. Facilities will be provided for the sale and rental of fishing equipment. Particular care will be taken to preserve the unspoiled natural character of this unit. Inland from the beach, hiking, trails, picnic shelters, and an environmental study area will be provided. Samples of officers' housing built in 1900 on Fort Hancock, together with the tree-lined walks and parade grounds, will be preserved and interpreted.

Costs

Development of the proposed National Recreation Area would be undertaken over a 20-year period. We anticipate that land purchases will be limited to the Breezy Point beach and a small acreage in the vicinity of Belford, New Jersey, to provide a ferry terminal, entrance road and parking facilities. All the other property to be acquired is in public ownership. Total development costs are estimated to be \$98.148 million. During the first 5 years, development costs are estimated at \$71.211 million. During the fifth year, annual operating costs are estimated to be \$4,384,400.

The land acquisition cost of \$39.1 million is proposed to be obligated early in the program in order to preclude price escalation. Additionally, normal increases or decreases in future construction costs will be taken into account in appropriation requests by virtue of the reference in section 6 of the draft bill to applicable engineering construction cost indices. In this manner a flexible ceiling, reflecting current costs at the time funds are requested, will be assured for the necessary developments. The man-year and cost data statement (based on current assumptions and estimates) required by 5 U.S.C. 2953 when annual expenditures exceed \$1 million, is enclosed.

While the foregoing costs do not include the cost of pollution control and abatement, cleaning these waters is not impossible, and development and use of the Gateway National Recreation Area is not solely dependent on total pollution abatement. Action has already begun to raise the water quality to acceptable standards. The waters of some areas in the proposal are presently either unsafe or only marginally safe for swimming. This Department proposes to continue a coordinated and concentrated effort to bring about the creation of recreation facilities in the Gateway area which can actually be enjoyed to their full potential. To do this will require action not only on recreation development, but vigorous pollution abatement efforts at the same time. We anticipate close cooperation with the Environmental Protection Agency in attaining these mutual objectives.

As outlined above, our proposal for the establishment and development of a Gateway National Recreation Area affords a unique opportunity to preserve open space while providing water-oriented recreation for all residents of the Nation's most densely populated metropolitan area. No program so comprehensive in scope can be undertaken without a significant expenditure of Federal funds. We strongly believe that the investment herein proposed will provide immeasurable benefit to present and future generations of Americans.

The Office of Management and Budget has advised that this legislative proposal is in accord with the program of the President.

Sincerely yours,

ROGERS C. B. MORTON,
Secretary of the Interior.

Enclosure.

A BILL To provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to establish the Gateway National Recreation Area (hereinafter referred to as the "recreation area"). There shall be included within the boundaries of the recreation area those lands, marshes, and submerged lands in the New York Harbor area generally depicted on the map entitled "Boundary Map, Proposed Gateway National Recreation Area" numbered 951-40,001-A, sheets 1 through 3, and dated April 1971, which map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary shall establish the recreation area by publication of a notice to that effect in the *Federal Register* at such time as he determines that lands, water, and interest therein sufficient to constitute an efficiently administrable recreation area have been acquired for administration in accordance with the purposes of this Act. The Secretary may from time to time make corrections in the boundaries of the recreation area, but the total area within the boundaries shall not exceed 25,000 acres of land, marsh, and submerged land.

SEC. 2. (a) Subject to the provisions of subsection (c), the Secretary may acquire lands and waters or interests therein within the boundaries of the recreation area by donation, purchase with donated or appropriated funds, or exchange. With the concurrence of the agency having custody thereof, any Federal property within the boundaries of the recreation area may be transferred without consideration to the administrative jurisdiction of the Secretary for administration as part of the recreation area.

(b) The Secretary may also acquire, by any of the methods set forth in subsection (a), lands and interests therein on the shore of Sandy Hook Bay, which he deems necessary or desirable to provide docking or other access facilities, and related administrative and public use facilities, for the units of the recreation area. The Secretary may contract for the rental of such facilities, and any rental payments for such facilities for the purposes of this subsection shall be deemed to be part of the annual operating costs of the recreation area.

(c) With the exception of the Breezy Point Beach, as depicted on the map referred to in section 1 of this Act, the Secretary may acquire lands, waters, and interests therein within the Breezy Point Unit of the national recreation area only with the consent of the owner. The provisions of the foregoing sentence shall not apply, however, to the property within the Breezy Point Unit which the Secretary deems necessary to assure adequate public access to public beaches therein.

SEC. 3. (a) Prior to the establishment of the recreation area and thereafter, the Secretary shall administer the lands, waters, and interests therein acquired for the recreation area in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented, except that the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act.

(b) Notwithstanding any other provision of law, the Secretary may provide such services and facilities, including the purchase or rental of ferry services and docking facilities, as he deems necessary or desirable for access to the recreation area. The Secretary may provide such services and facilities directly, or be negotiated contract with public or private agencies or persons without advertising and without securing competitive bids.

(c) The Secretary is authorized to enter into cooperative agreements with the States of New York and New Jersey, or any political subdivision thereof, for the rendering, on a reimbursable basis, of rescue, firefighting, and law enforcement services and cooperative assistance by nearby law enforcement and fire preventive agencies.

SEC. 4. The authority of the Secretary of the Army to undertake or contribute to water resource developments, including shore erosion control, beach protection and navigation improvements on land and/or waters within the Gateway National Recreation Area in the States of New York and New Jersey shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with water and related land resource development.

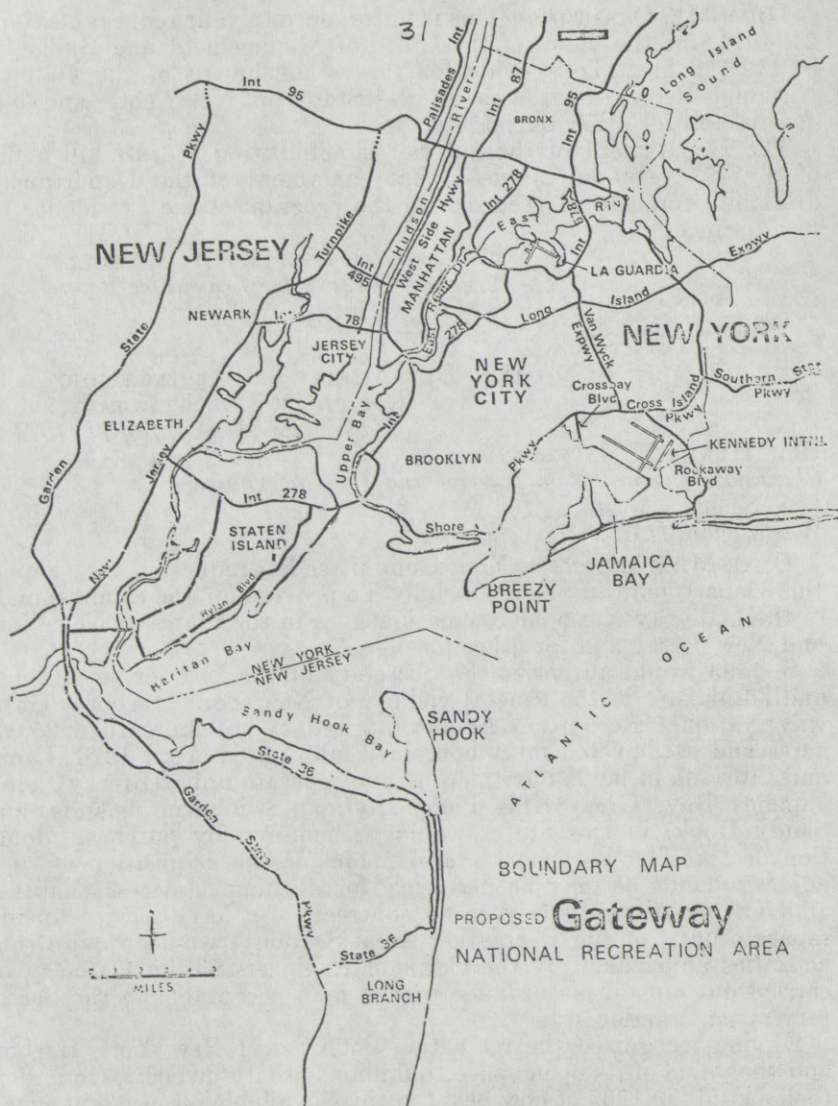
SEC. 5. The authority of the Secretary of Transportation to maintain and operate existing airway facilities and to install necessary new facilities within the Gateway National Recreation Area in the States of New York and New Jersey shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of Transportation and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with the establishment, maintenance and operation of airway facilities.

SEC. 6. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed however, \$98,148,000 (July 1971 prices) for development of the recreation area, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering costs indices applicable to the type of construction involved herein.

U.S. DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE—GATEWAY NATIONAL RECREATION AREA
(PROPOSED)

ESTIMATED MAN-YEARS OF CIVILIAN EMPLOYMENT AND EXPENDITURES FOR THE 1ST 5 YEARS OF PROPOSED
NEW OR EXPANDED PROGRAMS

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
ESTIMATED MAN-YEARS OF CIVILIAN EMPLOYMENT					
Executive direction:					
Park manager (superintendent), GS-15.....	1.0	1.0	1.0	1.0	1.0
Secretary, GS-8.....	1.0	1.0	1.0	1.0	1.0
Administrative officer, GS-12.....	1.0	1.0	1.0	1.0	1.0
Administrative assistant, GS-11.....	1.0	1.0	1.0	1.0	1.0
Clerk-stenographer, GS-5.....	1.0	1.0	1.0	1.0	1.0
General supply clerk, GS-8.....	1.0	1.0	1.0	1.0	1.0
Clerk-teller, GS-5.....	1.0	1.0	1.0	1.0	1.0
Secretary, GS-6.....	2.0	2.0	2.0	2.0	2.0
Clerk-typist, GS-3 (seasonal).....	2.0	3.0	3.0	4.5	5.5
Total, executive direction.....	11.0	12.0	12.0	13.5	14.5
Substantive:					
Supervisor park ranger, GS-13.....	1.0	1.0	1.0	1.0	1.0
Supervisor park ranger, GS-12.....			1.0	1.0	1.0
Clerk-stenographer, GS-5.....	3.0	3.0	3.0	3.0	3.0
Management assistant, GS-13.....	2.0	2.0	3.0	3.0	3.0
Supervisor park ranger, GS-11.....	2.0	2.0	3.0	3.0	3.0
Supervisor park ranger (naturalist), GS-11.....	1.0	1.0	2.0	2.0	2.0
Park ranger (naturalist), GS-9.....	2.0	2.0	2.0	2.0	2.0
Supervisor park ranger, GS-9.....	1.0	1.0	2.0	2.0	3.0
Park ranger, GS-9.....	5.0	5.0	7.0	7.0	8.0
Park technician, GS-7.....	2.0	2.0	3.0	3.0	3.0
Park technician (naturalist), GS-7.....	1.0	1.0	1.0	1.0	1.0
Supervisor park ranger, GS-10.....	1.0	1.0	1.0	1.0	1.0
Park technician, GS-6.....	3.0	3.0	6.0	6.0	7.0
Park guide, GS-5.....	4.0	4.0	8.0	8.0	9.0
Park technician, GS-7 (seasonal).....	9.5	9.5	15.0	15.0	18.0
Park technician, GS-5 (seasonal).....	5.0	5.5	7.0	8.0	8.5
Park technician (naturalist), GS-5 (seasonal).....	5.0	6.0	8.0	10.0	10.5
Lifeguard, GS-5 (seasonal).....	62.0	62.0	75.0	87.0	92.0
Park Aid, GS-4 (seasonal).....	5.0	5.0	5.0	8.0	10.0
First aid attendant, GS-5.....	7.0	7.0	11.0	11.0	13.5
Fire control aid, GS-4.....	2.5	2.5	4.0	4.0	4.0
Chief of maintenance, GS-13.....	1.0	1.0	1.0	1.0	1.0
Clerk-stenographer, GS-5.....	1.0	1.0	1.0	1.0	1.0
Maintenance superintendent, GS-11.....	2.0	2.0	2.0	2.0	2.0
Foreman, III.....	2.0	2.0	2.0	2.0	2.0
Foreman, II.....	2.0	2.0	3.0	3.0	3.0
Maintenance man.....	4.0	4.0	6.0	9.0	9.0
Building repairman.....	2.0	2.0	2.0	2.0	3.0
Mechanic.....	1.0	1.0	1.0	1.0	1.0
Operator general.....	3.0	3.0	3.0	3.0	4.0
Caretaker.....	2.0	2.0	2.0	3.0	3.0
Janitor.....				7.0	7.0
Laborer.....	6.0	6.0	8.0	8.0	8.0
Laborer (seasonal).....	26.0	28.0	32.0	38.0	40.0
Total, substantive.....	176.0	179.5	231.0	266.0	287.5
Total, executive direction and substantive.....	187.0	191.5	243.0	279.5	302.0
ESTIMATED EXPENDITURES					
Personnel services.....	\$1,581,800	\$1,612,200	\$2,061,200	\$2,327,800	\$2,503,500
All other.....	43,451,000	24,865,800	23,955,100	19,361,200	6,834,700
Total.....	45,032,800	26,478,000	26,016,300	21,689,000	9,338,200
ESTIMATED OBLIGATIONS					
Land and property acquisition.....	39,135,000				
Development.....	3,027,000	29,366,000	20,806,000	16,859,000	1,602,000
Operations (management, protection and maintenance).....	2,870,800	2,825,800	3,596,500	4,081,800	4,384,400
Total.....	45,032,800	32,191,800	24,402,500	20,940,800	5,986,400



EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., May 11, 1971:

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs, U.S. Senate,
3106 New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of March 24, 1971, for the views of the Office of Management and Budget on S. 1193, a bill "To provide for the establishment of the Gateway National Recreational Area in the States of New York and New Jersey, and for other purposes."

The Department of the Interior is submitting a draft bill in lieu of S. 1193. You are advised that enactment of the Department's draft bill would be in accord with the program of the President.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 11, 1971.

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

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 1193, a bill "To provide for the establishment of the Gateway National Recreation Area in the States of New York and New Jersey and for other purposes".

S. 1193 would authorize the Secretary of the Interior to establish and administer in the general vicinity of New York Harbor a Gateway National Recreation Area comprised of not more than 25,000 acres and as depicted on a boundary map dated April 1970. Lands and interests in lands identified as five separate units (Breezy Point, Jamaica Bay, Great Kills Park, Hoffman-Swinburne Islands, and Sandy Hook) in two States would be acquired by purchase, donation or transfer. Provision is also made for the acquisition of such adjacent lands as may be necessary for docking or access facilities, and for operation, directly or by contract, of a ferry service to link separate units of the Recreation Area. Section 4 would require that activities undertaken by the Corps of Engineers within Gateway be carried out only in accordance with a plan acceptable to the Secretary of the Interior.

Having recognized the recreation potential of New York Harbor, and the value of its open space to millions of city-dwellers, we undertook a study in 1969 of how best to utilize available resources in a way that would heighten the quality of urban recreation. Because much of the undeveloped land in this area is publicly owned, the cost of acquisition was thought to be reasonable.

Notwithstanding successful efforts by the States of New York and New Jersey, and by the City of New York, to preserve small areas of open space and to provide an opportunity for outdoor recreation, we concluded that only Federal management and a commitment of

Federal resources could support the program for acquisition and development thought necessary to protect so large a bistate area. Early plans, including those incorporated by S. 1193, have been refined and further studies conducted.

With the strong support of President Nixon, who has expressed his commitment to assist in providing "more open spaces and parks in urban areas where today they are often so scarce", this Department sent to the Congress on May 10 our proposal for the establishment of a Gateway National Recreation Area. The Departmental proposal shares with S. 1193 a basic plan to establish Gateway as a natural refuge for millions who inhabit the New York metropolitan area. Our proposal differs from S. 1193 in several important specifics, however, and we strongly recommend that it be enacted in lieu of S. 1193.

A detailed discussion of the Departmental draft, and of the plans for Gateway, can be found in our letter of transmittal to the President of the Senate. In recommending that Gateway be comprised of three separate units (Breezy Point, Jamaica Bay, and Sandy Hook), we have revised earlier plans that would have included a Great Kills Park unit and a Hoffman-Swinburne Islands unit. Great Kills Park has been deleted because of City plans to construct a stadium complex not suited to Federal management. Hoffman and Swinburne Islands will be connected by a City landfill project of questionable environmental impact, and would not be appropriately included. New boundaries also exclude the Broad Channel community, where tenants occupy City land under 5-year permits. Relocation costs are estimated at no less than \$6.33 million, and cannot be justified in terms of project enhancement.

A significant addition not included under S. 1193, is 1,200-acre Floyd Bennett Field, now administered by the Department of the Navy. Soon to be made available for non-military use, this relatively undeveloped land within the Jamaica Bay area has great potential for outdoor recreation. Because we recommend against inclusion of the Broad Channel community, and because we would not acquire improved private property without its owner's consent, there is no need for the provision of S. 1193 that would permit owners to retain a life estate or term not to exceed 25 years.

While S. 1193 would recognize and sanction Corps of Engineers activity within the Recreation Area, subject to approval by the Secretary of the Interior, it provides no parallel authority to the Department of Transportation for maintenance of navigation facilities incident to operations at John F. Kennedy Airport.

Thus, we urge that the Committee act promptly to recommend enactment of the Departmental bill. We strongly believe that it affords a unique opportunity to achieve open space preservation while providing water-oriented recreation for all residents of the Nation's most densely-populated metropolitan area. We are confident that the investment required will provide immeasurable benefit to present and future generations of Americans.

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

Sincerely yours,

HARRISON LOESCH,
Assistant Secretary of the Interior.

The first part of the paper is devoted to a general discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The second part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The third part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The fourth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The fifth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The sixth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The seventh part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The eighth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The ninth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The tenth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science.