

Y4  
.In 8/13  
C 76

1040

224/4  
In 8/13  
C 76

# CONNECTICUT RIVER VALLEY

GOVERNMENT  
Storage

DOCUMENTS

FEB 14 1972

## 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. 36

A BILL TO PRESERVE AND PROMOTE THE RESOURCES OF THE  
CONNECTICUT RIVER VALLEY, AND FOR OTHER PURPOSES

NOVEMBER 8 AND 22, 1971

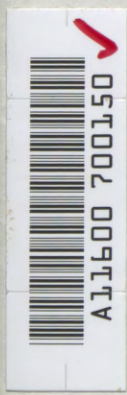


Printed for the use of the  
Committee on Interior and Insular Affairs

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1972

71-523 O





AY  
8/18/81  
270

CONNECTICUT RIVER VALLEY

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

HENRY M. JACKSON, Washington, *Chairman*

CLINTON P. ANDERSON, New Mexico  
ALAN BIBLE, Nevada  
FRANK CHURCH, Idaho  
FRANK E. MOSS, Utah  
QUENTIN N. BURDICK, North Dakota  
GEORGE McGOVERN, South Dakota  
LEE METCALF, Montana  
MIKE GRAVEL, Alaska

GORDON ALLOTT, Colorado  
LEN B. JORDAN, Idaho  
PAUL J. FANNIN, Arizona  
CLIFFORD P. HANSEN, Wyoming  
MARK O. HATFIELD, Oregon  
TED STEVENS, Alaska  
HENRY BELLMON, Oklahoma

JERRY T. VERKLER, *Staff Director*  
WILLIAM J. VAN NESS, *Chief Counsel*  
BERNARD C. HARTUNG, *Professional Staff Member*  
CHARLES COOK, *Minority Counsel*

SUBCOMMITTEE ON PARKS AND RECREATION

ALAN BIBLE, Nevada, *Chairman*

HENRY M. JACKSON, Washington  
CLINTON P. ANDERSON, New Mexico  
FRANK CHURCH, Idaho  
FRANK E. MOSS, Utah

CLIFFORD P. HANSEN, Wyoming  
PAUL J. FANNIN, Arizona  
MARK O. HATFIELD, Oregon  
HENRY BELLMON, Oklahoma



# CONTENTS

|                                        |           |
|----------------------------------------|-----------|
| S. 36.....                             | Page<br>3 |
| Department of the Interior report..... | 17        |

## STATEMENTS

|                                                                                                                                                                                                                                                                                                                    |        |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| Hartzog, George B., Director, National Park Service, Department of the Interior, accompanied by David Kimball, Chief, Division of Federal, State, and Private Assistance, Northeast Region, National Park Service.....                                                                                             | 46     |
| Moore, William, vice chairman of the Gateway Advisory Committee.....                                                                                                                                                                                                                                               | 31     |
| Reed, Nathaniel, Assistant Secretary of the Interior Department, accompanied by Mike Griswold, Chief, Division of Legislative Coordination and Support; Andy Feil, landscape architect; and Dave Kimball, Chief, Division of Federal, State, and Private Assistance, Northeast Region, National Parks Service..... | 21     |
| Ribicoff, Hon. Abraham, a U.S. Senator from the State of Connecticut.....                                                                                                                                                                                                                                          | 18     |
| Thach, James H., representative, Lyme, Conn.....                                                                                                                                                                                                                                                                   | 37, 41 |

## COMMUNICATIONS

|                                                                                                                                                                                                     |    |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----|
| Bugbee, Merle S., for the Board of Selectmen, Old Lyme, Conn.: Letter to Senator Bible, dated November 5, 1971.....                                                                                 | 43 |
| Mazer, John H., first selectman, Lyme, Conn.: Letter to Senator Bible, dated November 5, 1971.....                                                                                                  | 43 |
| Judd, Peter H., Killingworth, Conn.: Letter to Senator Bible, dated November 4, 1971.....                                                                                                           | 60 |
| Moore, William G., State senator:                                                                                                                                                                   |    |
| Letter to Senator Ribicoff, dated November 16, 1971.....                                                                                                                                            | 56 |
| Letter to Nathaniel Reed, Assistant Secretary of the Interior, dated November 18, 1971.....                                                                                                         | 55 |
| Reed, Nathaniel, Assistant Secretary of the Interior: Letter to William G. Moore, State senator, dated November 12, 1971.....                                                                       | 54 |
| Ribicoff, Hon. Abraham: Letter to Hon. Rogers C. B. Morton, Secretary of the Interior, dated November 8, 1971.....                                                                                  | 54 |
| Scheide, Philip, president, Joshua-town Association, Lyme, Conn.: Memo to Subcommittee on Parks and Recreation of the Senate Committee on Interior and Insulra Affairs, dated November 3, 1971..... | 42 |

## ADDITIONAL INFORMATION

|                                                                                                             |    |
|-------------------------------------------------------------------------------------------------------------|----|
| "Historic Riverway Aims at Preservation", article from Journal, Meriden, Conn., dated November 9, 1971..... | 57 |
| "Preserving the Valley", article from the Republican, Waterbury, Conn., dated November 10, 1971.....        | 57 |
| Man-year and cost data statement, chart.....                                                                | 18 |
| Railroad operation, Connecticut Historic Riverway, schedule.....                                            | 47 |
| Resolution: Town of Lyme, Conn.....                                                                         | 42 |
| "Time To Pass the Riverway Bill", article from the Register, New Haven, Conn., dated November 14, 1971..... | 58 |



# THE HISTORY OF THE UNITED STATES

OF THE UNITED STATES OF AMERICA

BY JAMES M. SMITH

THE HISTORY OF THE UNITED STATES OF AMERICA, FROM THE FIRST SETTLEMENTS TO THE PRESENT TIME. BY JAMES M. SMITH, ESQ. OF THE BAR AT NEW-YORK. VOL. I. NEW-YORK: PUBLISHED BY J. B. ALLEN, 1840.

THE HISTORY OF THE UNITED STATES

OF THE UNITED STATES OF AMERICA, FROM THE FIRST SETTLEMENTS TO THE PRESENT TIME. BY JAMES M. SMITH, ESQ. OF THE BAR AT NEW-YORK. VOL. I. NEW-YORK: PUBLISHED BY J. B. ALLEN, 1840.

THE HISTORY OF THE UNITED STATES

OF THE UNITED STATES OF AMERICA, FROM THE FIRST SETTLEMENTS TO THE PRESENT TIME. BY JAMES M. SMITH, ESQ. OF THE BAR AT NEW-YORK. VOL. I. NEW-YORK: PUBLISHED BY J. B. ALLEN, 1840.



## CONNECTICUT RIVER VALLEY

---

MONDAY, NOVEMBER 8, 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 notice, at 10 a.m. in room 3110, New Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senator Bible.

Also Present: Bernard C. Hartung, professional staff member; and Tom Nelson, assistant minority counsel.

Senator BIBLE. The hearing will come to order.

This is an open public hearing for the Subcommittee on Parks and Recreation on S. 36, a bill to preserve and promote the resources of the Connecticut River Valley, and for other purposes.

The principal purpose of this legislation is to establish a Connecticut Historic Riverway along the southernmost section of the Connecticut River in the State of Connecticut.

Situated in the center of historic New England, the Connecticut River provides an unmatched array of natural, scenic, historic, and recreation resources. It remains the only large river in the United States without a major urban area or seaport at its mouth. The confluences of the river and Long Island Sound is within 120 miles of Boston and 90 miles of New York City. Today, over 20 million people live within 100 miles of the proposed Connecticut Historic Riverway Area. Rapid population growth is expected to continue for the rest of the century.

The southernmost reaches of the Connecticut River, in the proposed historic riverway region, are surrounded by low-lying marsh areas as well as forested hills. The steeper slopes approaching the estuary has not been heavily settled. In the flatlands and on the more gentle slopes are situated small, scenic, and historic Connecticut communities such as East Haddam, Chester, Deep River, and Essex.

Other public efforts to preserve the beauty of this portion of the river already exist. Within the proposed riverway boundary, the State of Connecticut owns Gillette Castle State Park, Seldon Neck State Park, and part of the Cockaponset State Park.

The estimated cost of the development of the Connecticut National Riverway is \$23 million.

First, Mr. Reporter, we will make a part of the record the bill, Senate bill 36, introduced by Senator Ribicoff, January 25, 1971. We



will likewise make a part of the record the official position of the Department of Interior, dated November 8, 1971, signed by the Assistant Secretary of the Interior, Nathaniel Reed, and that will likewise be made a part of the record at this point.

(The documents referred to follow:)



92D CONGRESS  
1ST SESSION

# S. 36

## IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1971

Mr. RIBICOFF introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

## A BILL

To preserve and promote the resources of the Connecticut River Valley, and for other purposes.

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

### STATEMENT OF POLICY

SECTION 1. The Congress finds that the Connecticut River and the first tier of towns bordering the river in the States of Connecticut, Vermont, and New Hampshire, and the Commonwealth of Massachusetts, as generally depicted on the map entitled "Connecticut River Valley corridor", numbered NSR-CON-91,000 and dated August 1970, which is on file and available for public inspection in the offices of the National Park Service, Department of the Interior, pos-



1 sess unusual scenic, ecological, scientific, historic, recreational,  
2 and other values contributing to public enjoyment, inspira-  
3 tion, and scientific study. The Congress further finds that it  
4 is in the best interests of the citizens of the United States for  
5 the United States to take action to preserve and promote  
6 such values for the enjoyment of present and future genera-  
7 tions, to preserve the natural ecological environment and  
8 develop the recreational potential of the area, and to encour-  
9 age maximum complementary action by State and local gov-  
10 ernments and private individuals, groups, and associations.

#### 11 CONNECTICUT HISTORIC RIVERWAY

12 SEC. 2. In order to provide for conservation of the  
13 scenic, scientific, historic, ecological, and other values con-  
14 tributing to public enjoyment, as well as the public outdoor  
15 recreation use and enjoyment of the Connecticut River Val-  
16 ley corridor, consistent with the well-being of present and  
17 future residents of the area, there is hereby established the  
18 Connecticut Historic Riverway (hereinafter referred to as  
19 the "riverway"). The boundaries of such Riverway shall be  
20 as generally delineated on the map numbered NR-CON-  
21 40,000, and dated July 1970. The Secretary of the Interior  
22 (hereinafter referred to as the "Secretary") may revise the  
23 boundaries of the riverway from time to time with a view to  
24 carrying out the purposes of this Act, with the approval of  
25 a majority of the advisory committee for such unit, as es-



## 3

1 tablished and described in section 6 of this Act and herein-  
2 after referred to as the "committee", but the total acreage  
3 within the revised boundaries of the unit shall not exceed  
4 twenty-three thousand five hundred acres.

5 ACQUISITION OF PROPERTY FOR THE CONNECTICUT

6 HISTORIC RIVERWAY

7 SEC. 3. (a) Within the boundaries of the riverway, the  
8 Secretary may acquire without the consent of the owner not  
9 to exceed five thousand acres of privately owned lands,  
10 waters, and interests therein which he determines are pres-  
11 ently needed to carry out the purposes of this Act: *Provided,*  
12 That the Secretary may acquire a fee title only in cases  
13 where, in his judgment, the acquisition of scenic easements  
14 or other less-than-fee interests would not be adequate to  
15 carry out the purposes of this Act. The remaining privately  
16 owned property within such unit may not be acquired by  
17 the Secretary without the consent of the owner or owners  
18 (hereinafter referred to as "owner") for one year following  
19 the date of enactment of this Act, and thereafter so long as  
20 an appropriate local zoning agency shall have in force and  
21 applicable to such a property a duly adopted, valid zoning  
22 ordinance approved by the Secretary. In order to carry out  
23 the provisions of this section, and following public hearings,  
24 the Secretary shall issue regulations, specifying standards  
25 that are consistent with the purposes of this Act. Such regu-



1 lations and amendments thereto must receive the approval  
2 of a majority of the committee before issuance.

3 (b) The standards specified in such regulations shall  
4 have the object of (i) regulating new commercial or indus-  
5 trial uses of such property consistent with the purposes of  
6 this Act, and (ii) promoting the protection and development  
7 for purposes of this Act of such property by means of acre-  
8 age, frontage, setback design, and subdivision controls and  
9 by prohibiting the cutting of timber, burning of undergrowth,  
10 removing soil or other landfill, and dumping or storing refuse  
11 in such a manner that would detract from the natural or tra-  
12 ditional riverway scene: *Provided*, That such standards shall  
13 not discourage the constructive development and use of land  
14 for industrial and commercial purposes which are consistent  
15 with the purposes of this Act.

16 (c) Following issuance of such regulations the Secre-  
17 tary shall approve any zoning ordinance or any amendment  
18 to any approved zoning ordinance submitted to him that  
19 conforms to the standards contained in the regulations in  
20 effect at the time of adoption of the ordinance or amend-  
21 ment. Such approval shall remain effective for so long as such  
22 ordinance or amendment remains in effect as approved.

23 (d) No zoning ordinance or amendment thereof shall be  
24 approved by the Secretary which (i) contains any provi-  
25 sions that he considers adverse to the protection and develop-



1 ment of such property in accordance with the purposes of  
2 this Act, or (ii) fails to have the effect of providing that  
3 the Secretary shall receive notice of any variance granted  
4 under, or any exception made to, the application of such  
5 ordinance or amendment.

6 (e) If any property, with respect to which the Secre-  
7 tary's authority to acquire by condemnation has been sus-  
8 pended according to the provisions of this section, is made  
9 the subject of a variance under, or becomes for any reason  
10 an exception to, such zoning ordinance, or is subject to any  
11 variance, exception, or use that fails to conform to any ap-  
12 plicable standard contained in regulations of the Secretary  
13 issued pursuant to this section and in effect at the time of  
14 passage of such ordinance, the Secretary may terminate the  
15 suspension of his authority to acquire such property by con-  
16 demnation: *Provided*, That the owner of any such property  
17 shall have ninety days after written notification from the  
18 Secretary to discontinue the variance, exception, or use re-  
19 ferred to in such notification.

20 (f) The Secretary shall furnish to any party in interest,  
21 upon request, a certificate indicating the property with re-  
22 spect to which the Secretary's authority to acquire by con-  
23 demnation is suspended.

24 ADDITIONAL PROPERTY ACQUISITION PROVISIONS

25 SEC. 4. (a) The Secretary is authorized to acquire the  
26 lands, waters, and interests therein (including scenic ease-



1 ments) within the riverway by donation, negotiated purchase  
2 with donated or appropriated funds, transfer, exchange, or  
3 condemnation except that such authority to acquire by con-  
4 demnation shall be exercised only in the manner and to the  
5 extent specifically provided in section 3 of this Act.

6 (b) With the exception of any lands which the Sec-  
7 retary determines are presently needed for public use fa-  
8 cilities to carry out the purposes of this Act, any owner of  
9 improved property within the unit on the date of its ac-  
10 quisition by the Secretary may elect, as a condition to such  
11 acquisition to retain a right of use and occupancy of the im-  
12 proved property for noncommercial residential and agricul-  
13 tural purposes for a period ending at the death of the owner  
14 or his spouse, whichever occurs later, or for a fixed term  
15 not to exceed twenty-five years. The Secretary shall pay  
16 to the owner the fair market value of the property on the  
17 date of its acquisition less the fair market value on such date  
18 of any right retained by the owner. Any retained right of use  
19 and occupancy may be transferred or assigned. Whenever  
20 the Secretary finds that the property or any portion thereof  
21 has ceased to be used for noncommercial residential purposes,  
22 he may terminate the right of use and occupancy upon ten-  
23 dering to the holder thereof an amount equal to the fair  
24 market value of the portion of said right which remains  
25 unexpired on the date of termination.



1       (c) As used in this section, the term "improved prop-  
2 erty" shall mean a one-family dwelling the construction of  
3 which was begun before July 1, 1970, together with so  
4 much of the land on which the dwelling is situated, the said  
5 land being in the same ownership as the dwelling, as the  
6 Secretary shall designate to be reasonably necessary for  
7 the enjoyment of the dwelling and land for noncommercial  
8 residential or agricultural purposes, together with any struc-  
9 tures accessory to the dwelling which are situated on the  
10 land so designated: *Provided*, That the Secretary may ex-  
11 clude from the land so designated any water bodies together  
12 with so much of the adjacent land as he deems necessary for  
13 public access thereto.

14       (d) Any property or interests therein within the river-  
15 way which are owned by a State or by any political sub-  
16 division thereof or permanently preserved for conservation  
17 purposes under the ownership of a nonprofit, nonstock  
18 organization may be acquired only by donation. Notwith-  
19 standing any other provision of law, any Federal property  
20 located within the riverway may, with the concurrence of  
21 the agency having custody thereof, be transferred to the  
22 administrative jurisdiction of the Secretary, without transfer  
23 of funds, for administration by him as part of the recrea-  
24 tion area.



## 1 ADMINISTRATIVE PROVISIONS

2 SEC. 5. (a) The Secretary shall administer and pro-  
3 tect the riverway with the primary aim of conserving the  
4 natural resources located within it and preserving the area  
5 in as nearly its natural state and condition as possible. No  
6 development or plan for the convenience of visitors shall be  
7 undertaken in the riverway which would be incompatible  
8 with the overall lifestyle of residents of the area, accepted  
9 ecological principles, the preservation of the physiographic  
10 conditions now prevailing, or with the preservation of such  
11 historic sites and structures as the Secretary may designate.

12 (b) The riverway shall be administered, protected, and  
13 developed by the Secretary in accordance with the provisions  
14 of this Act and the Act of August 25, 1916 (39 Stat. 535),  
15 as amended and supplemented (16 U.S.C. 1 et seq.), ex-  
16 cept that the Secretary may utilize any other statutory  
17 authority available to him for the conservation and manage-  
18 ment of natural resources to the extent he finds such au-  
19 thority will further the purposes of this Act.

20 (c) The Secretary shall permit hunting, fishing, and  
21 trapping on lands and waters under his jurisdiction within  
22 the riverway in accordance with the applicable laws of the  
23 States concerned and of the United States, except that the  
24 Secretary may designate zones where, and establish periods  
25 when, no hunting, no fishing, or trapping shall be permitted



1 for reasons of public safety, fish or wildlife management,  
2 administration, or public use and enjoyment. Except in  
3 emergencies, any regulations of the Secretary prescribing  
4 any such restrictions shall be issued only after consultation  
5 with the appropriate agency of the State concerned.

6 (d) The Federal Power Commission shall not authorize  
7 the construction, operation, or maintenance within the river-  
8 way of any dam, water conduit, reservoir, transmission line,  
9 or other project works under the Federal Power Act (41  
10 Stat. 1063), as amended (16 U.S.C. 791a et seq.): *Pro-*  
11 *vided*, That the provisions of that Act shall continue to apply  
12 to any project, as defined in that Act, already licensed.

13 (e) Designated National Park Service employees of the  
14 riverway may make arrests for violations of any Federal  
15 laws or regulations applicable to the area, and they may bring  
16 the accused person before the nearest magistrate, judge, or  
17 court of the United States having jurisdiction in the premises.

18 ADVISORY COMMITTEE

19 SEC. 6. (a) There is hereby established the Connecticut  
20 Historic Riverway Advisory Committee.

21 (b) Such committee shall be composed of members  
22 appointed for a term of two years by the Secretary as follows:

23 (1) a member appointed to represent the State of  
24 Connecticut. Such appointments shall be made from rec-



14       ommendations of the Governor of the State of  
15       Connecticut;

16       (2) a member appointed to represent the appro-  
17       priate regional planning commissions or agencies of  
18       Connecticut. Such appointments shall be made from  
19       recommendations of the heads of such commissions or  
20       agencies;

21       (3) a member appointed to represent each town  
22       referred to in section 1 of this Act that is directly  
23       affected by the establishment of the riverway and such  
24       appointments shall be made from recommendations of  
25       the governing body of such towns; and

14       (4) a member to be designated by the Secretary;  
15       and

16       (5) a member to be designated by the Admin-  
17       istrator of the Environmental Protection Agency or  
18       other such Federal agency which assumes the respon-  
19       sibility for the protection of the environment by change  
20       of law or by Executive order, unless that agency is  
21       under the administrative jurisdiction of the Secretary of  
22       the Interior.

23       (c) The chairman of the committee shall be elected by  
24       the membership thereafter for a term of not to exceed two



1 years. Any vacancy in the committee shall be filled in the  
2 same manner in which the original appointment was made.

3 (d) All members of the committee shall serve without  
4 compensation as such. The Secretary is authorized to pay  
5 the expenses reasonably incurred by the committee in carry-  
6 ing out their responsibilities under this Act on the presenta-  
7 tion of vouchers signed by the chairman.

8 (e) The Secretary or his delegate shall consult regu-  
9 larly with the committee with respect to all matters relating  
10 to the development and administration of the riverway,  
11 and with respect to carrying out the provisions of this Act,  
12 including but not limited to matters relating to the acquisi-  
13 tion of lands, the issuance of regulations specifying standards  
14 for zoning ordinances, and the administration of the  
15 riverway.

16 (f) The committee shall make available to the Secre-  
17 tary an annual report reviewing matters relating to the  
18 development of the riverway, including land acquisition and  
19 the zoning standards policies, and shall make recommenda-  
20 tions thereto.

#### 21 CONNECTICUT RIVER VALLEY CORRIDOR

22 SEC. 7. (a) The Secretary, in accordance with author-  
23 ity contained in the Act of May 28, 1963 (77 Stat. 49), and  
24 in consultation with the New England River Basin Commis-  
25 sion and the advisory committee established by section 6 of



1 this Act, shall encourage coordinated planning for the con-  
2 servation and development of the scenic, ecological, scientific,  
3 historic, and recreational resources of the Connecticut River  
4 Valley corridor which is defined for the purpose of this sec-  
5 tion as that part of the Connecticut River Valley corridor  
6 depicted on the map referred to in section 1 of this Act which  
7 is located within the State of Connecticut. The Secretary  
8 shall give particular attention to encouraging and coordinat-  
9 ing the conservation and development of the outdoor recrea-  
10 tion resources of the corridor that are outside the boundaries  
11 of the riverway, and he is authorized to provide technical  
12 assistance to State and local governments and private indi-  
13 viduals, groups, and associations with respect to the conser-  
14 vation and development of such resources. The Secretary is  
15 authorized to establish a regional office of the Bureau of Out-  
16 door Recreation within the boundaries of the Connecticut  
17 River Valley corridor in order to facilitate the planning and  
18 coordination under this section.

19 (b) The Secretary shall encourage State, regional,  
20 county, and municipal bodies to adopt and enforce adequate  
21 master plans and zoning ordinances which will promote the  
22 use and development of private owned lands within the  
23 corridor in a manner consistent with the purposes of this  
24 section, and he is authorized to provide technical assistance



1 to such bodies in the development of such plans and  
2 ordinances.

3 (c) The Secretary shall cooperate with the appropriate  
4 State and local agencies to provide safeguards against pollu-  
5 tion of the Connecticut River and unnecessary impairment to  
6 the scenery thereof.

7 (d) In order to avoid, insofar as possible, decisions or  
8 actions by any department, agency or instrumentality of  
9 the United States which could have a direct or adverse  
10 effect on the outdoor recreation resources of the corridor,  
11 all departments, agencies, and instrumentalities of the United  
12 States shall consult with the Secretary concerning any plans,  
13 programs, projects, and grants under their jurisdiction within  
14 the corridor. Any Federal department, agency, or instru-  
15 mentality before which there is pending an application for  
16 a license for any activity which could have such effect on  
17 the outdoor recreation resources of the corridor shall notify  
18 the Secretary, and, before taking final action on such appli-  
19 cation, shall allow the Secretary ninety days to present his  
20 views on the matter.

21 (e) The Secretary of Agriculture shall study means of  
22 preserving the agricultural, forest, and rural open space  
23 character of the corridor, and shall submit a report of his  
24 findings and recommendations to the President and Congress  
25 within one year after the date of this Act.



## 14

## 1                   SHORELINE EROSION CONTROL

2       SEC. 8. The Secretary of the Interior and the Secre-  
3   tary of the Army shall cooperate in the study and formu-  
4   lation of plans for shoreline erosion control of the Connect-  
5   icut River; and any protective works for such control  
6   undertaken by the Chief of Engineers, Department of the  
7   Army, shall be carried out in accordance with a plan that  
8   is acceptable to the Secretary of the Interior and is consist-  
9   ent with the purposes of this Act.

## 10                   •                   APPROPRIATIONS

11       SEC. 9. There are hereby authorized to be appropriated  
12   not to exceed \$23,000,000 to carry out the provisions of this  
13   Act.



U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., November 8, 1971.

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

DEAR MR. CHAIRMAN: This is in response to your request for the views of this Department on S. 36, and S. 318, similar bills "To preserve and promote the resources of the Connecticut River Valley, and for other purposes", and a substitute amendment to S. 318.

We recommend the enactment of S. 36. We recommend that action on S. 318 and the substitute amendment to S. 318 be deferred.

S. 36 would acknowledge the historic, scenic and recreational values of the Connecticut River in the States of Connecticut, Vermont and New Hampshire and the Commonwealth of Massachusetts, and authorize the establishment of a 23,500-acre "Riverway" segment in the State of Connecticut. The Secretary of the Interior would be authorized to acquire within the proposed Riverway up to 5,000 acres through condemnation proceedings in cases where acquisition of scenic easements or less-than-fee interests are inadequate to carry out the purposes of the bill. An advisory committee is established, with which the Secretary would consult concerning matters related to the development and administration of the proposed Riverway. S. 36 authorizes \$23,000,000 to be appropriated to carry out the provisions of the bill.

S. 318 and the substitute amendment to S. 318 would establish a three-part Historic Riverway in the States of Connecticut, Vermont and New Hampshire, and the Commonwealth of Massachusetts. The total acreage authorized by S. 318 would not exceed 56,700 acres, and by the substitute amendment, not exceed 57,850 acres. Both bills establish advisory committees for the three areas (lower Connecticut Historic Riverway, Mount Holyoke Riverway, and Coos Scenic Riverway) and provide extensive management direction for the proposed units. S. 318 authorizes \$46,000,000 to be appropriated to carry out the provisions of the bill. The substitute amendment to S. 318 contains an open-ended authorization.

In the 91st Congress your Committee approved, and the Senate passed S. 4090, a bill which is identical in substance to S. 36. In the report on the previous legislation (S. Rept. No. 91-1260), your Committee stated:

The Committee has been favorably impressed by the sound and far-sighted recommendations of the Bureau of Outdoor Recreation report, "New England Heritage".

After thorough evaluation of this report and a field investigation of the entire Connecticut River Valley, the Committee believes that Federal action initiating the major recommendations of "New England Heritage" should be undertaken as soon as possible.

The Committee believes that authorization of this 23,500-acres area *is an important first step* in developing a complementary Federal, State, and local program to save the Connecticut River. (Emphasis added.)

We concur in the Committee's observation that the area authorized in S. 36 represents an important step in preserving the historic, scenic, and recreational values of the Connecticut River. Review of the planning for the Connecticut portion of the area has been completed, and our plans for this portion are in accord with S. 36. We have not, however, completed our review of plans for the 3-unit area contemplated in S. 318 and the substitute amendment thereto. Accordingly, we recommend that action on these latter bills be deferred. We are hopeful, too, that the preservation and development of the Connecticut portion, as proposed in S. 36, will serve as an example to State and local governments all along the Connecticut River of action that can be taken in the future to protect its historic, scenic, and recreational resources.

We have identified 3,512 acres of private lands which should be acquired and which will be designated for acquisition under section 3(a) of S. 36. The remaining private lands would be subject to local zoning approved by the Secretary. The estimated land cost is \$17,450,000, which includes the cost of acquiring an additional 900 acres of private land if it becomes necessary to do so by reason of possible noncompliance with local zoning. The land cost estimate also includes



the necessary costs of compliance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, which are estimated to be \$540,000.

Based on August 1971 prices, development costs are estimated to be \$4,569,000. Annual operating and maintenance costs are expected to be \$343,900 after the fifth year.

A man-year and cost data statement is enclosed.

The Office of Management and Budget has advised that there is no objection to the submission of this report from the standpoint of the Administration's program.

Sincerely yours,

NATHANIEL REID,  
*Assistant Secretary of the Interior.*

Enclosure.

CONNECTICUT HISTORIC RIVERWAY—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    |
|-----------------------------------------------------------|-----------|------------|-----------|-----------|-----------|
| <b>Estimated man-years of civilian employment:</b>        |           |            |           |           |           |
| Executive direction.....                                  | 3.0       | 3.0        | 3.0       | 3.0       | 3.0       |
| Substantive:                                              |           |            |           |           |           |
| Permanent.....                                            | 4.0       | 8.0        | 10.0      | 11.0      | 11.0      |
| Seasonal.....                                             | 1.5       | 1.5        | 2.5       | 3.5       | 7.0       |
| Total substantive.....                                    | 4.5       | 8.5        | 12.5      | 14.5      | 18.0      |
| Total, executive direction and substantive.....           | 7.5       | 11.5       | 15.5      | 17.5      | 21.0      |
| <b>Estimated expenditures:</b>                            |           |            |           |           |           |
| Personnel services.....                                   | \$96,000  | \$120,800  | \$137,000 | \$144,600 | \$154,800 |
| All other.....                                            | 7,460,000 | 11,455,200 | 1,190,000 | 1,648,400 | 773,200   |
| Total.....                                                | 7,456,000 | 11,584,000 | 1,327,000 | 1,793,000 | 828,000   |
| <b>Estimated obligations:</b>                             |           |            |           |           |           |
| Land and property acquisition.....                        | 7,200,000 | 10,250,000 |           |           |           |
| Developments.....                                         | 132,000   | 1,298,000  | 1,309,000 | 1,725,000 | 105,000   |
| Operations (management, protection, and maintenance)..... | 165,000   | 218,400    | 274,600   | 300,000   | 343,900   |
| Total.....                                                | 7,497,000 | 11,766,400 | 1,583,600 | 2,025,000 | 448,900   |

Senator BIBLE. There may be others coming this morning, but I recollect the commitments that everyone has, Senator Ribicoff, but we will proceed right now.

**STATEMENT OF HON. ABE RIBICOFF, A U.S. SENATOR FROM THE  
STATE OF CONNECTICUT**

Senator RIBICOFF. Thank you, Mr. Chairman.

The Connecticut Historic Riverway will preserve the beauty of the river valley and will enable area residents to "continue the tranquility they cherish."

Preservation is what the Connecticut Historic Riverway is all about. It offers the means to preserve the natural heritage while regulating development in a manner consistent with the history and life style of the region.

The legislation, S. 36, introduced by me January 25, passed in the Senate last year but was not acted upon in the House.

The proposed riverway, an 11-mile, 23,500-acre preserve along the Connecticut River between Old Saybrook and Haddam, would be the



initial step in my long-range proposal to set aside Federal lands throughout the river valley from Long Island Sound to the Canadian border.

The long-range proposal calls for a four-State, 56,700-acre Federal preserve in Connecticut, Massachusetts, Vermont, and New Hampshire.

Mr. Chairman, I am pleased to be here today to support my legislation, S. 36, a bill to create the Connecticut Historic Riverway.

"You have sailed with me up the Connecticut River between Old Saybrook and East Haddam and know that the area this bill will preserve is a unique example of Connecticut's natural and historic past.

The issue which concerned us then and again today is how long the environment and life style we observed will remain. Last Congress, this subcommittee and the full Senate, in response to your leadership, approved almost identical legislation. Unfortunately, the House of Representatives did not act before Congress adjourned.

All of us in Connecticut appreciate your continued interest in the historic riverway and hope that the subcommittee will act promptly on this bill.

The relative isolation that has protected the estuary region is rapidly disappearing. The completion of several major highways has put the river valley within easy driving distance of Connecticut's large cities and has created a potential for vast industrial and commercial development.

Signs of deterioration have appeared since the chairman and I visited there. The industrialization around the river is spreading inward. Land subdivisions along the shoreline threaten remaining open space access to the river. Marinas are taking up many of the coves and inlets. Development is even taking place on the tidal wetlands which support the ecological balance of the estuary.

Residential and commercial development can never be stopped completely. However, with careful and imaginative planning, such development can be controlled in order to insure the integrity of the local environment while at the same time contributing to a healthy and growing economy.

Preservation is what the Connecticut Historic Riverway is all about. It offers the means to preserve the natural heritage while regulating the development in a manner consistent with the history and life-style of the region.

Some people, of course, claim that this can be accomplished by the local governments on a purely voluntary basis. Experience has taught us otherwise. No matter how pristine local intentions are, sooner or later some one person, company or town will yield to the lure of financial gain and sell out to a developer.

There are, however, legitimate interests of the local residents which must be taken into consideration.

This is an area which has been settled for over 300 years. The residents value not only the beauty of the river valley, but also the way of life. While Federal authorities view the Historic Riverway as a way to stave off potential environmental threats, area residents are also anxious to continue the tranquility they cherish.



The chairman and I remember the National Park Service's original plans for vast recreational development—an idea I have always opposed. This textbook example of a Federal agency attempting to fulfill national needs without respecting or contemplating local values sent rumors of a Federal bulldozer through the area which have taken a long time to dispel.

Those of us who know the estuary region are fully aware that the stretch of the river between Old Saybrook and East Haddam simply could not support the intensive recreational development the Park Service contemplated. Moreover, such development is not in the national interest. The national interest, rather, is to preserve the natural, historical, and cultural values which have developed over the years.

As the chairman knows, the historic riverway will be established in, as far as national parks are concerned, a relatively heavily populated area. The Park Service will not be simply entering an area of few people and vast open spaces, but a series of river bank communities. The historic riverway will become part of those communities—part of the way of life for thousands of local citizens. Whatever occurs in the historic riverway will have a direct impact on their lives.

Because of the obvious consequences of such an undertaking, the first decision I made was that the riverway communities would have the maximum possible input on any decisions which affected them.

A local advisory committee was formed to represent the interests of the towns. These dedicated men and women worked closely with me and my staff in developing the original legislation.

Since its establishment, the advisory committee has been invaluable—helping the local residents understand the proposals, meeting with Park Service officials, and advising me of suggested changes in the legislation.

The bill now before the subcommittee is a good example of what can be done to balance national, State and local needs. The bill makes it clear that while it is in the national interest to preserve the area for all Americans to enjoy, local residents must play a major role in determining the destiny of the project and their towns.

Under S. 36 the advisory committee's role will become permanent and official. It will act in unison with Park Service officials in developing and administering the historic riverway. Because of the unavoidable interrelationship of the park and the life of the towns, this is a role the citizens demand and deserve. They shall be partners with the Federal Government in determining the future of their hometowns.

If this cooperative relationship succeeds, it may well be the beginning of a new era of national parks. Most of our national parks have been established in vast uninhabited areas that man has not yet spoiled. There are, however, many smaller regions of national importance. Many of them exist in populated areas where the residents are fearful of Federal interference. I firmly believe that the Connecticut plan will work. Then, other communities will be more willing to ask for Federal assistance to preserve their fast disappearing natural resources."

Thank you Mr. Chairman.

Senator BIBLE. Our next witness is the Assistant Secretary.



STATEMENT OF ASSISTANT SECRETARY NATHANIEL REED, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY MIKE GRISWOLD, CHIEF, DIVISION OF LEGISLATIVE COORDINATION AND SUPPORT; ANDY FEIL, LANDSCAPE ARCHITECT; AND DAVE KIMBALL, CHIEF, DIVISION OF FEDERAL, STATE, AND PRIVATE ASSISTANCE, NORTHEAST REGION, NATIONAL PARK SERVICE

Mr. REED. Good morning, Mr. Chairman.

I am pleased to appear before this committee to present the views of the Department in support of S. 36, a bill "To preserve and promote the resources of the Connecticut River Valley, and for other purposes."

Under this proposal, 23,500 acres of riverfront lands and adjacent uplands along the Connecticut River estuary would be designated as the Connecticut Historic Riverway, in order to preserve the scenic character and historic values of the lower river, and to provide additional opportunities for outdoor recreation in this urban area.

This proposed area is within 120 miles of Boston and 90 miles of New York City. Springfield, New Haven, Providence, and Hartford are even closer. According to the 1960 census, over 16 million people live within 100 miles of the area.

The Connecticut River estuary is fringed alternately with low-lying marshes and lands sloping to the water. Many of the steeper slopes are heavily forested and have not yet been subjected to intensive development. On the more gentle slopes and flatlands are many historic and scenic New England communities such as East Haddam, Chester, Deep River, and Essex. There are a number of islands in this area, presenting differing profiles—some are treeless and marshy, while others rise to modest elevations, crowned with trees and shrubs. Away from the river, the land rises gradually in most places and takes on a hilly character, attaining maximum elevations of over 500 feet. The higher elevations are heavily forested, while in the intervening valleys there are small farming centers.

Along several sections of the river the land drops abruptly to form steep cliffs. The small communities along this part of the river are separated and there has been a relatively slow rate of development since they were initially settled in the mid-17th century.

S. 36 would authorize the Secretary to acquire within the proposed Connecticut Historic Riverway up to 5,000 acres through condemnation proceedings, with the remainder exempt from acquisition for 1 year after enactment and thereafter for so long as they are zoned in accordance with standards approved by the Secretary.

Any property within the riverway owned by the State of Connecticut or its political subdivisions could be acquired only by donation. Hunting, fishing, and trapping would be permitted on lands and waters within the riverway under the Secretary's jurisdiction in accordance with applicable State and Federal laws.

Mr. Chairman, we have identified 3,512 acres of private lands which should be designated and acquired under section 3(a), including a 40-acre detached tract which we contemplate including within the riverway through the boundary adjustment authority in the bill.



Total land acquisition costs are estimated to be \$17,450,000, including relocation costs. Total development costs, based on August 1971 prices, are estimated at \$4,569,000, and operating and maintenance costs are expected to be \$343,900 after the fifth year. A total of 14 permanent and 7 man-years of seasonal employment are contemplated.

Mr. Chairman, we are pleased to recommend that S. 36 be enacted. We share your committee's views expressed in its report on the legislation in the 91st Congress, that establishment of the Connecticut Historic Riverway will be an important step in the protection of this fine river.

Thank you very much. I shall be happy to answer any questions you may have at this time.

Senator BIBLE. Well, thank you, Mr. Secretary. This hearing is simply in the nature of an updated hearing because as I indicated and Senator Ribicoff implied and as you stated, this bill was passed in substantially this form at the last session of the Congress by the U.S. Senate. It was not acted upon by the House of Representatives.

So, it is rather clear, at least as far as the Senate is concerned, they feel this is a worthwhile project and it should go forward.

Do you have—and I won't actually expect you to have the detail in mind, maybe you do and if so, so much the better, but if you don't have it in mind—Mr. Griswold may have the information. I am not sure he identified himself for the record.

Mr. REED. I would like to identify Mr. Griswold of the National Park Service with me, and he has a small team with him which I hope can answer any of your questions, sir.

Senator BIBLE. I would like to find out how the bill we are now considering and the bill that has the recommendations of the administration differ from the bill that passed the Senate last year?

Mr. GRISWOLD. Insofar as the management, insofar as land acquisition features, insofar as development is concerned, they are essentially identical, Mr. Chairman.

Senator BIBLE. Do you have an advisory committee built into this bill as you did last year?

Mr. GRISWOLD. Yes, sir; there is an advisory committee which is recommended by S. 36. That advisory committee would be appointed by the Secretary of the Interior and it would consist of one person who would represent the State of Connecticut, who would be nominated by the Governor. There would be a member representing the property regional planning commission or agency, which is a subdivision of the State, and that nomination will be made by the head or heads of such agencies or commissions, and there would be a member on this advisory committee representing each town within the Connecticut River corridor and within the riverway unit, more particularly within the riverway unit, and those nominations would be from the governing bodies of those towns.

Additionally, there would be a member designated by the Secretary and there would be a member designated by the Environmental Protection Agency.

The chairman of this committee would be elected by the membership.

The terms of membership would be for 2 years by all persons.



Senator BIBLE. I think that advisory committees are a wise addition to each of our park and recreation areas. It has the effect of a creative form, where local people can be heard. It is very important in the development of the project, where local people can also be heard and have a voice.

I think that is most important. It worked out very well at Cape Cod, which I believe was a pioneer in that area, and we have been including more and more advisory committees in the new park systems that have been created.

Now, tell me this: Are we agreed on the name? We seem to have some problems on the name, a year ago. What will we call this? What will this be?

Mr. REED. Connecticut Historic Riverway, sir.

Senator BIBLE. Connecticut Historic Riverway. I think we agreed on that wording last time. Is that the same language that we agreed on? We had all kinds of suggestions for various names, and that Historic Riverway did seem to typify or symbolize its importance. So, that remains unchanged.

Mr. GRISWOLD. That remains unchanged from the bill of last year.

Senator BIBLE. Whatever the number was, it was the Connecticut Historic Waterway, is that it?

Mr. GRISWOLD. Connecticut Historic Riverway.

Senator BIBLE. Oh, very well.

Now, last year, if my memory serves me well, and I have been prompted and refreshed by staff, the Director of the Park Service, Mr. Hartzog, stated you would have your report on the entire three-unit complex early in 1971. What is the status of that? Do you understand what I mean?

Connecticut River also took in Massachusetts, and then it went in and took in Vermont and New Hampshire as it headed way up in the north.

Mr. REED. The Secretary received a full briefing on the Bureau of Outdoor Recreation survey report and also the National Park Service's continuing report, and is very interested in the entire scope of the river, and has authorized the Department to go ahead in a planning effort to see how this very fine start can be tied into a broader range in the years to come.

Senator BIBLE. What you are saying is that the study has not been completed?

Mr. REED. That is right.

Senator BIBLE. Can you give me a timetable when it will be completed?

Mr. REED. The Secretary, feeling strongly this riverway is of such dynamic importance to the Eastern States where we have a lack of perhaps Federal interest in this highly urbanized area, has given his approval for expedition of that review, and I think it would be somewhere in the area of next spring, sir.

Senator BIBLE. Some time in the spring of 1972?

Mr. REED. That is right, sir.

Senator BIBLE. I always like to get the timetable so I see how vigorously you are working in your Department.

Where did the national cultural park idea come from? And this is the first I have heard of it in connection with this project.



Mr. REED. The national cultural park concept was passed by the advisory board on to the Secretary at the spring meeting this year. The Secretary feels it may be applicable in one or two areas which are being considered to be presented to you, sir, at future hearings. He has not completely given his endorsement to you, sir, but he feels it may well be applicable in certain areas. That is part of the study, after this hearing, to find out what those concepts are.

Senator BIBLE. The bill before us applies only to Connecticut, is that correct?

Mr. REED. Yes.

Senator BIBLE. Does the cultural park idea apply only to Connecticut?

Mr. REED. No, sir; on a number of areas yet to be selected by the Secretary for thoughtful consideration by this committee. In other words, we have not settled that the cultural park idea would be picked here. It well might be, after study.

Senator BIBLE. What is the cultural park?

Mr. REED. The concept of the cultural park would be to retain the flavor of an area, of its vast cultural impact on the American form of government, showing off our best features and traditions in a given area.

Senator BIBLE. Well now, spell that out a little. Does that mean that you would retain some of the historic homes that are along the Connecticut River because of their relationship to earlier American history? Is that what that means?

Mr. REED. Yes, sir; and also the current and historic uses of the land along that cultural park, within that cultural park.

Senator BIBLE. What does that mean?

Mr. REED. If there was ranching, for instance, in the traditional use of the land, that would be continued. If farming was, that would be encouraged and continued. If fishing was the primary interest, that would be encouraged and continued.

Senator BIBLE. What if there was mining?

Mr. REED. That might be of great historical significance in some of the Western States.

Senator BIBLE. Every time you create a national park in the West, you won't permit them to mine in that park.

Mr. REED. This would be a new concept.

Senator BIBLE. It sure would. That is why I was asking if it applied to mining. You have always said running a mining operation, digging up the earth, is completely contrary to the national park concept.

Mr. REED. This is a brandnew concept never before tried, unbroken ground, to protect historic uses of land in certain specific areas.

Senator BIBLE. That applies, in this area, only to the Connecticut portion?

Mr. REED. No. We are not really—this is a new concept of protecting a riverway, and our designation of this is "historic riverway."

Senator BIBLE. So, this is not necessarily a cultural park?

Mr. REED. No, sir.

Senator BIBLE. Of course, we have before us another bill in the Senate with which you are most familiar. That is Florida, and you are familiar with the Florida Frontier Rivers?



Mr. REED. Yes.

Senator BIBLE. And that embraces a cultural park concept?

Mr. REED. Yes.

Senator BIBLE. Actually, I think there is a lot to recommend in putting together a great number of historic areas, such as St. Augustine, Jacksonville. This ties up areas even some distance apart; it puts them in a chain, I suppose.

Your concept in this area, the Connecticut River, could well develop into something like that?

Mr. REED. Yes.

Senator BIBLE. Or like the Nez Perce out in Idaho, which is a series of areas that were very historic and culturally important insofar as the Nez Perce Indians were concerned.

Mr. REED. Yes.

Senator BIBLE. You mentioned 40 acres in Old Saybrook, to be used as a disbursing center.

Mr. GRISWOLD. This 40 acres, Mr. Chairman, has not been specifically identified, but rather three choices have been identified, and one of these three would probably be used. A disbursal center would be a place where the people are taken from their primary transportation routes there, and this is an Interstate Highway.

There is an Interstate Highway crossing the southern edge and intersects with a four-lane highway going up toward Hartford. People would be taken off, encouraged to leave their automobile there, and then they would be dispersed into the use areas.

In essence, it is a gathering and interpretation point.

Senator BIBLE. Would it be a visitors' center?

Mr. GRISWOLD. Yes, sir; a parking garage, a terminal for possibly a rail type of system for moving the people. There is an existing railway there, which is not, as I understand it, in operation at the moment, which goes north and is shown as a dotted line on the map before you.

Senator BIBLE. Why don't you develop your planned operation or development of the Connecticut Historic Riverway? I understand you are going to gather people together. Then what are you going to do with them after they get there?

Mr. GRISWOLD. Mr. Chairman, if we might, I would like to ask Mr. Andy Feil, who was captain of the team which has done the planning in this area, to explain to you the general distribution of the people and what would be intended for them in this area.

Senator BIBLE. All right. Identify yourself for the record.

Mr. FEIL. I am Andy Feil, Senator, with the National Park Service.

Senator BIBLE. Where are you located?

Mr. FEIL. Located in Washington.

Senator BIBLE. All right.

Mr. FEIL. I think one of the primary reasons for the transportation system, the railroad, up through this area, is to get most of the people off the local roads. We have several towns inside the park area here and it would be obvious if we let people drive in there all over the place it would be inundated with people.

We have here this rail line, which is State-owned, I understand, 60 foot right-of-way now, where we can have a system going back and



forth between two visitors' centers, one down here at Old Saybrook just off the interstate highway, and another one up here—

Senator BIBLE. Right at that point, who owns the railroad now?

Mr. FEIL. It is my understanding, Senator, the State owns the right-of-way for the railroad.

Senator BIBLE. There is no railroad operation there?

Mr. FEIL. The railroad is a defunct railroad, as I understand, and cars don't operate along it now. Occasionally, there may be some freight movement along it.

Senator BIBLE. Has the State of Connecticut indicated a willingness to donate the right-of-way to the Federal Government for the purpose of running a railroad?

Mr. FEIL. To my knowledge they have not.

Senator BIBLE. Was it contemplated that they would donate the right-of-way for this railroad?

Mr. FEIL. I think it was contemplated, but I am not sure.

Senator BIBLE. Who is sure?

Mr. GRISWOLD. The State plans include a right-of-way, which would be included in this, which would be included by donation. We do not have any commitment by the State for the donation of State lands.

Senator BIBLE. Is it your plan to seek this right-of-way? This is largely for the benefit of Connecticut, it seems to me. They are the ones that want it. Does the State of Connecticut charge the Federal Government for State lands and a right-of-way of this nature?

Mr. GRISWOLD. We do not believe they would, sir. As I say, we would acquire the State lands only by condemnation.

Senator BIBLE. What if they wouldn't donate these properties to you, what are you going to do? You want a railroad.

Mr. GRISWOLD. We would have to develop an alternative means of dispersal of the people along this route.

Senator BIBLE. All right. I am a great believer and have also indicated that this is largely for the benefit of the State of Connecticut, whatever fruits or emoluments flow from a national park or national historic riverway. It redounds largely to the benefit of the people of the State, or at least of the region involved. Certainly that would be true in Connecticut. I would hope that they would donate not only their right-of-way, but their various State parks.

You have got, let's see, Seldon Neck State Park—has there been an indication they will donate that or not?

Mr. GRISWOLD. No, sir; there is not an indication on any of the State lands.

Senator BIBLE. What is the total acreage to be acquired Mr. Griswold?

Mr. GRISWOLD. Mr. Chairman, the bill authorizes the fee acquisition not to exceed 5,000 acres within an exterior boundary of 23,500. Approximately 3,512, the precise acreage which is in private ownership, which we believe might have to be acquired in fee. Now, we believe that some of that 3,500 we can acquire protection through easements or partial rights acquired, but the maximum which we believe at the moment might have to be acquired in fee from privates is 3,512.

The remainder, approximately 2,000 acres of State land, would have to be acquired by donation.



Senator BIBLE. Then, of the 5,000 acres that you are permitted to acquire—is that to be procured in fee simple or is that to be obtained in fee simple and easements?

Mr. GRISWOLD. The purple areas, Mr. Chairman, or the darker red as they may appear, are areas we are positive as of now we would have to acquire with fee simple title.

Now, the red would be lands, and there is no differentiation on this map before you now between private lands and State lands, but those in red are ones we would acquire either fee or some partially to afford the protection we believe that particular land needs.

There might be some instances where we could work out an easement arrangement, but the price of the easement would be too great and we would agree and acquire fee title within the road area.

Senator BIBLE. How many homes are there within this area—private homes?

Mr. GRISWOLD. As I remember, Mr. Chairman, 97. I am going to check that. In residential category, we have three residences which are farm units, 44 year-round residential units, and 37 seasonal cottages.

Senator BIBLE. Very well. How many commercial establishments?

Mr. GRISWOLD. We have one which is in the class as a store, we have an airport, a pavilion, and then there is another development classified here broadly as bulkhead.

Senator BIBLE. Are there any other developments other than those you have indicated there?

Mr. GRISWOLD. No, sir, those are the improvements on private properties. This does not include improvements on public land.

Senator BIBLE. The only improvements on public lands are the improvements placed there by the State of Connecticut?

Mr. GRISWOLD. To my knowledge, yes, sir.

Senator BIBLE. The counties have no facilities there, the cities have none?

Mr. GRISWOLD. None to my knowledge.

Senator BIBLE. All right. You can verify that and if there is anything to be added to the record, feel free to do so.

Mr. GRISWOLD. Very well, sir. There are 4 acres of town lands. The remaining public lands which we have identified in that area was State lands.

Senator BIBLE. How about the town lands—what towns do you go through? I didn't realize there were towns inside the Riverway project.

Mr. GRISWOLD. If I could ask Mr. Feil to answer that—

Mr. FEIL. This is the town of Old Saybrook, Essex, Deep River, and Taylorville on the west side of the river. On the east side of the river this is East Haddam, Lyme Township, and Old Lyme Township.

Senator BIBLE. You exclude that from the taking area, don't you?

Mr. GRISWOLD. Sir, these are towns of broad county subdivisions.

Mr. REED. We are not taking any towns. Lands within townships, but not towns.

Senator BIBLE. Are you using "towns" as being synonymous with "townships?"

Mr. REED. Yes, sir.



Senator BIBLE. The township governments have what attitude on this bill?

Mr. GRISWOLD. Mr. Chairman, we have with us Mr. Dave Kimball, Chief of the Division of Federal and State Assistance.

Senator BIBLE. Mr. Kimball, identify yourself.

Mr. KIMBALL. I am David Kimball, Chief of Federal, State, and Private Assistance, Northeast Office, Philadelphia.

Senator BIBLE. Why don't you take the microphone, Mr. Kimball?

Mr. KIMBALL. Yes.

We have no official position on any of the town governments within the region. The towns have been represented on the citizens advisory committee, which as I understand endorsed this bill. The towns, as political units, so far as I know, have not taken a position.

Senator BIBLE. You don't know whether they are for this bill or against it, do you?

Mr. KIMBALL. No, sir.

Senator BIBLE. How many people do you have involved within the towns in the taking area? What is the population?

Mr. GRISWOLD. We have persons who might be displaced by acquisition of private property—our estimate is 80 people.

Senator BIBLE. Why would 80 people be displaced?

Mr. GRISWOLD. These are residential properties which we would acquire.

I point out, Mr. Chairman, this bill contains the usual rights of the landowner to reserve a 25-year occupancy or lifetime occupancy and use, providing the construction of his home was begun prior to July 1, 1970.

Senator BIBLE. How many have been constructed since July 1, 1970?

Mr. GRISWOLD. If we can answer that for the record, Mr. Chairman, I do not have a listing of development since July 1, 1970, with me.

Senator BIBLE. All right. Very well.

What other types of properties other than those you have testified to would be taken by the Federal Government or the Park Service if this bill becomes law?

Mr. GRISWOLD. I am sorry, Mr. Chairman, I didn't hear the question.

Senator BIBLE. What else do you take, Mr. Griswold, besides what you already testified to? Are there any other properties whatever that you take that you have not disclosed to the committee?

Mr. GRISWOLD. No, sir, our figures for the costs include the 40-acre detached site and as I say, that would be one of three identified sites. We have not yet settled on which of those three would be the one.

Senator BIBLE. If I have an automobile, can I drive through this historic riverway?

Mr. GRISWOLD. Yes, sir; you could. There are a number of delightful small generally surfaced with macadam type of roads. It is a very delightful place to drive.

Senator BIBLE. I have been there. I was wondering if you were going to close the roads?

Mr. GRISWOLD. The roads must be maintained.

Senator BIBLE. Are they on the State highway system?

Mr. GRISWOLD. I am uncertain as to whether it is a State, county, or local system. It is one of the three. They would be on a combination of the three.



Senator BIBLE. If this is taken over by the National Park Service, who will maintain them then, the Park Service?

Mr. GRISWOLD. We would maintain only those roads on the property which we acquired in fee, Mr. Chairman, and which were designed primarily to serve, for instance, as a visitors center. The road, as it exists today serving the local residents, would be continued to be operated and maintained by those local units of government.

Senator BIBLE. All right. What do you, or what did you say your cost of operation and maintenance is going to be?

Mr. GRISWOLD. At the end of 5 years, Mr. Chairman, \$343,900. That is operations. Maintenance, management, protection, maintenance rehabilitation, the entire operations picture.

Senator BIBLE. Is there any way that you can give us a figure of the number of people that visited this general area embraced within the waterway last year?

Mr. GRISWOLD. We don't have that figure with us, Mr. Chairman. We could attempt to acquire visitation at the Gillette Castle State Park, which is a developed State park.

Senator BIBLE. How about Gillette Castle, approximately how many people visit there annually?

Mr. GRISWOLD. I am advised that it is approximately 200,000 persons a year at the Gillette Castle State Park.

Senator BIBLE. And what do you envision as future visitation in this area, within 5 or 10 years, at the end of your development?

Mr. GRISWOLD. After this area is developed, after the 5 years, Mr. Chairman, we anticipate 940,000 visits per year.

Senator BIBLE. Will this area accommodate 940,000 people?

Mr. GRISWOLD. We believe it will, Mr. Chairman. This is not an extremely high number per day. The capacity—if I might strike that clause—we don't believe that the 940,000 is extremely high. I have a figure somewhere—I can't locate it at the moment, Mr. Chairman, which gives the expected daily capacity.

Senator BIBLE. Why don't you supply that for the record.

Mr. GRISWOLD. Yes.

(The information referred to was discussed in the November 22 hearing.)

Senator BIBLE. Is this almost entirely seasonal?

Mr. GRISWOLD. There would be a rather broad season of use.

Senator BIBLE. What months to what months?

Mr. GRISWOLD. I would imagine this goes from April into November for general visitation. However, in the wintertime for sightseeing and this sort of thing it is a delightful area to drive. The roads in general are plowed, maintained open, and it is very pretty for sightseeing.

Senator BIBLE. If this bill is enacted into law and signed into law by the President of the United States, are you in a position to proceed on this project without delay?

Mr. REED. The development costs, sir?

Senator BIBLE. Correct.

Mr. REED. No, sir.

Senator BIBLE. You are, Mr. Reed, or are you not?

Mr. REED. The question of priorities would have to be established through congressional funding and through the process—



Senator BIBLE. Subject to funding. Do you have any other obstacles? I should exclude that from my question, because you don't develop it unless you have the money to develop it with. Are there any major obstacles in the development of this project other than funding?

Mr. REED. No, sir. As you know, we are behind in the appropriations process in the nationwide funding level for development throughout the parks, sir. This would have to match up on priorities bases with other projects.

Senator BIBLE. If this does go forward, I don't know whether it will or not, I don't know what the House disposition on it is. Obviously the President of the United States will favor it and, I assume, with the favorable administration recommendation and the OMB approval that some action will be taken. But the purpose of the question is if this does become law, will the people in the area or the opponents of the project expect to have the project developed overnight?

Mr. REED. No, sir; they can't.

Senator BIBLE. It is going to take some time?

Mr. REED. Yes.

Senator BIBLE. And we frequently run into that because of the slowness of the appropriations process with which you are very familiar.

I would like to make that point extremely clear. I don't know that I have.

The only other question I have, I am intrigued by this railroad. Who is going to run it?

Mr. FEIL. We anticipate this would be a concession-operated railroad, sir. In combination with the railroad we anticipate some form of minibus transportation to take people off the railroad and take them down to the town so they could see the historic homes.

In conjunction with this, we could also have some sort of boat transportation which can also be a concession operation. There is already a ferry that goes across the river, as you know, and that could be expanded.

Senator BIBLE. Does the National Park Service run any railroad or ferries in any of its parks?

Mr. REED. Not that I know of, Senator, but the idea intrigues me. I think our development plans are much in their infancy.

Senator BIBLE. I don't think you have to tell the story about your development. It is intriguing to have a railroad and there could be a great attraction to people if it saved the ecology in the area. Also if you could put a railroad together so that you wouldn't have to bother the U.S. Treasury.

Mr. REED. Agreed.

Mr. GRISWOLD. Mr. Chairman, I have found the figure on the designed capacity for this unit, 4,800 persons per day.

Senator BIBLE. Will you repeat that, please?

Mr. GRISWOLD. 4,800 persons per day is the maximum daily designed capacity for the facilities within this riverway.

Senator BIBLE. Thank you very much, gentlemen. I have no further questions.

Mr. Reporter, we will incorporate by reference all of the hearings that we had on this project a year ago. This is just an updating of last year's hearings.



I appreciate it very much, thank you.

Mr. REED. Thank you, Mr. Chairman.

Senator BIBLE. Our next witness, William Moore, Vice-Chairman of the Gateway Advisory Committee. Mr. Moore.

### STATEMENT OF WILLIAM MOORE, VICE-CHAIRMAN OF THE GATEWAY ADVISORY COMMITTEE

Mr. MOORE. Thank you, Mr. Chairman. I have a prepared statement here, but before I read that I would like to take this opportunity to take violent exception to most of what the people from the Park Service just told you. I find it absolutely incredible that they come here as ill prepared as they have just come here, to answer questions from you and your committee and this has been the record in part of the association of the local advisory unit with members of the Department of the Interior.

Senator BIBLE. I remember we had kind of a full go-around on that a year ago, and I think I recognize you again.

Mr. MOORE. This is so extraordinarily symptomatic, this morning, Mr. Chairman. In the first place there is a railroad presently in operation on that track that runs up and down the river, that is No. 1.

Senator BIBLE. You say there is a railroad?

Mr. MOORE. There is a railroad presently in operation, yes.

Senator BIBLE. My understanding of their testimony was all you had was the right-of-way?

Mr. MOORE. That is correct.

Senator BIBLE. And there was no railroad operating?

Mr. MOORE. There is a railroad operating.

Senator BIBLE. You say that is dead wrong?

Mr. MOORE. Yes.

Senator BIBLE. The Park Service is entitled to a mark of censure there, because they certainly ought to know whether a railroad is operating or not operating; they said it was not operating?

Mr. MOORE. That is what I understood them to say.

Second, Mr. Chairman, I am puzzled by the statement by the Secretary, Mr. Reed, that they have no intention of tying this proposed gateway unit in with the designated natural cultural parkway which you questioned him on.

Senator BIBLE. I don't know that he specifically said that. I thought he said in fairness to him and the record will speak for itself and can be checked, I thought what he said was they don't know whether they will or will not at this time.

But—that it was under study. Maybe I misunderstood him. I don't know that he completely ruled it out.

Mr. MOORE. I made a note, Mr. Chairman, he stated they did not presently contemplate this would be.

Senator BIBLE. All right. The record will speak for itself. I thought he said he had not made a firm determination on it one way or the other.

Mr. MOORE. We have been led to believe by the people in the Park Service, that this would be a part of the natural cultural park although we have not been able to find out what a natural cultural park



is. So this is something we have been requesting from them. But they do not appear to have a definition of what a natural cultural park is. I think that—

Senator BIBLE. To be completely honest with you, that is why I asked the question.

Mr. MOORE. I think the third thing pointed out locally there has been an official position taken by two of the towns, one of the towns had a referendum about 9 months ago, in which the local residents voted 5-to-2 to oppose the measure. Roughly a 5-to-2 ratio in opposition of the park. That was an official position of one of the towns. In addition to this, the board of selectmen of one of the other towns has recently voted to oppose the park and I believe they sent your committee a letter indicating this was their determination and did not reflect the views of the town as a whole.

Senator BIBLE. I am advised we have a letter—or the staff did not tell me about it. Nevertheless, the letter will be incorporated in the record. I was not aware of it.

Mr. MOORE. The fourth dispute that I have with the gentleman who just testified is that total visitation to Gillette Castle as I understand it from the State figures, is nowhere in the neighborhood of 200 some odd thousand in the figures they gave you, it is not that high at the present time.

Senator BIBLE. Do you know what it is by chance?

Mr. MOORE. I have a figure in my head, but I would prefer not to use it.

Senator BIBLE. I am not going to close this hearing today. The staff can write the caretaker or State of Connecticut and get an accurate figure.

Mr. MOORE. I believe the figure is somewhere in the neighborhood of 40,000 people.

Senator BIBLE. That is sure a lot different than the figure testified to, but at any rate, we will get the exact figure and place it in the record. That should not be difficult to do.

Mr. MOORE. Yes, Mr. Chairman, I do have a statement from the advisory committee, which they have asked me to present to your committee.

Senator BIBLE. I wish you would, please.

Mr. MOORE. In a previous statement to the Senate Subcommittee on Parks and Recreation, the advisory committee for the gateway unit of the Connecticut Historic Riverway supported the proposed legislation introduced by Senator Ribicoff—S. 4090—now designated S. 36. However, the committee at that time stated that its support was dependent upon the inclusion in the bill of provisions for a local advisory committee with powers to approve changes in boundaries as well as standards and regulations applicable to the proposed riverway.

Since the publication of this statement, several developments have taken place. One, the town of Lyme in the proposed gateway unit area has held a referendum which indicated disapproval of the riverway by approximately a 5 to 2 margin of those voting.

Senator BIBLE. How many people are there in the town of Lyme?

Mr. MOORE. About 1,200.



Senator BIBLE. Is that a year-round population?

Mr. MOORE. Yes. In the summer it builds up.

Senator BIBLE. Where is the town of Lyme within the area?

Mr. MOORE. Midway on the righthand bank of the river, that middle section where the——

Senator BIBLE. Why don't you point it out, Mr. Moore?

Mr. MOORE. Hamburg is the center of the town of Lyme, this whole area here.

Senator BIBLE. Are you talking about a town or township?

Mr. MOORE. Township. We have no county government. In reference to what the Park Service was talking about, we have no county government as such in Connecticut.

Senator BIBLE. All right.

Mr. MOORE. Second, the Board of Selectmen of Old Lyme has voted to oppose the project. Third, discussions between the Gateway Advisory Committee and representatives of the National Park Service have cleared up one issue of concern to local residents; namely, the possible retention by local owners of homes falling within the boundaries of the riverway. These discussions are referred to in a letter to Senator Ribicoff dated July 11, 1971, from Gregory Curtis, chairman of the advisory committee, and in the minutes of the advisory committee of May 25, 1971.

Fourth, one issue of concern to local residents remains unresolved, despite discussions with the National Park Service. This issue involves roads in the gateway unit.

While the proposed legislation emphasizes the preservation of local resources and the maintenance of the present character of the area, the Park Service continues to talk in terms of greatly increased traffic over rural roads, which are rural in nature. The advisory committee believes strongly that any improvement of local roads to accommodate increased traffic will be in contradiction to the stated purposes of the proposed bill. A traffic study has been recommended by both the National Park Service and by the local advisory board, but the emphasis was entirely different in each of the two recommendations. The Park Service wanted a study to determine how best to accommodate increased traffic; the advisory committee wants a study to determine the permissible maximum flow of traffic using existing roads.

Fifth, the advisory committee has still not received from the National Park Service a clear definition of the standards and requirements for an area designated as a National Cultural Area and the implications of this for the proposed gateway unit. I have already commented on that particular aspect.

Sixth, a question has been raised concerning the powers of the Federal Government to enforce local zoning regulations in the event that such regulations are somehow changed or abrogated by State or other action. The committee believes that specific reference should be included in the proposed bill outlining the power of the government in the event of any change which might affect local zoning.

Seven, the designation of the local committee established by the proposed legislation as "advisory" should be changed to read simply the "Gateway Committee." Given the powers included in the proposed



bill, the local committee's role is clearly not advisory and should not be so designated.

We call the above developments and additional considerations to the attention of the subcommittee in order to again express again our concern with the potential controversies inherent in interpreting the intent of the proposed bill. The Federal agencies concerned with planning for the implementation of the bill appear to be working with a set of fixed standards that do not permit the type of creative and flexible interpretation deemed necessary by the local committee for the success of the proposed riverway.

In our previous statement to the subcommittee, the advisory committee stressed that most of the land earmarked for Federal acquisition or control in the proposed gateway unit is privately owned, much of it is developed for residential use, and some of it is thickly settled.

Senator BIBLE. What part is thickly settled?

Mr. MOORE. In the light green area, Mr. Chairman, the entire towns of Essex, Deep River and Chester are included in the proposed conservation zone which, in effect, is a part of the park.

Senator BIBLE. Are those the two yellow circles to the left of the waterway?

Mr. MOORE. That is correct. Three of them.

Senator BIBLE. Yes, three of them; that is right.

Mr. MOORE. Yes.

Senator BIBLE. Name them again; I can't see that far.

Mr. MOORE. This is Essex, this is Deep River, and this is Chester.

Senator BIBLE. All right.

Mr. MOORE. And there is a certain amount of industrial development in Essex; among other things, witch hazel is made there. Monsanto Chemicals has a plant in Deep River, for example. There are five reasonably good-sized plants within the confines of the town of Essex; there are two areas and nothing of any particular size in Chester.

Senator BIBLE. Very well, thank you.

Mr. MOORE. Because of these existing conditions, we can only support a Federal program (a) which permits local self-determination on questions of boundaries, zoning, standards, et cetera, and (b) which stresses preservation as opposed to intensive recreation or recreation without stringent controls. Thank you.

Senator BIBLE. I think that is a very fine statement. I remember this area very well, and I remember the main problems that arose last year there. On the one hand, there were those within the Park Service, frankly, who wanted to highly develop the region and intensively use it. The feeling, I am sure, and I am speaking at this point for Senator Ribicoff, he realizes that this is a cultural area or as a region that should not be subjected to intensive use. They wanted to preserve it as it was. Isn't that the general concept of it?

Mr. MOORE. Mr. Chairman, yes, I believe it is. Certainly in Senator Ribicoff's mind. We have taken the position all the way along that it is self-defeating to set this up in such a way that you are destroying that which you are trying to preserve.

Senator BIBLE. That was very clear in the hearings we had a year ago and certainly we will bear that in mind as we move forward with this bill. If you have any further suggestions to make to us, I would be



happy to have you do it. I am advised by my staff that we actually do not have a letter other than the referendum notice from Lyme. Did you refer to a letter or notice from Lyme?

Mr. MOORE. I am not too sure what I—perhaps it was a presumption other than assumption. I presumed that the town of Lyme had notified your committee of the results of the referendum.

Senator BIBLE. My staff people tell me they did not. They tell me the only thing they have received is a notice of the election. It was 5 to 2, I think you said.

Mr. MOORE. Yes.

Senator BIBLE. When you return there, why don't you talk to the clerk of the town board and have them certify that on such and such a day the referendum on the Park Service proposal was X, Y, and Z. Somebody here handed me—I don't want to make this any more difficult than necessary. I have been handed this: This is to certify that the following resolution was put to referendum in the town of Lyme. Is that what you are referring to?

Mr. MOORE. I don't know—that is the referendum we are speaking of.

Senator BIBLE (reading):

Resolved, that the citizens of the town of Lyme favor the establishment of a national park within the town of Lyme. The result was for—158, opposed—415, dated at Lyme, Connecticut, this second day of May, 1971. Attest: Joan K. Meyers.

Without anything further. This will be incorporated in full in the record. This sustained exactly what you said. This is the proof of it and all I need. It has other supporting background to that. It does give me the vote. You don't have to submit it to the clerk. He will say he sent it to somebody down there.

Mr. MOORE. The only other comments I have would be again going back to the National Park Service and please, through you, Mr. Chairman, or those of them here, that when they come up and appear in our area and talk to us, that they honestly do their homework and know what they are talking about and don't constantly change the rules of the game and they think them through. This has gotten the people of the area extremely nervous. People's fears locally are very real, whether rational or not, they are very real. They feel distressed at the possibility that hordes of people will be pouring over their property.

Whether this is a rational fear or not, it doesn't make any difference. It is very real with them. Every time the Park Service appears there seems to be some kind of bleep on the screen, they have not done their homework and don't remember from one visit to the next what they said the last time.

Again, this morning, out has popped another figure that would be terrifying to the local people, 940,000 people per year visiting this park unit. The only figure we had previous to this was the figure of 4,600 people per day which they also used this morning. How you extrapolate 4,800 people a day and 940,000 people per year, is difficult for me to figure, because they talk in terms of a peak season of roughly between 100 to 150 days. If you take 150 days at 4,800 people, you come up with somewhere around 700,000 people, you don't



come up with 940,000. This is one example again, of why my neighbors are concerned with their dealings and have been concerned with their dealings with the Park Service, because this has changed, as I said before, changes every time they appear on the scene and I would urge them, and through you, Mr. Chairman, and also say that we as citizens, of course, are entirely reliant on the Congress to represent our interests and through your committee to express our concern with the fact that the concept of this park does not seem to have jelled in the minds of those who are going to be taking care of it, setting it up, planning for it, and taking care of it.

Senator BIBLE. We run into this in every park area or national recreation area that we create here in the U.S. Congress and as I said, so many times, I have handled these the last 10 or 12 years and there is always a nervousness or uncertainty, and it is always difficult to indicate to the people in the area just exactly what the concept is.

Unfortunately, the director of the Park Service could not be here today because of illness, and he has a pretty good idea of this. Last year, whenever it was—May of 1970—both in Connecticut and even more so in Massachusetts, he went through this thoroughly. What we ought to do, is give to him, and you can rest assured I will see that he personally gets the record that is made here, so that he can try to clear up the points that you are making.

Is the feeling, if you know, what is the feeling of the general majority of the residents along the riverway of the proposal. Do they want it or don't they want it? You mentioned Lyme, you had a referendum. That is a pretty difficult question to answer.

Mr. MOORE. I think that is a very difficult thing to say. I think that the one town that has had the referendum did vote as they did. I can't say that we—I can speak for the advisory committee on this, we would have taken exception to some of the changes made by those in opposition to the park. There was a good deal of misinformation going around at that particular time. However, it was the feeling that continues to be the feeling of the local advisory committee that it is not our function to get involved in this whole process of these local referendums. We tried to set the record straight with what we know and we have had some very unhappy experiences with this already, because we stated what the Park Service told us and they hung up shortly thereafter and told us something different.

So they make us nervous, as well as the other people.

Senator BIBLE. Those things happen repeatedly and unfortunately it is difficult to find out exactly what the Park Service has in mind. You can rest assured that we will determine what to do as a Congress; i.e., build into either the law or report or both, suggestions and understandable concepts which will be submitted to the floor for approval or disapproval. People are entitled to know the circumstances and conditions under which we are operating. I think we both agree on that.

Mr. MOORE. I have nothing further.

Senator BIBLE. I am looking over some questions I have here. Do you have local zoning in these various townships?

Mr. MOORE. All the towns but one have zoning at the present time.

Senator BIBLE. Which of the towns does not have zoning?



Mr. MOORE. Deep River is the only town that does not. But it is presently in the process of setting up local zoning. So that should be in effect by this time next year.

Senator BIBLE. I think zoning is for the best interests of those in the towns or the townships, as well as for the general public and for the Park Service, because it protects your areas and I think you recognize that as well as I do.

Mr. MOORE. Our only concern, Mr. Chairman, on that account, is that as we mentioned here, the bill states that the Secretary shall look at the prezonning ordinances and either approve or disapprove of those. Once he has something that he can approve, then that zoning within that green area which would be designated a conservation zone would presumably be frozen as being part of the park. However, the Federal jurisdiction here would still be based upon a local ordinance as the bill now reads.

Senator BIBLE. Right.

Mr. MOORE. And if something were done to overturn the power of the local ordinance to hold water, then there might be some question as to who has or if anyone has, including the Federal Government, the power to zone the area. It was for this reason that we made the suggestion that the bill incorporate some terms which would outline the powers of the Secretary in the event that local zoning ordinances were somehow overturned.

Senator BIBLE. We will submit that part of the printed record particularly to the director and ask him for his comments on them. I think you ought to be clear on that point.

Mr. MOORE. Yes.

(The information discussed was discussed in the November 22 hearing.)

Senator BIBLE. I have no further questions of you, Mr. Moore, and I certainly appreciate your testifying and I will ask the staff director of this Park Service Committee to keep in close touch with you and if you have any further ideas you furnish them to him and in turn he can furnish them to you.

Mr. MOORE. Thank you very much, Mr. Chairman.

Senator BIBLE. Our next witness is James H. Thach, Representative of Lyme, Conn.

Mr. Thach?

#### STATEMENT OF JAMES H. THACH, REPRESENTATIVE, LYME, CONN.

Mr. THACH. Thank you.

Mr. Chairman, my name is James H. Thach III.

Senator BIBLE. How do you pronounce the name?

Mr. THACH. Thatch.

Senator BIBLE. You have copies of your prepared statement?

Mr. THACH. Yes, sir; there were copies made, I believe. I have just gotten my original back, which is all I have at the moment.

Before I start my prepared statement, I could clear up one or two questions from the floor. I brought this certified copy with me from the town clerk of Lyme as to the referendum.

Senator BIBLE. Was the vote I stated correct?



Mr. THACH. Also, I have a statement with me from the selectmen of Lyme and Old Lyme.

Senator BIBLE. Without objection, that will be incorporated in the record.

Mr. THACH. Thank you.

I am a member of the Lyme board of finance and board of directors of the Joshuatown Association. I am here at the request of and representing the board of selectmen of Lyme and Old Lyme and the board of directors of the Joshuatown Association.

We are completely in favor of conserving and protecting the Connecticut River Valley in which we live. We have no desire to see the river's shoreline marred by commercial or, for that matter, residential developments. We do not wish to have our life style and tranquility disturbed. All of these are stated objectives of Senator Ribicoff's bill. Then why are we completely opposed to S. 36? Why are we against something that would seem to accomplish goals we all hold dear?

The reason is simple, we are convinced that S. 36 will accomplish the exact opposite of its stated intent.

Far from preserving the peace, tranquility, and natural beauty of the Connecticut River Valley, we feel the proposed park with its tourist buses, Government buildings, parking lots, campsites, and whatever other recreational facilities the Secretary may authorize would, in the end, destroy the area's delicate environment.

Far from being consistent with the well-being of the present and future residents of the affected towns, we feel the loss of tax revenue from lands taken, the as yet undefined park boundary problems of inadequate roads, traffic control, police, sanitation, or other required services which must be shouldered by the towns, will, from a budgetary point of view alone, cause a significant and perhaps unbearable condition.

Far from achieving conservation, this bill will promote development.

Let me read you excerpts of statements from the board of selectment of Lyme and Old Lyme, and from the president of the Joshuatown Association—you have already put into the record the results of the referendum in the town of Lyme, so I won't have to go over that again.

Senator BIBLE. Correct. If you have the full statement, the full statement will be incorporated in full in the record. You read what you want from that statement.

Mr. THACH. Thank you, Mr. Chairman.

As First Selectman of the Town of Lyme, I, John H. Mazer, go on record as opposed to the establishment of a National Park in the Town of Lyme for the following reasons:

One, the acquisition by condemnation of 1,380 acres of property belonging to the citizens of Lyme.

Two, the increased traffic congestion by non-camping motorists, with the consequent litter and pollution.

Three, the increased cost of police and fire protection of areas outside the actual park.

Four, the greatly increased cost of road building, upkeep and repair.

Five, the decline in real estate values and consequent loss of revenue to the town.

Six, the loss of the peaceful, quiet atmosphere of a small, rural town. Yours Truly, John J. Mazer.



Senator BIBLE. Will you leave a copy of the full letter with the reporter?

Mr. THACH. I will see, sir. This is a copy of a letter to yourself, from Merle S. Bugbee, selectman of the town of Lyme.

We, the Board of Selectmen for the Town of Old Lyme, acting solely on our own, have voted unanimously to be in opposition to Senate Bill 36 as proposed. Our action is in no way to be construed as being an opinion of the town nor in any way is it to be taken as a result of any survey, vote or referendum of the townspeople.

We feel that S. 36 in its present form does not securely guarantee that the Connecticut Historic Riverway Advisory Committee will remain in perpetuity as the final deciding factor of future changes in the control of the proposed area.

We further feel that the properties of Old Lyme and Lyme are more secure in the hands of private owners, that Old Lyme being the southern gateway to the proposed area along the eastern bank of the Connecticut River will be required to expend excessive sums to accommodate the influx of tourists who can be expected to come to the area. Furthermore, we are greatly concerned about the effects S. 36 will have on the ecology of the entire area, the flora and the fauna. We have seen what is happening to our presently established national and state parks and we shudder at what we see.

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

Mr. THACH. These are representative of the comments made to me by many friends and neighbors with whom I have discussed the proposed riverway.

Let me read to you one more comment, a letter from the Joshuatown Association. This is situated in the town of Lyme. In fact, it is situated to enclose most of the area that the park department has discussed taking over, buying in fee simple for the park.

The president says in part:

Our deep and strong opposition to such a park stems from the fact that the area encompassed by the Joshuatown Association would become one of the major parts of said park, and we feel that our opposition to Federal acquisition of our homes and land should not only go on the records of this hearing, but should have some bearing on the outcome of any legislation regarding this subject.

Senator BIBLE. That letter will be incorporated in the record in full.

Mr. THACH. Yes, sir.

First, what would be the impact along the boundaries of the park, both in the towns and on the Connecticut River itself?

Every inquiry that has been made for a detailed map of the proposed park boundaries has produced only this very small "rough outline." This map shows the park bounded by roads hardly able to cope with the existing vehicle movement, particularly in the summer.

Senator BIBLE. Do you have an extra copy of that?

Mr. THACH. Yes.

Senator BIBLE. Leave that for the record by reference.

Mr. THACH. Yes, sir.

These roads are narrow, winding, and with barely adequate maintenance now, and new facilities to handle visitors, staff, or equipment would require new access from these already overburdened roads. The town could be forced to undertake major reconstruction of roads and approaches just to meet the needs of the park. With reduced revenues from land lost to the park, these costs could exceed the reasonable taxing power of the towns:



As to the effect on the river—one only need venture out on the Connecticut River on any summer weekend to realize that added activity brought about by the park would make boating on the Connecticut River the equivalent of rush hour traffic in many of our cities. I can hardly call this conservation.

Second, and perhaps the most critical and frightening is what I can only call an appalling lack of planning. I have been unable to date to find any plan at all, much less a good one. I have heard various verbal ideas, credited to various people, groups and governmental organizations, but nowhere could I find a plan. I cannot conceive of how anyone charged with the responsibility of approving the expenditure of \$23 million of the taxpayer's money could, in good conscience, do so based on the data which has been made available so far.

Herein lies our recommendation:

Since the park proponents seem determined to press for its creation, let them come up with a well-planned proposition with an exact definition of park boundaries, recognition of local problems brought about by such boundaries within a town, a statement of intent on the sharing or support of costs generated by park traffic and affecting peripheral roads, properties and land values. Included should be a very precise and detailed statement of the responsibilities for policing, sanitation, traffic control as between the Park Service and adjoining communities. The construction of such an exact plan should go a long way toward establishing the desirability of a national park, or at the least, a realistic appraisal of the impact such a park would make on existing communities on the lower Connecticut River.

Therefore, we urge that S. 36 not be approved.

Senator BIBLE. I think that presents your views. The questions I asked of the previous witness, Mr. Moore, I think, would be just about the same questions which I would ask of you, and I am sure I get just about the same answers.

The last paragraph, commenting on their failure to come up with the definition of park boundaries and the definite plans they have, I think, is a valid one, and I would hope that before we proceed further they could give us a little more definite idea of exactly what they propose to put this cultural park into being.

This is an expenditure of a considerable amount of money. The people in the area are frank about holding down the multitude of people coming into the area and overrunning the area.

So, we will proceed along on that and again, I am going to detail Mr. Hartzog to this particular problem and ask him to stay in touch with you. It is very clear if this bill moves any further through this committee this session or not, I don't know, it is probably somewhat unlikely because the majority leader and the secretary of the majority is standing right back here. You might know who he is, a very distinguished military man. He runs the U.S. Senate with an iron hand, and they have announced we would be out of here by Thanksgiving, 3 weeks from today.

You have an opportunity, and the Park Service has an opportunity, to answer some of these unanswered questions, and I am personally going to talk to Mr. Hartzog and see if he can't be a little more definite, because the testimony today was pretty hard for me to understand. I would like to get a little better concept of this problem.



Mr. THACH. You can understand the feeling of the residents—

Senator BIBLE. I understand. You get to be nervous and jittery when you don't understand what they are doing. I will personally discuss it with Mr. Hartzog.

I do appreciate your coming down here this morning. If you have questions, send them to me. If I don't know the answers, I will try to get them for you.

Mr. THACH. Thank you for your time and consideration, Mr. Chairman.

Senator BIBLE. Thank you very much.

Do we have further witnesses?

If not, we will stand in recess, subject to the call of the Chair.

(Whereupon, at 11:30 a.m., the hearing was adjourned, subject to the call of the Chair.)

(The prepared statement and other material submitted by Mr. Thach follows:)

STATEMENT OF JAMES H. THACH III, REPRESENTATIVE, LYME, CONNECTICUT

My name is James H. Thach, III and I am at least a fourth generation landowner in Lyme, Connecticut. I am a member of the Lyme Board of Finance and Board of Directors of the Joshuatown Association. I am here at the request of and representing the Board of Selectmen of Lyme and Old Lyme and the Board of Directors of the Joshuatown Association.

We are completely in favor of conserving and protecting the Connecticut River Valley in which we live. We have no desire to see the river's shoreline marred by commercial or, for that matter, residential developments. We do not wish to have our lifestyle and tranquility disturbed. All of these are stated objectives of Senator Ribicoff's bill. Then why are we completely opposed to S-36? Why are we against something that would seem to accomplish goals we all hold dear?

The reason is simple, we are convinced that S-36 will accomplish the exact opposite of its stated intent.

Far from preserving the peace, tranquility, and natural beauty of the Connecticut River Valley, we feel the proposed park with its tourist buses, government buildings, parking lots, campsites, and whatever other recreational facilities the Secretary may authorize would, in the end, destroy the area's delicate environment.

Far from being consistent with the well-being of the present and future residents of the affected towns, we feel the loss of tax revenue from lands taken, the as yet undefined park boundary problems of inadequate roads, traffic control, police, sanitation, and other required services which must be shouldered by the towns will, from a budgetary point of view alone, cause a significant and perhaps unbearable condition.

Far from achieving conservation, this bill will promote development.

Let me read you excerpts of statements from the Board of Selectmen of Lyme and Old Lyme, and from the President of the Joshuatown Association.

1. Referendum in Lyme on April 3, 1971.
2. Statement of Selectmen of Lyme
3. Statement of Selectmen of Old Lyme
4. Statement of President, Joshuatown Association

These are representative of the comments made to me by many friends and neighbors with whom I have discussed the proposed riverway. Let me now deal with some of the specific objections in a little more detail.

First, what would be the impact along the boundaries of the park, both in the towns and on the Connecticut River itself.

Every inquiry that has been made for a detailed map of the proposed park boundaries has produced only this very small "rough outline". This map shows the park bounded by roads hardly able to cope with the existing vehicle movement, particularly in the summer. These roads are narrow, winding, and with barely adequate maintenance now, and new facilities to handle visitors, staff, or equipment would require new access from these already overburdened roads. The town could be forced to undertake major reconstruction of roads and ap-



proaches just to meet the needs of the park. With reduced revenues from land lost to the park, these costs could exceed the reasonable taxing power of the towns.

As to the effect on the river—one only need venture out on the Connecticut River on any summer weekend to realize that added activity brought about by the Park would make boating on the Connecticut River the equivalent of rush hour traffic in many of our cities. I can hardly call this conservation.

Second, and, perhaps, the most critical and frightening is what I can only call an appalling lack of planning. I have been unable to date to find any plan at all much less a good one. I have heard various verbal ideas, credited to various people, groups and government organization, but nowhere could I find a plan. I cannot conceive of how any one charged with the responsibility of approving the expenditure of \$23,000,000 of the taxpayer's money could, in good conscience, do so based on the data which has been made available so far. Herein lies our recommendation:

Since the Park proponents seem determined to press for its creation, let them come up with a well planned proposition with an exact definition of Park boundaries, recognition of local problems brought about by such boundaries within a town, a statement of intent on the sharing or support of costs generated by Park traffic and affecting peripheral roads, properties and land values. Included should be a very precise and detailed statement of the responsibilities for policing, sanitation, traffic control as between the Park Service and adjoining communities. The construction of such an exact plan should go a long way toward establishing the desirability of a National Park, or at the least, a realistic appraisal of the impact such a Park would make on existing communities on the lower Connecticut River.

Therefore, we urge that S-36 not be approved.

LYME, CONN.

THIS IS TO CERTIFY that the following Resolution was put to a referendum within the Town of Lyme on the third day of April, 1971.

RESOLVED: That the citizens of the TOWN OF LYME favor the establishment of a National Park within the Town of Lyme.

The result of said referendum, with nine hundred and sixty-seven electors was as follows:

|               |     |
|---------------|-----|
| For -----     | 156 |
| Opposed ----- | 415 |

Dated at Lyme, Connecticut, this 2nd day of November, 1971.

Attest:

JOAN K. MEYERS, *Town Clerk.*

JOSHUATOWN ASSOCIATION,  
*Lyme, Conn., November 3, 1971.*

To: Subcommittee on Parks and Recreation of the Senate Committee on Interior and Insular Affairs.

Subject: OPPOSITION TO THE PASSAGE OF S-36, The Connecticut Historic Riverway Bill.

From: THE JOSHUATOWN ASSOCIATION, Lyme, Connecticut, Represented by James Harmon Thach, III, member of Board of Directors.

The Joshuatown Association is a non-profit organization of legal voters in the Town of Lyme, Connecticut. This Organization was founded 35 years ago for this purpose: "... to provide for the improvement of the lands in said territory and for the health, comfort, protection and convenience of the inhabitants thereof." The Joshuatown Association was incorporated under the laws of Connecticut in 1937 and has been a continuing and hardworking organization since that time. (Copy of said Act is attached hereto.)

In April, 1971, the Town of Lyme conducted a duly-called and warned Referendum on the question of the so-called Connecticut Historic Riverway proposal. The vote was approximately 5 to 2 AGAINST the creation of a Federal Park. The majority of the membership of the JOSHUATOWN ASSOCIATION is also strongly AGAINST the creation of such a Park in the Town of Lyme.

Our deep and strong opposition to such a Park stems from the fact that the area encompassed by the JOSHUATOWN ASSOCIATION would become one of



the major parts of said Park, and we feel that our OPPOSITION to Federal acquisition of our homes and land should not only go on the records of this hearing but should have some bearing on the outcome of any legislation regarding this subject.

Respectfully submitted,

PHILIP SCHEIDE, *President.*

LYNE CONN., NOVEMBER 5, 1971.

Hon. ALAN BIBLE,  
*Chairman, Subcommittee on Parks and Recreation.*

DEAR SENATOR BIBLE: On April 3, 1971 The Town of Lyme held a referendum "Resolved: That the Citizens of The Town of Lyme favor the establishment of a National Park within the Town of Lyme". The result was a five to two vote in the negative.

As First Selectman of the Town of Lyme, I, John H. Mazer go on record as opposed to the establishment of a National Park in the Town of Lyme for the following reasons:

- (1) The acquisition by condemnation of 1,380 acres of property belonging to the citizens of Lyme.
  - (2) The increased traffic congestion by non-camping motorists, with the consequent litter and pollution.
  - (3) The increased cost of police and fire protection of areas outside the actual Park.
  - (4) The greatly increased cost of road building, upkeep and repair.
  - (5) The decline in Real Estate values and consequent loss of revenue to the Town.
  - (6) The loss of the peaceful, quiet atmosphere of a small, rural town.
- Yours Truly,

JOHN H. MAZER, *First Selectman.*

TOWN OF OLD LYME,  
*Old Lyme, Conn., November 5, 1971.*

Senator ALLAN BIBLE,  
*Chairman, Subcommittee on Parks and Recreation, Senate Committee on Interior and Insular Affairs, Washington, D.C.*

DEAR SENATOR BIBLE: I am writing with reference to your Subcommittee hearing on the Connecticut Historic Riverway (S. 36) scheduled for November 8th, 1971.

We, the Board of Selectmen for the Town of Old Lyme, acting solely on our own, have voted unanimously to be in opposition to Senate Bill No. 38 as proposed. Our action is in no way to be construed as being an opinion of the Town nor in any way is it to be taken as a result of any survey, vote or referendum of the Townspeople.

We feel that S. 38 in its present form does not securely guarantee that the Connecticut Historic Riverway Advisory Committee will remain in the perpetuity as the final deciding factor of future changes in the control of the proposed area.

We further feel that the properties of Old Lyme and Lyme are more secure in the hands of private owners, that Old Lyme being the southern gateway to the proposed area along the Eastern bank of the Connecticut River will be required to expend excessive sums to accommodate the influx of tourists who can be expected to come to the area. Furthermore we are greatly concerned about the effects S. 38 will have on the ecology of the entire area, the flora and the fauna. We have seen what is happening to our presently established National and State Parks and we shudder at what we see.

We further feel that we have a duty and a responsibility to assist our neighboring town, the Town of Lyme, who have by referendum voted to oppose S-38.

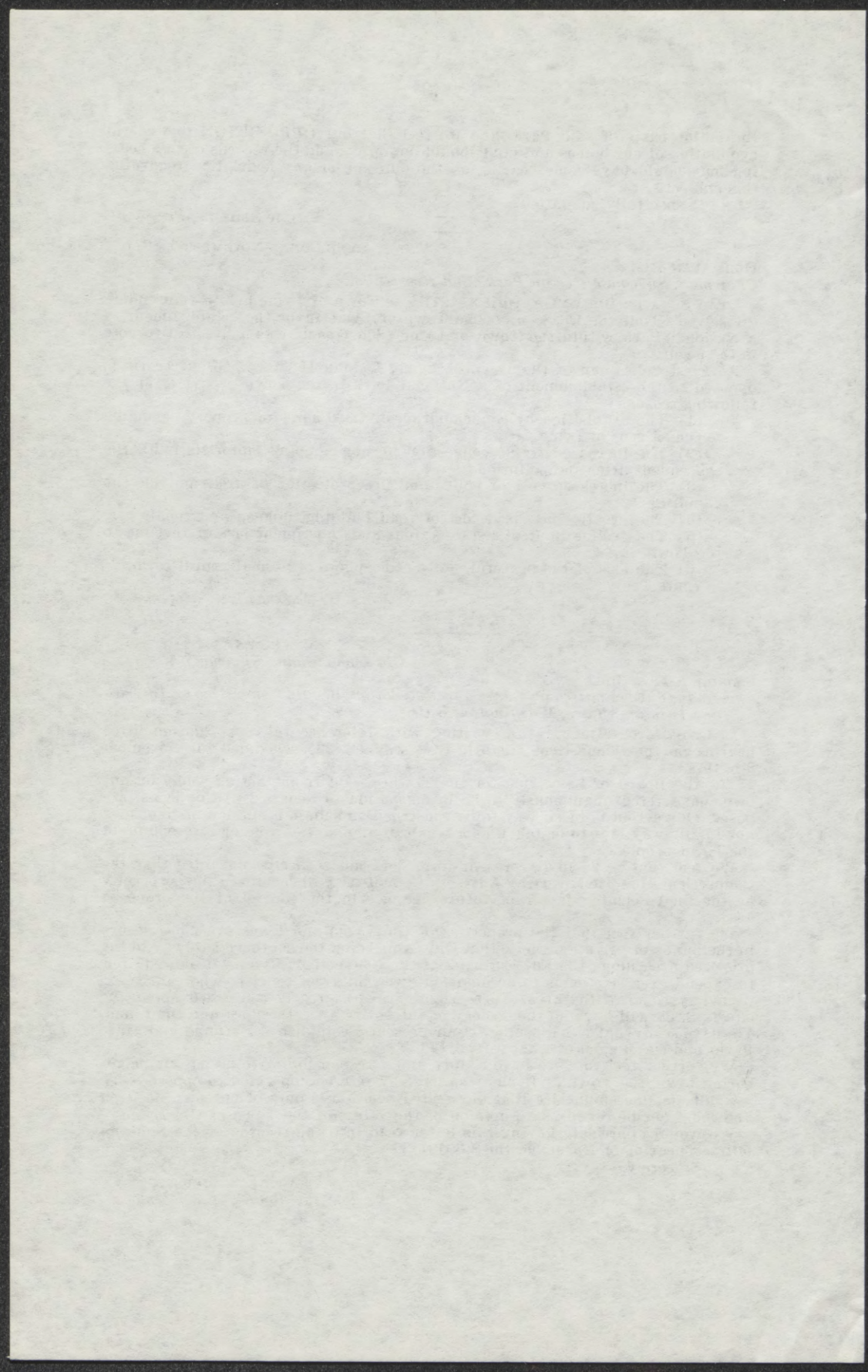
Again, let me emphasize that our stated position is only of our own decision and must not be taken as an opinion of the voters of the Town of Old Lyme.

We would appreciate having this letter read into the records of the Subcommittee's hearing on November the 8th, 1971.

Sincerely,

MERLE S. BUGBEE,  
*For the Board of Selectmen.*







## CONNECTICUT RIVER VALLEY

---

MONDAY, NOVEMBER 22, 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 notice, at 2 p.m., in room 3110, New Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senator Bible, Senator Hatfield, Senator Hansen, Senator Ribicoff.

Also Present: Bernard C. Hartung, professional staff member; and Tom Nelson, assistant minority counsel.

Senator BIBLE. The hearing will come to order.

This is a continuation of the recessed hearing on the Connecticut River's Historic Waterway. The last session was very helpful.

There were a number of questions which I, personally, felt have not been fully and satisfactorily answered, so it was on my suggestion that we continue the hearing on this date.

The objective of this bill is to establish the Connecticut Historic Riverway, which the senior Senator from Connecticut has been sponsoring for a number of sessions, and he is here today to hear the statement of Mr. George Hartzog. I am hoping that we can move forward and within this session so the House can take action early next year.

I have invited Senator Ribicoff as the author and architect and sponsor of this legislation to sit here at this hearing today and feel free to ask any questions that might occur to him. I want to develop a full and complete record and better understanding so that there is no doubt in the future as to exactly what we are trying to accomplish and so the people, particularly in Connecticut and along the Historic Riverway, will know precisely, as close as we can make it precisely, just what is to be done with this project.

With that, unless the Senator from Connecticut might have some observations, I will call on the Director of the Park Service.

Senator RIBICOFF. I just want to take this opportunity on behalf of the people of Connecticut and myself to thank the chairman for his patience and understanding with this matter.

Senator BIBLE. I appreciate that.

George Hartzog is next. Bring anybody along that you care to have join you at the witness table.

Mr. HARTZOG. Thank you very much, Mr. Chairman and Senator Ribicoff. With your permission I would like to have Mr. David Kim-



ball, who is park planner in the northeast regional office in Philadelphia, join me at the table.

Senator BIBLE. Happy to have you, Mr. Kimball.

Your prepared statement seems to be comparatively short. I suggest, rather than highlighting the statement, you read it.

**STATEMENT OF GEORGE B. HARTZOG, DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY DAVID KIMBALL, CHIEF, DIVISION OF FEDERAL, STATE, AND PRIVATE ASSISTANCE, NORTHEAST REGION, NATIONAL PARK SERVICE**

Mr. HARTZOG. Thank you very much, Mr. Chairman. I appreciate the opportunity to appear on behalf of the Department to clarify and expand upon three subjects concerning our presentation in support of S. 36 to authorize the Connecticut Historic Riverway, which you heard on November 8, 1971. The three subjects are: The plan for development, the transportation of visitors, and the projected visitation.

The concept followed in planning the development of this area is to accent the positive attributes this area possesses. Here is the major riverway of New England, along which Americans for three centuries have lived, worked, played and occasionally fought. It is a charming, pastoral countryside, and we have no intention of undertaking anything aimed at disturbing these qualities.

Our plan is to provide two visitor orientation centers: One on the north at Tylerville, and one on the south at Old Saybrook in a detached area. Here the visitor will be told what the area's attractions are and how best they might be seen. We will suggest that he leave his automobile in the parking garages proposed for Old Saybrook and Tylerville and take the rail transportation along the west side of the river.

Several miles of trails for hiking, horseback riding, and bicycling are proposed. Recreational facilities for picnicking and for boat-in camping already exist in the two State parks, Gillette Castle and Seldon Neck. These would be retained.

Additionally, we would develop two environmental study areas, one at Poplar Hill and one at Hamburg Hill, each having a group camp, utilities and trails. Here school groups, scout troops, and other organized groups could come, spend several days studying in a natural setting, then return to their schools and communities.

As you may remember from previous testimony, Mr. Chairman, there is an old railroad right-of-way running from the vicinity of Old Saybrook north through the Historic Riverway all the way to the south side of Middletown, a distance of 21.7 miles. That extends to the north on the map.

The State owns this right-of-way, but has leased it to the Valley Railroad Co. for 7 years with provisions for two 5-year renewals. The company has repaired nearly 4 miles of track and from July 1971, through the end of October 1971, carried about 13,000 passengers on an excursion train operating over this track between Deep River and Essex. We have learned that the company hopes to place a little less



than 2 more miles in operation in 1973, thus extending the run northward to Chester. In 1974 or later, it plans to open almost 4 miles more to the north to Tylerville.

We know of no plans the company has for extending the run southward from Essex to Old Saybrook, about 4 miles, or northward from Tylerville to Middletown, a distance of about 9 miles, which would complete the 21.7 miles under lease.

We look forward, Mr. Chairman, to working with the Valley Railroad Co., because we believe that there are mutual advantages to having the company operate its excursion train the entire distance from the Old Saybrook visitor orientation center to the Tylerville development, a distance of about 13 miles.

Senator BIBLE. Give me the northernmost points. Tylerville is where?

Mr. HARTZOG. Tylerville is at the northern point of the area we propose and Middletown is still north of Tylerville. The road has been abandoned between Middletown and Old Saybrook. The State owns the right-of-way and has leased all of it to the Valley Railroad Co., and this is their development program I am giving you now that we have learned of it in discussions with the railroad company for restoring service. They do not propose any restoration of service northward from Tylerville to Middletown. Neither do they propose any improvement or restoration of service in the area of Essex to Old Saybrook, but our plan contemplates negotiations and working with them to get that extended since that would be our main transportation system for disbursement of visitation in the area.

Senator BIBLE. What type of schedule do they operate today, just in that 4 mile stretch? Once a day, twice a day, three times a day, four times a day?

Mr. HARTZOG. They carry 13,000 passengers. I do not have the schedule they operate on. We have it for the record; we can put it in the record.

(The information follows:)

#### RAILROAD OPERATION CONNECTICUT HISTORIC RIVERWAY

Scheduled operations began on July 31 and extended through October 31. The railroad operated only on weekends and on Labor Day. Trips were scheduled as follows:

##### Leave Essex:

1:00 p.m.  
2:30 p.m.  
4:00 p.m.  
5:30 p.m.<sup>1</sup>

##### Leave Deep River:

1:30 p.m.  
3:00 p.m.  
4:30 p.m.  
6:00 p.m.<sup>1</sup>

##### Arrive Deep River:

1:20 p.m.  
2:50 p.m.  
4:20 p.m.  
5:50 p.m.<sup>1</sup>

##### Arrive Essex:

1:45 p.m.  
3:15 p.m.  
4:45 p.m.  
6:15 p.m.<sup>1</sup>

<sup>1</sup> July 31 through Labor Day only.

The railroad contemplates weekday operations in 1972.

The fare is \$2.25 and they carry approximately 13,000 people there from July to October of 1971, which is the period of time during which they operate.



With the assistance of Mr. Joseph Hickey of the Connecticut Department of Environmental Protection, who also serves as an alternate member of the Connecticut Advisory Committee, we have reviewed the projection of annual visitation. You will recall that at the hearing on November 8, we indicated a projected visitation of 940,000.

This figure was computed as follows: A 100-day peak season at an estimated visitation of 4,740 per day; an off-season of 165 days, at 3,460 per day; and 100 days with no significant visitation. These projections total 1,044,900 visits.

This gross figure was then discounted 10 percent to account for the adverse influence of bad weather during the year which would tend to reduce the projected visitation. With this discount we projected a net visitation of 940,410 per year. What was not made clear to you, Mr. Chairman, and to the committee is the fact that this projection is for the anticipated visitation following full development, which is planned over a 5-year period.

More importantly, it was not made clear to the committee that there is already an estimated annual visitation of 527,910 in this vicinity, of which 168,500 visited Gillette Castle State Park from May through October 1971.

Using the same ratio of visitor spread for the current visitation as for the projected visitation, we estimate that of these 527,910 visitors, 238,500 visit the area during the 100-day high season and 290,400 visit the area during the 165-day off-season.

Thus, what we are talking about is a visitation—after full development—of 4,266 per day during the 100-day peak season as compared with present daily visitation of 2,385; and daily visitation during the 165-day off-season of 3,114 as compared with present visitation of 1,750.

Mr. Chairman, I shall be happy to answer any questions you may have at this time.

Thank you.

Senator BIBLE. I am very happy to have a clarification as to the visitation, because I think that raised some eyebrows and did seem to put a terrific lot of pressure on a very small area that was pretty much designed for preservation rather than high recreation use. I think this qualification does explain how you arrived at the figures and does seem to me, at least, to be fairly reasonable even after a full period of development, which is 5 years; isn't that right?

Mr. HARTZOG. Yes, sir. These figures also involve many duplications, as we have pointed out in connection with visitation to all areas of the National Park System.

As you know, I would have long ago abandoned this method, except for the fact that it has been going on for a long time, and many outside agencies such as chambers of commerce use it in their own promotional work, and, therefore, they have been very unhappy with me trying to change the basis of computation.

Senator BIBLE. I am very happy to have that figure clarified because it caused difficulty at the last hearing. I think it is better stated and better understood, at least I hope it is.



I have only a few questions. You state that your two State parks already have picnicking and camping facilities and that you would retain these. What, if any, additional developments in this area would you propose?

Mr. HARTZOG. We do not propose any additional developments for the Gillette Castle State Park. As you remember, when we were up there you saw the boating campgrounds at Seldon Neck State Park. We propose that that campground be improved with a water and sanitation system and the addition of some fireplaces at a cost of about \$66,000.

Senator BIBLE. What happens to Gillette Castle State Park and the Seldon Neck Park, will they continue to be operated as two State facilities?

Mr. HARTZOG. They will be. We have had recent conversations with the State and they have indicated to us that at this point they are not interested in turning them over. The language provides that they would be acquired by us, as you have put in all of this legislation, by donation, if at some point in the future they wanted to include it.

Senator BIBLE. There is a way of you coming in and condemning if you want to.

Mr. HARTZOG. That's right.

Senator BIBLE. I want to clarify that. I have felt personally and frankly from my years of experience in handling this type of area that actually it is to the State's advantage to put their State parks within the bigger National Park Service. You have a better tax base, you can improve it more readily, also it takes an additional load off them in their State budgets, because these parks are very seldom cash register items.

Mr. HARTZOG. We found that after the legislation is enacted, even though the State has indicated at the time they are not interested in transferring title to the park generally, after a period of time they come around and say, "What about taking it."

Senator BIBLE. I think that makes a lot of commonsense. One administrative unit handling the whole area as defined in the boundaries.

Talking about boundaries, how well is this defined? There is some criticism as to how you cannot tell what is in the park, what is in the riverway and what is outside it.

How do you define that?

Mr. HARTZOG. I have got a metes and bounds description, Mr. Chairman.

Senator BIBLE. I'm not sure that we want the metes and bounds description. The metes and bounds description is carried on to this map as shows there?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Give us the metes and bounds description. Somebody might want to go out and run a survey to prove you are wrong. If they want to, they can do it. I am not going to do it.

Mr. HARTZOG. This unit encompasses approximately 23,500 acres of land and water including a 10-mile section of the Connecticut River and the island in the river. Included in the total acreage but separated from the main unit is 40 acres, which is adjacent to Old Saybrook



down here, which we propose to develop as the staging area and the garage and visitor orientation center.

On the south the gateway unit is bounded by Interstate 95; on the east by a line 200 feet east of Middle Lane, Sounders Hollow Road, State Route 154, Joshua Town Road, River Road, and State Route 82.

On the north by the right-of-way of an overhead transmission line and a projected line designed to link together the several units of the Cockaponset State Forest. That is in this very vicinity here.

On the west by the right-of-way of State Route 9.

Senator BIBLE. What you are saying then is anyone who wanted to know if their property was in this entire area, whether their holdings were to be taken or whether it was to be held by them under the Cape Cod formula, they can easily find out by looking at the descriptions as you just read them. Is that true?

Mr. HARTZOG. That is true with respect to the perimeter lines that I just described.

That is not true with respect to the interior lines because our plan provides for three zones; a public use zone which we would acquire, a preservation zone over which you could acquire scene easements or in fee, and a private use, private development zone in which you would not acquire any interest.

Those areas have been designated schematically because until you actually get in and do the on-ground property line surveys, the land records are just simply not sufficient to make up that detailed interior map.

Senator BIBLE. If I am a property owner in the perimeter that you just described, I still don't know as of today what you are going to do to me.

Mr. HARTZOG. Yes, you do, because we have got these areas schematically described in the park boundary, being this perimeter line, the purpose of the area being public use and development.

Those areas, as you can see, Mr. Chairman, are round dots and they are round dots for the simple reason that until you have the topographic surveys made by the construction engineers you don't know whether you want to move the dot this way or that way and these are property lines.

Generally in all these situations what we try to do is minimize the cost of land acquisition so that in moving the development a short distance from a property line we can serve an improved property, an improved development. That is what we try to do. But this is as nearly as you can do it without actually doing the topographic survey.

Senator BIBLE. The towns are completely excluded, aren't they, the townships?

Mr. HARTZOG. Yes; and this bill provides for zoning. The Secretary has the authority to establish the standard for zoning, and as long as this property meets the standards established by the Secretary, then it is exempt from taking by the Secretary as in the Cape Cod formula.

Senator BIBLE. I think they testified at the last hearing that every township had what apparently conformed to the Secretary's standards for zoning, with the exception of one township, as I recall the testimony. What township was that?



Mr. KIMBALL. It was Deep River.

Senator BIBLE. That was it, Deep River, and they had not actually enacted to required zoning provisions and sections and ordinances up to that time. Have they since that time?

Mr. KIMBALL. To my knowledge, no. I think they are still in the process of doing it.

Senator BIBLE. But I think some member of the advisory committee was here; I have forgotten his name. I think they indicated they were in the process of doing it.

Mr. HARTZOG. Furthermore, the standards established by the Secretary for zoning in this area will be developed in consultation and with the approval of the advisory committee that is also established under this act.

Senator BIBLE. With the approval of the advisory committee?

Mr. HARTZOG. Yes. In other words, we have never had any trouble with any advisory committee on this issue because they share the same objectives we do. They want to preserve the cultural heritage.

Senator BIBLE. I want to make that crystal clear because there was one suggestion somewhere along the way that would give the local advisory committee veto power. I certainly don't favor that.

You work very closely together more or less as partners in a common goal, it seems to me, and I am sure that is the way that you see it.

Now, I only have two or three more questions. What is the capacity of the environmental study area at each of the sites, Poplar Hill and Hamburg Hill?

Mr. HARTZOG. We propose a small group camp that would accommodate 50 youngsters overnight, and then allied facilities of trails that would accommodate day use by school groups of 150, so that the capacity of each of these environmental study areas would be 200 daily: 150 that would come in in the morning and leave in the evening; 50 that would stay overnight in a group camp situation.

Senator BIBLE. Is this riverway, as it is developing, this Connecticut Historic Riverway, is it developing to make it more of a cultural park than a straight recreation area?

Mr. HARTZOG. Yes, sir, it is, Mr. Chairman, and the concept of the cultural park is pretty well spelled out in this legislation, even though the distinguished Senator from Connecticut, the sponsor of the legislation, chose not to use the term in the title of the bill itself.

Senator BIBLE. I think since Senator Ribicoff has unfolded this Connecticut River concept, it has undergone a change in thinking, and so I feel that some very helpful developments and discussions have come out from the people after hearings in the field.

I only have two more questions. I want you if you can to answer these questions. They may be a little "iffy."

If this project here is approved, when will the advisory board or commission be set?

Mr. HARTZOG. Traditionally, and we propose the same thing here, the very first thing we do following authorization of these areas is to ask the designees in the legislation to make their nominations to the Secretary to appoint the advisory board, because we like to have the advisory committee in operation before we finalize the develop-



ment plan and before we continue to articulate the standards for zoning. So we try to get this done within a matter of weeks after the authorizing legislation has been signed.

Sometimes it takes as long as 6 months, however, depending upon how timely we get the nominations.

Senator BIBLE. I hope they move rather quickly on it because I think time is to a large degree the essence of this. This advisory commission is going to be privileged to participate in planning provisions in connection with the riverway; is that right?

Mr. HARTZOG. That is right.

Senator BIBLE. That is the very purpose of having them named so early.

We are always badgered with this question here constantly and I guess you are the main badgerer. If this project receives congressional approval in this Congress, it is obviously impossible to get it through the Senate and House before we recess hopefully, as our leadership says, on December 4, but more realistically on December 11 and maybe, if all goes bad, on Christmas Eve. However, if it gets through early next year and is at the White House—and since it is an administration measure, I assume the President of the United States will sign it—how long will it take to start the land acquisition?

Mr. HARTZOG. We start two things simultaneously. One is to write the designees and ask for their nominations on the advisory committee.

Second, under the authority which you as Chairman of the Appropriations Subcommittee and the distinguished woman from Washington in the House Appropriations Subcommittee have given to us, we have authority to reprogram within the money available to us from the land and water conservation fund for preparatory work. This involves making an aerial survey and ordering a title description and plat of each ownership within the area so as to be able to formulate this interior boundary map for these three zones that I mentioned earlier.

That work would begin within a matter of just days after the authorizing legislation. As to when we would buy land, it would depend upon when we finished the plans as to the specific location of the development, the boundaries of the lands that would be acquired in fee for development in public use, the ones that were to be left in private ownership, and the ones that would be designated in the preservation zone.

I would think within a year to 18 months that these details would be worked out. In the meantime, the first available budget year after the legislation passed, and if it does not pass until early next year, the first budget year would be the 1974 fiscal year which would begin July 1, 1974, we would actually ask for the acquisition money itself to start buying land.

Senator BIBLE. Thank you. Senator Hansen.

Senator HANSEN. Just one question. Do I understand correctly that the town of Old Lyme had voted against this proposal sometime ago?

Mr. HARTZOG. Yes, sir. I have got a list here. The town of Lyme in a referendum voted its disapproval of the proposal. The board of selectmen of Old Lyme voted to oppose the proposal and the remaining six towns have not recorded an opinion.



Senator HANSEN. I understand that two points were mentioned with respect to the negative vote from the selectmen from Old Lyme. One is that there seemed to be some concern about the inability of local residents to resolve matters with the National Park Service.

Is that a fair observation or not?

Mr. HARTZOG. Well, I think there has been a lot of misunderstanding. I think that in candor and honesty to this committee, I think we have to say that we have been responsible for contributing to it.

I think I now have that on track so that this will be resolved. I am going to have a man in this area every 60 days, and I told him whether there is anything to talk about or not, at least he can go and shake hands.

Senator HANSEN. I am sure that if he learns to emulate his boss things will work out.

Mr. HARTZOG. Thank you very much.

Senator HANSEN. Let me say further that apparently there was some concern at one time in the minds of the residents as reflected by the vote in Old Lyme over the desirability of designating this a national culture area.

I am a little confused as to what may have been in the minds of the selectmen.

Mr. HARTZOG. I am really not able to articulate any opposition to the idea of a national cultural park. The only opposition that has been articulated to me, and I defer to the distinguished sponsor of the legislation, was the objection to calling this a national recreation area and putting it in the national recreation classification, as we have done with some of these areas that have heavy cultural interest such as this.

The impression I had was that they really preferred the concept that embraced pretty much the cultural park program.

Senator RIBICOFF. Originally when the idea for a park arose we tried to conform with past practices and it was called a recreation center. It became clear however that the emphasis should be on preservation so after the hearings we decided to call it a historic riverway.

Of course, like every park there are a lot of rumors, myths, gossip that did not reflect the real facts.

Unfortunately, some of the Park Service employees were not very diplomatic with the advisory committee and that caused a lot of concern. Their concept was not the same as ours. Misunderstandings have occurred in the past, but I understand that the Director is going to keep on top of the situation and advise the people involved what was intended and how this will progress.

The Gateway Advisory Committee, which represents the local towns, will be the liaison with the citizens of the area. As a matter of fact, one of the local residents representing the opposition came to the last hearing. He said that he wanted more information on what the Park Service would do. Many of the things he objected to were straightened out in the letter that was sent from Assistant Secretary of the Interior Nat Reed, to Mr. Moore, who is the former Republican State senator from that area, and the vice chairman of the Advisory Committee. I hope this and related correspondence can be inserted in the record at this point.

(The material referred to follows:)



U.S. SENATE,  
COMMITTEE ON GOVERNMENT OPERATIONS,  
*Washington, D.C., November 8, 1971.*

HON. ROGERS C. B. MORTON,  
*Secretary of the Interior,  
Interior Building, Washington, D.C.*

DEAR MR. SECRETARY: At the hearing this morning before the Senate Interior Committee's Subcommittee on Parks and Recreation, I was pleased to learn from Assistant Secretary Reed that your Department fully supports S. 36, my proposal to create a Connecticut Historic Riverway.

The Department's attitude, however, does not appear to be shared by the representatives of the National Park Service who accompanied Secretary Reed. During the course of the hearing and in discussions with my staff, two essential points became clear. First, the National Park Service has been extremely negligent in preparing its plan for the projected Riverway. Secondly, the Park Service still does not recognize either the general purpose of the bill, which is preservation, or the role of the Gateway Committee, which is to be a co-partner with the Park Service in this venture. The attitude of the Park Service on this last point was rather cavalier and revealed a "public-be-damned" attitude that I thought had disappeared.

The only beneficial effect of the Park Service's appearance was to expose its lack of commitment to this legislation which you and I believe is necessary to the future of the lower Connecticut River Valley. I sincerely hope that you will correct this unfortunate situation and direct the Park Service to work closely with the local Committee in devising a plan which will meet the needs of the area and the concerns of the local residents.

Sincerely,

ABE RIBICOFF.

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

HON. WILLIAM G. MOORE,  
*Lyme, Conn.*

DEAR BILL: It was a pleasure seeing you at the hearing before the Subcommittee on Park and Recreation of the Senate Interior Committee on S. 36, Senator Ribicoff's Connecticut Historic Riverway bill. To help clarify apparent misunderstandings among those involved in the preliminary planning for the proposed Gateway Unit of the Historic Riverway, I would like to outline the position of the Department of the Interior. I have discussed this matter with Senator Ribicoff and am providing him and Senator Alan Bible, the Subcommittee Chairman, with a copy of this letter.

As I stated at the hearing, both the President and the Secretary of the Interior have given their unqualified support to S. 36. However, since neither Senator Ribicoff's bill nor either of the bills awaiting consideration in the House of Representatives has been enacted into law, and no specific funds have been earmarked for the project, all planning for the proposed Riverway by the Department of the Interior must be considered as preliminary.

It is the expressed intent of each of the bills relating to the proposed Gateway unit now before the Congress that a local committee be created to participate in the planning, establishment of boundaries, and formulation of standards for management of the proposed Riverway. With this Committee's active participation, it will, thus, continue to give full consideration to the views and concerns of the presently existing Gateway Advisory Committee, of which you are Vice Chairman. This procedure is consistent with the recent development by this Department of the Cape Cod National Seashore, where a local advisory committee has worked closely with the National Park Service. The Department recognizes that S. 36 requires the Secretary to obtain the approval of the local committee before certain decisions of the Secretary can be implemented.

The Department believes that it is imperative that all planning for the proposed Gateway Unit be done with the knowledge of the residents of the area, now represented by your Advisory Committee. The Department sees this proposed cooperative effort on the part of national, state and local governments as



a model for planning of National Parks and recreation facilities in the more urbanized areas of the nation. Furthermore, the Department recognizes that the procedures outlined above are necessary not only to meet the increased needs of our population for areas that offer both a sanctuary and a continuing link with our national heritage but also to preserve such areas for the benefit of future generations of Americans. To accomplish both these goals—namely, preservation and recreation consistent with the existing resources of each unit—flexibility on the part of the Federal Government and active participation by local citizens will be required.

To avoid further misunderstanding between the Department of the Interior and the Gateway Advisory Committee, I have asked the Director of the National Park Service to appoint a member of his staff to serve as a liaison with your group as well as with the Senators and Congressmen from Connecticut. This individual will be authorized to speak for the Department at all meetings with your Committee. I have further asked that the Park Service continue to work with you to develop a more comprehensive plan for the development of the Gateway Unit, with attention to such matters as roads, traffic and identification of specific resources which may require special consideration.

We are aware of the concerns of your group, and of all the citizens in the towns which would be affected by the proposed legislation. We assure you that no action will be taken by the National Park Service or by any other organization within the Department without first consulting with your Committee. Whatever suggestions the Committee may wish to make, up to and including a plan of your own for the proposed Gateway Unit, will be given full consideration by the Department. If at any time you feel that the above procedures are not being fully met by the National Park Service or by any other agency which may become involved, please do not hesitate to write or call me directly.

As you know, I grew up in Connecticut and have fond memories of the estuary towns. I have assured Senator Ribicoff that I will personally follow this matter closely and that the Department will make every effort to preserve this area consistently with the Senator's legislation and the wishes of the local citizens.

Best wishes.

Sincerely,

NATHANIEL REED,  
Assistant Secretary  
for Fish and Wildlife and Parks.

NOVEMBER 18, 1971.

Hon. NATHANIEL REED,  
Assistant Secretary for Fish and Wildlife and Parks,  
U.S. Department of the Interior, Washington, D.C.

DEAR NAT: Your letter of November 12, addressed to me as a member of the local advisory committee on the proposed Gateway Unit of the Connecticut Historic Riverway, is much appreciated, particularly in view of its rather involved genesis. I hope to have the opportunity of talking with you (perhaps in Florida over the Thanksgiving weekend) about this project to give you a more complete idea of the local scene.

We have been upset by our experiences with certain members of the various informal task forces from your Department, both the Park Service and the Bureau of Outdoor Recreation, which have appeared at sporadic intervals over the past two years to plan and discuss the project. Some of the confusion resulting from these forays has been understandable, but some of it, I believe, has been unnecessary. It is my hope that the local committee can develop a list of questions which we can submit to your liaison man for answer or comment. In this way we could at least begin to focus on some of the areas where additional fact finding may be required. It may be that some of this information could be developed locally, if it is not already available through the State or the regional planning agencies.

At one point in our discussions with the Park Service they stated that their sole criterion for planning a park was "manageability". This was upsetting to us because it assumed that someone had already determined what kind of a park we were talking about, which is not at all my understanding of where we are at. The document on which all plans have been based—The New England



Heritage—prepared by the Bureau of Outdoor Recreation is a typical product of the bureaucratic gristmill in that it attempts to be all things to all people. It is also atypical in that it presents some fresh concepts of what a park might become, given some degree of cooperation between local, state and federal authorities. We need some additional give and take before we can even begin to understand the policies of the Department of the Interior in regard to parks in general and the proposed Gateway Unit in particular.

I was in Wyoming two years ago at a time when four rather odd (to me) things came to my attention: 1) The Park Service was purchasing time on local radio (I heard the broadcast on a Billings, Montana, station) to advertise that "there is always room for more visitors to Yellowstone"; 2) Yellowstone Park was being overrun by what the local Park Service referred to as "unmanageable numbers of people"; 3) The Girl Scouts of America, at their annual jamboree, started a forest fire which burned out of control for about 10 days; and 4) about three-quarters of the way up the side of a rather large mountain in a part of the National Forest, our party came upon two Honda motorcycles, apparently parked there by a couple of "new technology mountaineers. Needless to say, the inhabitants of the area around Yellowstone were concerned about what was going on, as, indeed, we of the Connecticut River Estuary region are in regard to the proposed Connecticut Historic Riverway.

I am glad that you are now involved in the Connecticut River project, at least to the extent outlined in your letter. I, for one, am hopeful that we can find a basis for ironing out some of the difficulties which have already arisen and those which may arise in the future.

Sincerely,

WILLIAM G. MOORE.

LYME, CONN., November 16, 1971.

Hon. ABRAHAM A. RIBICOFF,  
U.S. Senate Office Building,  
Washington, D.C.

DEAR SENATOR: I received this morning the letter from Nat Reed, Assistant Secretary of the Interior, outlining for the first time the Department's attitudes toward your proposed Connecticut Historic Riverway legislation. The fact that you were able to convince the Department of the necessity for writing such a letter will, I believe, be helpful to the local advisory committee in its efforts to keep local citizens informed. As you know, the main difficulty we have faced at the local level has been public confusion resulting from a series of conceptual misunderstandings between the National Park Service and our own group. When it became clear to members of the advisory committee more than a year ago that the Park Service had no feel and little desire for public discussion of plans for the proposed Riverway, the only recourse we had was to refer our frustrations back to you. We hoped that our relationship with the Park Service had been resolved at the time of your visit to the area with Senators Bible and Kennedy, but the hearing last week indicated that the Park Service had neither listened nor learned.

Some of the so-called credibility gap between the public and its government is undoubtedly due to the bureaucratic tendency to sit on an egg until it is hatched. This procedure works often enough. I suppose, to give it a certain entrenched validity. It implies, however, that all eggs are of the same variety, whereas your legislation proposes a brand new concept for a National Park.

I happen to be an optimist and to believe that new concepts can be made to work despite difficulties. The first requirement, however, is that the people involved agree to discuss and the second requirement is that they agree to agree before anything can be accomplished. It would appear to me that the Park Service agreed to discuss, albeit reluctantly, but that they have yet to accept the necessity for wider agreement on some of the basic concepts involved in creating the proposed Riverway. The broad policies outlined in the Assistant Secretary's letter will, no doubt, require further discussion, but at least we now have a framework on which to base a continuing dialogue.

I believe that the recent hearing accomplished two things: first, it brought into the picture a high ranking official of the Department of the Interior, Mr. Reed, with a record that all those concerned with the preservation and conservation of our natural resources can admire, and second, it brought into focus the concerns of those living within the proposed Gateway Area which must be dealt with if the cooperative planning efforts referred to by Mr. Reed are to be successful.



Unfortunately, the credibility gap, which I have already mentioned, applies generally, and perhaps mistakenly, to all levels of government in direct proportion to their distance from "home". In other words, the Federal Government is likely to be most mistrusted and local government least. While I have always believed that this mistrust of their government on the part of most Americans is a healthy thing, I also believe that it can reach dangerous levels, especially among those with a predisposition to fear and mistrust all change. Since your proposed legislation does propose changes in the Connecticut River Estuary region which entail certain risk, I think we must establish a basis of trust and cooperation so that if and when your legislation is passed, we can work to dispel all rational fears. Perhaps the Park Service could talk more readily about its experience with the Cape Cod National Seashore. My own conversations with those who live in that area indicate that creation of a National Park is not necessarily a disaster but may even bring unforeseen benefits.

I appreciate your courtesy and that of your staff during my visit to Washington last week.

Sincerely yours,

WILLIAM G. MOORE.

Senator RIBICOFF. My feeling is that if we explain every aspect carefully and fully, and the local people know what we are going to do and where we are going, most of the opposition will dissipate.

I personally have visited the area a number of times to explain the bill. We had a large public meeting in a local school to present the case and answer questions. I would like to insert some editorials from Connecticut newspapers showing their support for the park.

(The editorials referred to follow:)

[From the Journal, Meriden, Conn., Nov. 9, 1971]

#### HISTORIC RIVERWAY AIMS AT PRESERVATION

Persons who live in the river towns between Old Saybrook and Haddam are being assured by Sen. Abraham Ribicoff that the Connecticut Historic Riverway will not involve federal bulldozers bent on creating a new Yosemite along the 11-mile, 23,500 acre stretch.

Testifying before the subcommittee on Parks and Recreation in Washington Monday, Sen. Ribicoff emphasized that preservation is the key word. The Historic Riverway would preserve the region's natural and historic heritage along with regulating new development. The regulations would ensure that land uses would conform to a standard consistent with the history and life-style of the region.

With the construction of the new Route 9 that links the river towns with Middletown and Hartford, the isolation of the lower river region is ended. There are signs of spreading commercialization and industrialization. As Ribicoff notes, growth can't be stopped altogether. Careful planning, though, can keep it under control, blending well with the regional environment.

The Historic Riverway would be the first step in the longrange plan to create and preserve federal lands throughout the Connecticut River valley from the Canadian border to Long Island Sound. It would stretch through four states and involve 56,700 acres.

In Connecticut, thousands of persons live in small towns along the river. They are fearful of having their communities affected by extensive recreational development, as the National Park Service had proposed, and which is being opposed by Sen. Ribicoff.

The needs of the people are better served by preservation of existing natural, historical and cultural values and by enacting, with the cooperation of the towns along the way, regulations that will ensure the continued integrity of the region.

[From the Republican, Waterbury, Conn., Nov. 10, 1971]

#### PRESERVING THE VALLEY

There should be general interest throughout the state in the congressional hearing scheduled for Nov. 9 on the Ribicoff measure—Connecticut Historic



Riverway. This proposed legislation could well prove of inestimable value to this and future generations in Connecticut, for it vitally concerns the preservation of the Connecticut River Valley, not just within our own state, but from its origin in northern New England to its mouth at the Sound.

Fortunately for Connecticut residents the proposal by Sen. A. A. Ribicoff would be the first time ever a national park has been proposed for something other than a recreational area. As a matter of fact Connecticut would probably prefer that the river valley be preserved simply for its ecological value than for providing a park where people from all over the nation might go.

Time has taken its toll on the Connecticut River Valley. It no longer has its pristine beauty. It has been despoiled in many locales by the intrusion of mankind and his accompanying signs of industrial progress. But what there is left of the untarnished beauty of the valley is well said that man recognized the need of such saving steps.

Hopefully Congress will look with a kindly eye on the proposal to retain and restore one of the nation's real beauty spots—not another Yosemite or Grand Canyon, to be sure, but in its own right something of which we can be proud here in Connecticut, just as we are when we speak of other natural wonders in our country.

[From the Register, New Haven, Conn., Nov. 14, 1971]

#### TIME TO PASS THE RIVERWAY BILL

The longer Congress delays approval of the excellent legislation to create the Connecticut Historic Riverway, the harder it will be to fully preserve the beauty, ecological balance and peace of a precious natural resource.

Both national and local interests were served by the Riverway bill passed by the Senate last year. Unfortunately the legislation was not acted upon the House as time ran out and Congress adjourned. But the proposal has been reintroduced and let's hope it will go through this time.

Sen. Ribicoff, in launching his second effort to win passage of the Riverway, warned a Senate subcommittee that the bulldozer keeps advancing on the estuary region. If the soundly-developed conservation plan is not carried out soon, deterioration will set in along the 11-mile, 23,500-acre area along the Connecticut River between Old Saybrook and Haddam.

Commerce, industry and housing developments are laying claim to the area. Highways have been completed so that the river valley is within easy driving distance of large urban areas. Housing developments threaten open spaces, marinas, are taking up coves and inlets, while tidal wetlands that support the ecological balance of the estuary are being swallowed up.

Ribicoff successfully fought the National Park Service's original plan for a vast recreational development. The bill now provides for conservation, not recreation emphasis, with unique arrangements to enable local residents to control the shape of the project and its effect on the towns involved. Through an advisory committee, the Riverway project has been checked out thoroughly and has passed muster.

There is realization that failure to keep the integrity of the environment through the Riverway program will result in chaotic commercialization of the area that will rob both local residents and the nation of their heritage. The long-range proposal calls for a four-state, 56,700-acre federal preserve in this state, Massachusetts, Vermont and New Hampshire. If the Connecticut part of this great undertaking is not begun soon, the chance to save a cherished part of New England for the nation will be lost.

Senator RIBICOFF. Just today I was visited by one of the staff from National Geographic magazine. They are in the process of doing a major piece on the entire Connecticut River because of its beauty and its important place in our national history. I hope the committee will share this interest and will approve the National Historic Riverway, which I believe will be a great asset for our Nation as well as the people of Connecticut.

Senator HANSEN. Thank you very much, Senator. Thank you, Mr. Hartzog.

Senator BIBLE. Senator Hatfield.



Senator HATFIELD. Mr. Chairman, I have great interest in this. I want to say I have intentions of supporting it all the way I can, but I would like to ask the Park Director this afternoon if we could not perhaps set up some sort of a revolving criteria, not one that we would be locked into, but, according to my information, this cultural area or historic riverway or whatever other title we give to it, has created some concern among the local residents because there is no statutory designation as we had in the scenic riverway or wild river or wilderness or national park or national seashore.

We have all these land classifications, all this land classification nomenclature we toss around, and most generally people can go to the statute and know exactly what the criteria is.

I appreciate the fact we are in an area which has no statutory definition, but it seems to me if we could get up at this time some sort of criteria or definition which the local people could be made party to or at least their voice and input, it would be also helpful to our committee as we consider other bills later on and as we seek to establish similar programs.

I would like this for my own interest because I have a great interest in the whole area of land classification. We are getting into a lot of this in our work with the land use bill and the seashore and ocean or the Commerce Department in the seashore legislation, but I think this has been one of the problems at least most frequently brought to my attention from the local residents, lack of definition what the issue is, what the criteria is, and they feel in no man's land.

Mr. HARTZOG. I appreciate your observations and we are aware of this difficulty. The Secretary and I have been working on it. We have developed a concept paper which has been reviewed and recommended by the advisory board.

The Secretary has not approved it for distribution. I have discussed it with the chairman and the ranking minority member of the subcommittee and the staff, Senator Hansen.

I have discussed it in the counterpart committee in the House. I have discussed it also with the staff in the House, and I have been authorized to say to the committee that the Secretary has a very positive, an affirmative interest in this concept, and that it is undergoing active consideration in the Department and while the final criteria for the selection of these areas, of course, is the prerogative of the Congress in setting the public land policy, we hope to soon be in a position to at least share with the committee our views on what the criteria for this park should be.

This is the second one that is moving in this direction of a new category, the first one being the Wolf Trap Farm Park for the Performing Arts.

The administration has a very strong interest in the preservation of our cultural heritage as well as our natural heritage, and this is what I am authorized to say to you.

Senator RIBICOFF. I just have one question, Mr. Chairman. In regard to the visitation figures you have announced in your prepared testimony, I think we ought to clarify these figures.

Do they apply only to the projected park or to the entire riverway, the entire estuary region?



Mr. HARTZOG. They apply, Senator, to the Gateway unit of the riverway.

Senator RIBICOFF. Not just the park itself but a general overall area?

Mr. HARTZOG. That is right, the general vicinity of the area itself.

Senator RIBICOFF. So there are not going to be 4,000 people in the park every day. There are going to be 4,000 people in the general estuary area.

Mr. HARTZOG. That is right.

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

Senator BIBLE. I think if any further clarification is necessary or indicated to you, Senator Ribicoff, you should make those suggestions to us at an early date.

It would be my hope that we could work on this just as soon as we come back from the Thanksgiving holiday, because if we finish by December 4, that is only 5 days after we get back from turkey-time and that is not many days. So if you and your staff people will look over the bill, if there are suggested amendments, we will take them up at the time we meet, and I would hope we could come up with something affirmative on this.

I would hope we could report it out in full committee before we recess this session, be that Christmas Eve or possibly earlier.

Senator RIBICOFF. I would just like to make one comment. I want to pay tribute to Mr. Hartzog for his terrific cooperation. I know he has not been feeling well. He came, to my office last Saturday and spent a considerable amount of time going over all the problems we have encountered.

He brought his maps and materials. There never has been a moment when he has been further away than the telephone to my staff and myself. I just want to pay tribute to an outstanding public servant.

Senator BIBLE. I am glad you did, and I am glad to join in that and second it.

Without objection, we stand adjourned.

(Whereupon, at 3 p.m., the hearing was adjourned, subject to the call of the Chair.)

Subsequent to the hearing, the following communication was received.

KILLINGWORTH, CONN., November 4, 1971.

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

DEAR SENATOR BIBLE: I would like to express my strong endorsement of Senate Bill S36, The Connecticut Historic Riverway Act, on which your sub-committee will hold hearings on Monday, November 8. I regret that I will be unable to testify in person at that time.

I am a resident of Killingworth, a town about fifteen to twenty miles to the west of important parts of the proposed Historic Riverway. I am a political scientist by training and work as an independent consultant on environmental affairs. Most recently I have worked extensively with the Institute for the Study of Science in Human Affairs at Columbia University, Northeast Utilities Service Company (Berlin, Connecticut) and the New England River Basins Commission in connection with the preparation of the Long Island Sound Regional Study Plan. In 1970 I served as a member of the Connecticut Governor's Committee on Environmental Policy. I am the author of a booklet entitled "A River and a Nuclear Power Plant" which gives a popular account of the scientific study of the effects of the thermal effluent from the nuclear power plant at Haddam Neck on the Connecticut River.



The proposed legislation will help preserve a remarkably beautiful and still relatively undeveloped natural area in the midst of the increasingly crowded Northeast metropolitan corridor. It will protect the largest estuary within Long Island Sound which is, with its wetlands and fisheries, a biologically productive part of the region. As presently conceived, the Riverway proposal will develop many recreational opportunities that are designed for their appropriateness to the physical and visual setting. Activities such as walking, bicycle and horse riding and nature study are clearly important to growing numbers of people.

The need for enacting this proposal is becoming ever more acute. A network of highways has made the area more accessible in recent years, and there is a growing amount of private development—some of it undoubtedly and unfortunately encouraged by the delay in federal action since the first proposal—much of which will foreclose opportunities for a Historic Riverway if it is allowed to go on unchecked. With appropriate federal action, however, the ease of access to the area by highway and by rail at Old Saybrook becomes a virtue as it will encourage participation in a variety of non-intensive recreational activities by people from a large region.

There are great advantages in this legislation for cooperative relationships with the state and local governments and with private landowners that will give an important multiplier effect to any federal investment, stretching the federal dollar to do a great deal more.

Finally, I note that the New England River Basins Commission has endorsed the implementation of the original Gateway proposal in a draft report of September 1, 1971: "The Commission recommends implementation of the 21,200 acre unit in Connecticut as a federal component of the proposed Connecticut River Natural Recreation Area generally as described in the Bureau of Outdoor Recreation *New England Heritage* report" (p. 72). I understand that to date there have been no critical comments on this portion of the draft. This view of a state and federal inter-agency body, based on a comprehensive river basin study of several years duration, was endorsed by the Connecticut Review Committee, a citizen's group, which endorsed the study Coordinating Group's recommendation, "provided that each unit has been approved by the local Advisory Committees". In the case that I know of, this approval has been given by the Connecticut Advisory Group.

It is urgent that the federal government act promptly; delay will be costly and damaging to the values that are meant to be protected in the proposal.

I would appreciate receiving a copy of the published version of the hearings and of revised versions of the bill as they become available.

Sincerely yours,

PETER H. JUDD.









