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# CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA, GEORGIA

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

NINETY-THIRD CONGRESS

SECOND SESSION

ON

### S. 1738

A BILL TO AUTHORIZE THE ESTABLISHMENT OF THE  
CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA  
IN THE STATE OF GEORGIA, AND FOR OTHER PURPOSES

ATLANTA, GA., OCTOBER 29, 1974



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

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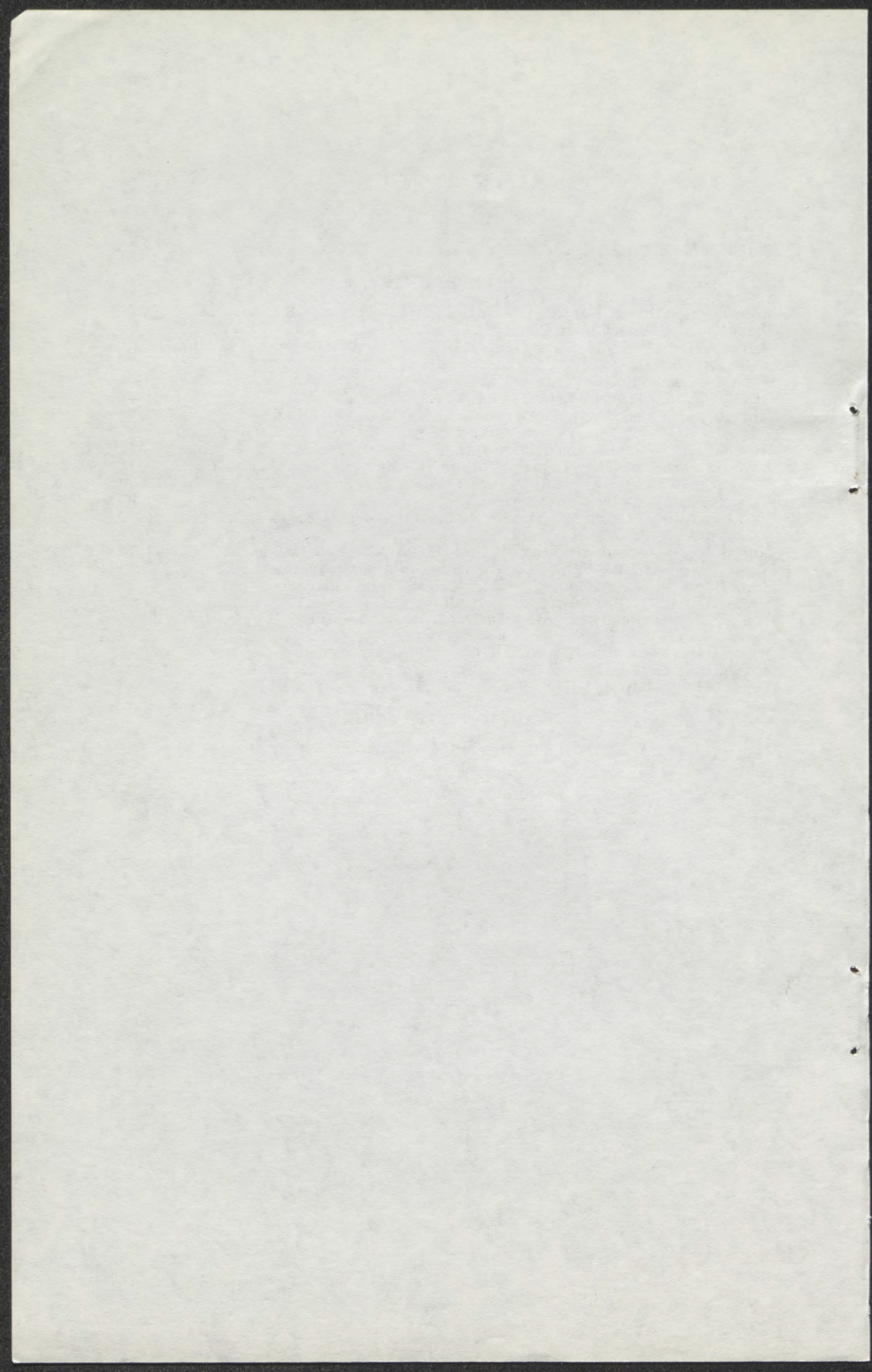
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# CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA, GEORGIA

TUESDAY, OCTOBER 29, 1974

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

The subcommittee met, pursuant to public notice, at 8:30 a.m. in the Senate chambers, of the Georgia State Capitol, in Atlanta, Ga. Hon. J. Bennett Johnston, presiding.

Present: Senators Johnston and Nunn.

Also present: Russell R. Brown, professional staff member.

## OPENING STATEMENT OF HON. J. BENNETT JOHNSTON, A U.S. SENATOR FROM THE STATE OF LOUISIANA

Senator JOHNSTON. The hearing will come to order. Good morning, ladies and gentlemen. I am Senator Bennett Johnston from the neighboring State of Louisiana, here at the behest of my good colleagues from Georgia, Senators Nunn and Talmadge, for a hearing on the Chattahoochee River National Recreation Area bill, S. 1738, the text of which will appear in the record immediately following my introductory remarks.

As most of you know, the Congress is now in recess and will reconvene on November 18 and will be in session for some weeks, perhaps up to Christmastime. There will not be time for this bill to matriculate through both the Senate and the House prior to the close of the 93d Congress.

However, this hearing will furnish the basis on which to have early action on similar legislation in the 94th Congress next year.

Senator Nunn has long been interested in this Chattahoochee bill and prior to the time he lost his voice I used to hear about this bill on a regular basis. It is not true that his colleagues in the Senate are glad he lost his voice. But, quite seriously, we are extremely interested in this bill.

Senator Jackson has been here to view the Chattahoochee River. We recognize its value and its unique quality, being so close to a large metropolitan area and so available to a large population for recreational purposes and other purposes.

I might mention that, as a member of the Parks and Recreation Subcommittee, a few points are of particular interest to me. First, the bill provides for the purchase by the Government of property now owned by the city and the State. Frankly, we simply can't do that at this point. That property would have to be donated because, after all, the Federal Government will be taking on a tremendous burden on behalf of the State and the city. I think that would only be proper and fair.

Second, I am going to be interested in what land use regulations have been already enacted, if any, by the State of Georgia. As an interim measure, I think that is of utmost importance, to exercise those powers now available to the State to assure that the quality of water and the general quality of the area are not degraded.

Third, I am going to be interested in determining whether operation of this area by the National Park Service is essential. Under the Land and Water Conservation Fund we have two ways of providing for acquisition. One is acquisition by the Federal Government and operation as a Federal park, and the other is a 50-50 national fund, with the area to be managed and operated by the State.

I would like to determine whether operation by the Federal Government is necessary or advisable.

As a general observation, I would like to note that, and I am sure you all are aware, Federal funds are extremely limited—in my judgment, far too limited.

The present Land and Water Conservation Fund legislation provides only \$300 million annually for both the 50-50 matching funds and the acquisition of Federal lands. In my judgment it must be much more than that, because that is the only existing program to provide the money with which to acquire these properties. There is already a long, long waiting list of lands to be acquired.

I have introduced into this Congress legislation which will increase that Land and Water Conservation Fund substantially to some \$850 million, and there will be provided in that a special provision of some \$200 million for the acquisition of urban parks.

In the hiatus there is a blind spot in our present law which ought to be filled by legislation. The enactment of that kind of legislation will make it much easier to fund this kind of park that I think is of very high priority in the recreational needs of this country.

It is great to have national parks; it is great to have the Yosemite and the Yellowstone. But our present need is to acquire, preserve, and make available to urban America areas such as the Chattahoochee.

Our time is limited this morning. Both Senator Nunn and I have planes to catch around the noon hour. We want to hear from all witnesses.

What we would like to have each witness do is summarize your written testimony, because we will read very carefully the full text of your statements. That means we don't need repetition.

At this point, I shall order that a copy of the bill be made a part of the record.

[The text of S. 1738 follows:]

# S. 1738

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## IN THE SENATE OF THE UNITED STATES

MAY 8, 1973

Mr. NUNN (for himself and Mr. TALMADGE) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

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## A BILL

To authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes.

1        *Be it enacted by the Senate and House of Representa-*  
2        *tives of the United States of America in Congress assembled,*  
3        That the Congress finds the natural, scenic, recreation, his-  
4        toric, and other values of a forty-eight-mile segment of the  
5        Chattahoochee River and adjoining lands in the State of  
6        Georgia from Buford Dam downstream to Peachtree Creek  
7        are of special national significance, and that such values  
8        should be preserved and protected from developments and  
9        uses which would substantially impair or destroy them. In  
10       order to assure such preservation and protection for public

II

1 benefit and enjoyment, there is established the Chattahoochee  
2 River National Recreation Area (hereinafter referred to as  
3 the "recreation area").

4 SEC. 2. (a) The Secretary of the Interior (hereinafter  
5 referred to as the "Secretary") is authorized to acquire  
6 property within, develop, and administer the land within the  
7 area depicted on the map entitled "—————", numbered  
8 —————, which shall be on file and available for public  
9 inspection in the offices of the National Park Service, De-  
10 partment of the Interior, Washington, District of Columbia.

11 (b) When the Secretary determines that sufficient  
12 lands, waters, or interests therein are in public ownership  
13 and provide an efficiently administrable unit, he shall pub-  
14 lish in the Federal Register a notice to that effect and a  
15 detailed description of the boundaries of the recreation area.  
16 He may adjust the boundaries from time to time by publica-  
17 tion of a revised drawing or other boundary description in  
18 the Federal Register.

19 SEC. 3. (a) The Secretary is authorized to acquire the  
20 lands, waters, and interests therein proposed for Federal  
21 acquisition and administration under section 2 of this Act  
22 by donation, exchange, purchase with donated or appropri-  
23 ated funds, transfer from any Federal agency, condemna-  
24 tion, or otherwise. The State of Georgia and its political  
25 subdivisions shall be eligible for reimbursement for or on

1 account of any cost or obligation incurred by them for any  
2 project which is to be completed after January 1, 1973,  
3 relating to the establishment of the Chattahoochee River  
4 National Recreation Area.

5 (b) When a tract of land lies partly within and partly  
6 without the boundaries of the recreation area, the Secretary  
7 may acquire the entire tract by any of the above methods  
8 in order to avoid the payment of severance costs. Land so  
9 acquired outside of the boundaries of the recreation area may  
10 be exchanged by the Secretary for non-Federal land within  
11 such boundaries, and any portion of the land not utilized  
12 for such exchanges may be disposed of in accordance with  
13 the provisions of the Federal Property and Administrative  
14 Services Act of 1949 (40 U.S.C. 471 et seq.).

15 (c) Except for property which the Secretary determines  
16 to be necessary for the purposes of administration, develop-  
17 ment, access, or public use, an owner of improved property  
18 which is used solely for noncommercial residential purposes  
19 on the date of its acquisition by the Secretary or any owner  
20 of lands used solely for agricultural purposes may retain,  
21 as a condition of such acquisition, a right of use and occu-  
22 pancy of the property for such residential or agricultural  
23 purposes. The right retained may be for a definite term  
24 which shall not exceed twenty-five years or, in lieu thereof,  
25 for a term ending at the death of the owner or the death of

1 his spouse, whichever occurs later. The owner shall elect the  
2 term to be retained. The Secretary shall pay the owner the  
3 fair market value of the property on the date of such acqui-  
4 sition less the fair market value of the term retained by the  
5 owner.

6 (d) Any right of use and occupancy retained pursuant  
7 to this section may, during its existence, be conveyed or  
8 transferred, but all rights of use and occupancy shall be  
9 subject to such terms and conditions as the Secretary deems  
10 appropriate to assure the use of the property in accordance  
11 with the purpose of this Act. Upon his determination that  
12 the property, or any portion thereof, has ceased to be so  
13 used in accordance with such terms and conditions, the Sec-  
14 retary may terminate the right of use and occupancy by  
15 tendering to the holder of such right an amount equal to the  
16 fair market value, as of the date of the tender, of that portion  
17 of the right which remains unexpired on the date of  
18 termination.

19 (e) As used in this section the term "improved prop-  
20 erty" means a detached, year-round noncommercial residen-  
21 tial dwelling the construction of which was begun before  
22 January 1, 1973, together with so much of the land on which  
23 the dwelling is situated, the said land being in the same own-  
24 ership as the dwelling, as the Secretary shall designate to be  
25 reasonably necessary for the enjoyment of the dwelling for

1 the sole purpose of noncommercial residential use, together  
2 with any structures accessory to the dwelling which are situ-  
3 ated on the land so designated.

4 SEC. 4. (a) The Secretary shall administer, protect, and  
5 develop the recreation area in accordance with the Atlanta  
6 Regional Commission Chattahoochee Corridor Study, dated  
7 July, 1972. In addition, the Secretary may utilize any other  
8 statutory authority available to him, including the Act of  
9 August 25, 1916 (16 U.S.C. 1, 2-4), for recreation and  
10 preservation purposes and for the conservation, development,  
11 and management of natural resources, including fish and  
12 wildlife, to the extent he finds such authority will further the  
13 purposes of this Act.

14 (b) The Secretary may enter into written cooperative  
15 agreements with appropriate agencies of the State of Georgia  
16 and its political subdivisions for State or local governmental  
17 participation in the administration and development of the  
18 recreation area. Any such agreement shall encourage and  
19 place substantial reliance upon such agencies for the adoption  
20 and enforcement of sound land use regulations.

21 (c) In administering the recreation area the Secretary  
22 shall permit hunting and fishing on lands and waters under  
23 his jurisdiction in accordance with applicable State and  
24 Federal laws. The Secretary, after consultation with the  
25 appropriate State agency responsible for hunting and fishing

1 activities, may designate zones where, and establish periods  
2 when, no hunting or fishing shall be permitted for reasons of  
3 public safety, administration, or public use and enjoyment  
4 and issue such regulations as he may determine to be neces-  
5 sary to carry out the provisions of this subsection. Except  
6 in emergencies, such regulations shall be put into effect only  
7 after consultation with the appropriate State agency.

8       SEC. 5. Nothing in this Act shall deprive the State of  
9 Georgia or any political subdivision thereof its (a) juris-  
10 diction over any roads within the recreation area; (b) civil  
11 and criminal jurisdiction over persons found, acts performed,  
12 and offenses committed within the boundaries of the recrea-  
13 tion area; or (c) right to tax persons, corporations, fran-  
14 chises, or other non-Federal property on lands within the  
15 recreation area.

16       SEC. 6. The Federal Power Commission shall not li-  
17 cense the construction of any dam, water conduit, reservoir,  
18 powerhouse, transmission line, or other project works under  
19 the Federal Power Act (16 U.S.C. 791a et seq.), on or  
20 directly affecting the recreation area and no department or  
21 agency of the United States shall assist by loan, grant, li-  
22 cense, or otherwise in the construction of any water resources  
23 project that would have a direct and adverse effect on the  
24 values for which such area is established. Nothing contained  
25 in the foregoing sentence, however, shall preclude licensing

1 of, or assistance to, developments below or above the Chat-  
2 tahoochee River National Recreation Area or on any stream  
3 tributary thereto which will not invade the area of unrea-  
4 sonably diminish the scenic, recreational, and fish and  
5 wildlife values present in the area on the date of approval  
6 of this Act. No department or agency of the United States  
7 shall recommend authorization of any water resources proj-  
8 ect that would have a direct and adverse effect on the values  
9 for which such area is established, as determined by the  
10 Secretary, nor shall such department or agency request  
11 appropriations to begin construction on any such project,  
12 whether heretofore or hereafter authorized, without at least  
13 sixty days in advance, (a) advising the Secretary in writ-  
14 ing of its intention so to do and (b) reporting to the Com-  
15 mittees on Interior and Insular Affairs of the House of Rep-  
16 resentatives and the Senate, respectively, the nature of  
17 the project involved and the manner in which such project  
18 would conflict with the purpose of this Act or would affect  
19 the recreation area and the values to be protected by it under  
20 this Act.

21       SEC. 7. There are hereby authorized to be appropriated  
22 not more than \$40,000,000 for the acquisition of lands,  
23 waters, and interests therein for the establishment of the  
24 recreation area, and not more than \$22,000,000 for the  
25 development of the recreation area.

Senator JOHNSTON. I would like now to call on the lead author of this bill, Senator Sam Nunn, whose eloquence and persistence on this matter are likely to pay off in success at some point in the future.

Senator Nunn.

**STATEMENT OF HON. SAM NUNN, A U.S. SENATOR FROM THE STATE OF GEORGIA**

Senator NUNN. Thank you very much, Bennett. I ask everyone's indulgence because my voice is very poor.

First of all, Mr. Chairman, I would like to welcome you to the State of Georgia, and also the people we have here today who are interested in this bill. The members of the Atlanta Regional Commission and the officials of the State, local and city governments I think are all very interested in this proposal.

Second, I would like to express my appreciation to the State officials for making available to us this Senate chamber. It is sort of like coming back home.

At the time I was elected we had two terms in the State of Georgia, a short term and a long term; and it was rather obvious that I had won the long term, which is a 6-year term, but it was very much in doubt as to whether I had won the short term, which is a 3-month term. The difference in those two—although at that time it wasn't nearly as important to me as I realize it is now—makes a difference in seniority.

Had it not been for the short term, Bennett Johnston would have been my senior Senator instead of my junior Senator. I think I have the distinction of being No. 87, and I think at this time you are No. 88, are you not?

Senator JOHNSTON. I want you to know I am second to Nunn in seniority.

Senator NUNN. It doesn't make much difference except in the seniority muscle in Washington, and Bennett has acquired it very quickly. He is going to be chairman of this subcommittee next year.

I first want to express my sincere appreciation to everyone who came this morning. The concept of developing a park along the Chattahoochee River in the Atlanta metropolitan area has been endorsed by many local citizens and government officials during the past several years.

I remember way back when I was at Georgia Tech many years ago, the Georgia Tech people felt at that time, and still feel, that the Chattahoochee River should be protected. At that time there was no real threat of its being completely developed; at this time there is.

When I was campaigning for the U.S. Senate in 1972 I pledged as a part of my campaign platform that I would fully support this concept and would work to secure funding for such a national area. The Atlanta Regional Commission released a major study in July of 1972 proposing controlled development in the Chattahoochee corridor. This plan called for areas of private and public land ownership, and recommended various land use tools to guide private development.

Subsequently, Governor Carter worked with the ARC and local citizens' groups to draft legislation which would implement this park concept. Senator Talmadge and I introduced this legislation in the

Senate, and Congressman Young introduced a parallel bill in the House. All members of the Georgia congressional delegation joined as cosponsors.

Mr. Chairman, in brief summary, S. 1738 would authorize \$40 million for the Secretary of the Interior to acquire land and establish a national recreation area along the 48-mile stretch of the Chattahoochee River corridor from Buford Dam to its junction with Peachtree Creek in the Atlanta metropolitan area.

The Secretary could allow the present owners of noncommercial residential property or of agricultural property acquired for the park to retain a right of use for up to 25 years, or at the owners' election for a period ending at the death of the owner or his spouse, whichever occurs later.

I might also note at this point that I have submitted an amendment which would allow nonprofit religious organizations to retain a use of the land they own on the effective date of the act. Under this amendment the use of land is allowed as long as: (1) It is used for camp, religious retreat, outdoor recreation, or similar noncommercial purposes; and (2) the Secretary determines that the use remains substantially unchanged for that prevailing on the effective date of the act.

The bill also provides that hunting and fishing shall be permitted within designated zones of the park.

Under the bill as introduced, the Secretary is to develop the recreation area in accordance with the ARC—Atlanta Regional Commission—corridor study. I recognize that, given the rapid development in the area, the study's recommendations may have to be updated; but I am confident the committee can work with the State officials and the Department of the Interior to determine which specific parcels of land should be acquired and incorporated into the recreation area.

We are very fortunate to have Joe Tanner here this morning, who is the authority in the State of Georgia on this proposal. Joe is very familiar with it, and I am sure he is going to give us an insight when he testifies.

Mr. Chairman, the 48-mile stretch of the river should be preserved and protected due to its natural, scenic, historic, educational, and recreational values. It is important, not only to Georgia but to the entire Nation.

However, it is especially important to the Atlanta urban area. The river is virtually nonpolluted, in contrast to the segment below Peachtree Creek, and supplies the principal water for metro Atlanta. Additional parkland and open space is critically needed in the rapidly growing metro area.

Few, if any, metropolitan centers have such a major natural resource which can still be preserved and protected from unplanned development. Today's witnesses will discuss the corridor's values in more detail. We are fortunate to have several distinguished panels of witnesses to testify this morning on this important legislation. All the witnesses are extremely knowledgeable on the subject, and I appreciate their time, work, and concerns in coming here today.

I believe that it is essential that we act now to insure that appropriate areas within the corridor are protected. Already several areas have been acquired for public ownership. A significant amount

of land has been donated by the Georgia Power Company and local citizens.

We are pleased to have present Mr. Harold McKenzie, who will, I am sure, be able to explain the position of Georgia Power Co., And I might add they have been most cooperative in trying to hold and develop this crucial area for the general public in years to come.

Certain of the more critical portions of the corridor such as the Palisades area have been acquired through Federal Land and Water Conservation Act funds and State and local governmental appropriations. Land and Water Conservation Act funds, in particular, can help secure parcels of land that would otherwise be rapidly developed, and this is important as a holding action in protecting the overall plan for the corridor's development. However, realistically, only a direct Federal appropriation can insure that all or most of the important areas are acquired.

Mr. Chairman, as you stated the \$300 million that is now available for the Land and Water Conservation Fund is simply not sufficient to enable us to purchase the land that we need here if we are going to prevent this from being lost to the public forever.

When I introduced this legislation in 1973, the estimated acquisition and development cost was roughly \$40 million. Today, given inflation, the cost would undoubtedly be higher. Unless the Congress acts swiftly, this precious natural resource will be impossible to preserve, due to appreciating land values and growing commercial development pressure.

With regard to development, I believe that there are segments of the corridor which could be subject to properly controlled commercial development. State and local laws can play an important part in guiding such development, and I hope local officials will cooperate with Federal and State officials in this regard.

Since the landowners along the corridor will be vitally affected by this governmental action, I believe that it is only fair to them that we move as expeditiously as possible in defining what areas will be acquired for public ownership.

In closing, Mr. Chairman, I want to emphasize that I believe that the key point is to preserve the Chattahoochee corridor for the benefit of Georgians and all Americans. I will support any reasonable re-drafting or modification of this bill which will help insure such protection of the Chattahoochee, and I hope that we can move swiftly and secure the passage of this legislation in the Congress at the earliest possible date.

Senator JOHNSTON. Thank you very much, Senator Nunn.

Congressman Andrew Young has submitted a statement for the record which will be included in full.

[The prepared statement of Congressman Young follows:]

STATEMENT BY CONGRESSMAN ANDREW YOUNG  
BEFORE THE U. S. SENATE SUBCOMMITTEE ON PARKS AND RECREATION  
ATLANTA, GEORGIA  
OCTOBER 29, 1974

Mr. Chairman:

People in the Atlanta area and the State of Georgia greatly appreciate the work you and your subcommittee are doing. We are especially thankful that you are conducting this hearing on legislation to create a Chattahoochee River National Recreation Area.

The Chattahoochee River is of national significance for two reasons.

First, we have a unique opportunity to preserve for recreational use an unspoiled stretch of a beautiful river, much of which is located in a large urban area. Incidentally, if we can demonstrate that grass roots support, which initiated this idea, can mobilize public officials to act promptly, citizens of other areas will have more confidence in their ability to save their natural treasures. In a period of public alienation and distrust of government, we can make a contribution toward restoring trust in our governmental process.

The second reason why this project is nationally significant relates to the role Atlanta serves in the Southeast Region. We are a regional transportation center. That makes this recreation area accessible to travelers on their way to Florida and the Gulf areas. Atlanta is becoming

an international center, bringing the prospect of foreign visitors who can have easy access to the pleasures of our scenic river. You and the Chairman of the Committee on Interior and Insular Affairs, Senator Jackson, are to be especially commended for allowing us the opportunity of making our case known to the officials who can make the decision to carry out the plan envisioned by S. 1738 and H.R. 7561.

The Chattahoochee River runs from the mountains of North Georgia through the length of the state, emptying at its mouth into the Gulf of Mexico in the Florida panhandle area. The clear mountain streams flow into Lake Lanier behind Buford Dam some forty odd miles north of the city of Atlanta. The proposed Chattahoochee River National Recreation Area would include a forty eight mile stretch of the river from Buford Dam to the confluence of the River and Peachtree Creek within the city limits of Atlanta. This area of the Chattahoochee has miraculously avoided development with only a few minor exceptions. The beauty of it must be seen to be believed. I will, therefore, limit myself to a few physical characteristics and notes of archeological and historical interest.

The river provides the water supply for a third of the population of the State of Georgia. There is some pollution at present, more so

below Peachtree Creek than above. It should be emphasized that any further development not only detracts from the scenic and outdoor recreation potential, but will inevitably add soil erosion and sewage to the section of the river where the water supply intakes are located.

The water emptying from Buford Dam ranges in the temperature from 43 degrees to 52 degrees and slowly rises as the water flows southward. This makes for excellent trout fishing, the stream being stocked annually with rainbow, brook and brown trout. Other fish in the river include bass and suckers.

Deer are found in the northern part of the proposed recreation area with squirrel, rabbit, quail, woodcock and waterfowl throughout. While some agricultural production occurs in the flood plain, particularly near the dam where the river valley is wider, most of the tract is covered with hardwood and pine forest. Let me point out that the legislation would not prevent the continuation of agricultural activity.

One of the most interesting aspects of this proposal is the archeological and historical element. The potential is here for an exciting educational program. I would hope the Park Service study, presumably on-going at this time, would pick up a proposal made in the Bureau of Outdoor Recreation study of the Chattahoochee. That study, made in 1971 but never released to the public, suggested an educational

program which I interpret as a series of "nature walks" in locations with a concentration of geological, historical or archeological points of interest. These "nature walks" might be on trail and could offer visual aides, recordings, or informal guides. While employees of the Park Service would seem to be appropriate to perform this service, I have been profoundly impressed by the spirit and enthusiasm of the citizens of this area who have fought to save the Chattahoochee. A voluntary organization might be able and willing to provide this service, or it might be incorporated into the public education programs.

The corridor is rich in history. The families of such well known Americans as Will Rogers, Theodore Roosevelt and Richard B. Russell, Jr. had roots in the area. By international treaty, the Chattahoochee River area, at the close of the American Revolution, was designated as part of the formal treaty line between Spain, England and the United States. The area was a focal point for communication, transportation and defense during the War of 1812 and in the American Civil War. Some of the most extensive and unique remnants of the 19th century Industrial Revolution are to be found at Roswell and Sope Creek. Prehistoric Indian sites abound from the transitional Paleo-Indian era

of 7,000 to 8,000 years ago to the planned ceremonial centers and hamlets left by the ancestors of the Cherokee and Creek Indians.

Mr. Chairman, much restoration has been done in this area, most notably in Roswell, Georgia. Many of the archeological sites are being actively explored. These things have value that real estate prices do not account for and should be given important consideration.

In closing, let me say that the Atlanta area is projected to grow beyond 3 million in the next 29 years. It will exceed 2 million by 1980. This suggests that we have not a minute to lose. This project has been tacitly opposed by the Administration, but it has the support of the citizens of Georgia, the local officials, the Governor and the Congressional Delegation of Georgia. We appreciate the prompt response by the Senate Subcommittee on Parks and Recreation, and hope that your support may have a persuasive effect on the U.S. Department of the Interior.

Senator JOHNSTON. The first witness this morning is Mr. Harold McKenzie, Jr., with the Georgia Power Co.

**STATEMENT OF HAROLD MCKENZIE, JR., GEORGIA POWER CO.**

Mr. MCKENZIE. At the suggestion of Senator Jackson in his letter of invitation, I would like to submit my written statement and briefly comment in addition to the remarks therein, Senator.

You will be treated, I am sure, to a great deal of discussion of the very unique and unusual qualities of this area of the river, both in terms of physical characteristics and its location, by other speakers, so I will not attempt to get into that.

My first involvement personally with this occurred some 4 years ago, I guess, when the southeastern region of BOR instituted a study of this and other areas across the country in terms of consideration for urban parks. I serve as chairman of the Citizens Advisory Committee to the regional office of BOR.

Since then I have had a number of conversations with officials of the Department of the Interior in Washington about this. Most recently I was at a meeting of the board of trustees of the National Recreation and Park Association in Denver this past weekend, at which we discussed the future role—at least what our organization should foresee as the future role—of the national park system.

Out of these various discussions I am myself unable to detect a clear set of criteria for the establishment of additions to the national park system, national recreation areas, or national parks. I am aware of a set of criteria now some 8 or 10 years old, which to me this particular situation fits beautifully.

But my own personal reaction to what I have been able to glean from these various meetings and discussions is in essence that the policy is one of shrinkage of the national parks system as opposed to expansion.

I think this is a tragic turn of events. We may be in a period where economics indicate that we may have to make some very careful selections and choices and set the priorities very carefully.

This area of the country does not—superficially, at least—have its fair share of the national parks system.

Senator JOHNSTON. You are speaking about the south in general?

Mr. MCKENZIE. Yes, sir. I do not mean to confine it to Georgia by any means. The need for major recreational facilities close to major urban areas—and Atlanta, I think, qualifies as a regional city as opposed to a very localized situation—is tremendous.

The opportunity that would be afforded the citizens who are not able to travel the distances required to enjoy a national park is very important. So I would simply and very briefly urge you to look very carefully and very closely at this particular situation as a matter of setting national policy for the expansion of the national park system.

I think it is more important in this particular instance we are looking at today. Some pattern needs to be set and some policy established for the future of the national parks system which can be done through this vehicle which would emphasize the need to preserve and make available significant recreational facilities for the bulk of the people within a reasonable distance from where they are.

As I say, this particular situation you will hear a great deal more about today, so I won't attempt to describe that. I, by our statement, indicate my company's total commitment to this, demonstrated by the fact we have contributed all of the land that we have owned in the past in the area involved.

Senator JOHNSTON. How many acres has Georgia Power contributed?

Mr. McKENZIE. Approximately 157 acres in the Palisades area, which were contributed to Nature Conservancy, and through them to the State of Georgia. And approximately 700 acres as part of our Morgan Falls hydroelectric project, the major bulk of which is under water, but it is the entire area under the Federal license, except for the dam and the appurtenances necessary to the operation of the project.

Senator JOHNSTON. Mr. McKenzie, first of all, thank you very much for your interest in this. You have obviously studied this particular area in detail.

Mr. McKENZIE. Yes, sir.

Senator JOHNSTON. Tell me, what is the recreational value of the area?

Mr. McKENZIE. In terms of dollars, I would have no way nor ability to do it.

Senator JOHNSTON. I don't mean in dollars, but what can it be used for?

Mr. McKENZIE. You will see that the rather large green section to the left, where the river comes more or less horizontal across the map there, does have a lake. It has islands in the lake. This land has been contributed to Fulton County and Cobb County.

Senator JOHNSTON. This is the extreme south, which is more or less a dam?

Mr. McKENZIE. There is a dam and a lake and islands and shorelines involved in the land we contributed to the two counties. That can be developed for water-oriented recreation in that pond.

Senator JOHNSTON. Why can that not be used?

Mr. McKENZIE. It is being developed currently, so presumably it will within a short period of time be available in a developed stage.

The land in the Palisades area—the rather larger dark blue area down low on the map—is the other segment of land we contributed. Its potential for an outdoor experience for preservation is tremendous.

Senator JOHNSTON. I understand very well the need to keep a beautiful area intact, particularly so close to a city. My question goes to the sense of the recreational use.

Mr. McKENZIE. I was attempting first to confine myself to land in which we have been involved. The other segments up and down the river which have been identified would provide within close and easy access a tremendous opportunity for canoeing, for swimming, for actual park developed areas.

We do not have in this area what could even be considered as a minimum level of developed park area in terms of the population. I am attempting to quantify in some way—I am sorry I am struggling with your question. I don't really have a means of quantifying it.

There is a virtually unlimited potential in terms of the quantity of people that could be given a significant outdoor experience in the area

in a variety of ways. Certainly the market for such an experience is tremendous, not just Atlanta but on a regional basis.

Senator JOHNSTON. What I am getting at: so many areas are beautiful and need to be preserved but fragile enough that they cannot support a tremendous use in terms of people.

Mr. McKENZIE. I think if you will refer back to the BOR study and to the ARC study, the areas that are too fragile for development are clearly identified, and the areas that are subject to some development and utilization are also identified. There is an ample mix of both.

Senator JOHNSTON. Let me ask you this: I assume the power of jurisdiction would be in the Georgia Legislature for the consideration of land use legislation with respect to this area to pass such rules that would prevent the degradation of the water quality?

Mr. McKENZIE. There is such a piece of legislation which rests in the Atlanta Regional Commission—the authority to plan.

Senator JOHNSTON. What is that?

Mr. McKENZIE. The legislature has passed a bill which vests in the Atlanta Regional Commission authority to plan in the river corridor. I would not attempt to comment on the intent or desire or ability of the local governments involved.

The authority to actually enforce such a plan is spread among the local governments involved, so that the Atlanta Regional Commission itself essentially has no enforcement powers to be sure that its plan is carried out. So we are partially there in terms of assuring a cohesive and consistent policy toward development or nondevelopment of areas within the corridor.

Senator JOHNSTON. The State and local governments, or whatever the proper combination of those is, should act to undertake land use regulation on the Chattahoochee, with or without Federal legislation to prevent the degradation of the water quality and the preservation of the area. Can you do that without Federal funds or without State funds?

Mr. McKENZIE. One of the problems, Senator, of this whole concept, we are talking about such a vast amount of land and such a vast amount of money that it is necessary to have some end hope available of the possibility of creating what we are talking about here to induce the State, the county, and the city to take action to keep it available so that the legislature considers it an important part of the total puzzle.

Senator JOHNSTON. With or without such legislation, you ought to have rules, for example, on water runoff so you don't change the character of the watershed that drains into the area and cause siltation.

Mr. McKENZIE. I certainly concur.

Senator JOHNSTON. That can be done and should be done, whether or not this legislation is passed.

Mr. McKENZIE. Other speakers will be much more qualified than I to address themselves to this. But the Atlanta Regional Commission plan does take into account all the factors which I believe would be of concern. It is a matter of seeing that those regulations are enforced.

Senator JOHNSTON. Do we have someone here from the Atlanta Regional Commission? Yes—Mr. West.

Mr. McKENZIE, I want to thank you very much for your testimony on behalf of those of us who are interested in preserving these areas. I want to thank your company, Georgia Power Co., for its interest.

Mr. McKENZIE. We very much appreciate your being here, Senator.

Senator NUNN. I would like to express my appreciation, too, to you and your firm for your attitude. An attitude which has not been adopted in recent months but has endured several years. This is extremely important and there is not enough money on the Federal level and the State level to handle this. It is going to take a general interest by the people to try to hold these values for the next 200 years.

So I certainly appreciate it and hope you express my personal appreciation to your company.

Mr. McKENZIE. Thank you, Senator.

[The prepared statement of Mr. McKenzie follows:]

COMMENTS REGARDING THE CHATTAHOOCHEE RIVER  
NATIONAL RECREATION AREA  
by H. C. McKenzie, Jr.

Gentlemen, I appreciate the opportunity to speak before you this morning on behalf of Georgia Power Company supporting establishment of the Chattahoochee River National Recreation Area.

My company will be little affected by what the members of the Parks and Recreation Sub-Committee decide regarding this admirable piece of legislation because it will in no way affect our operations. However, as a corporation made up of individuals, many of whom work and live in metropolitan Atlanta, and as a corporation vitally interested in ecology, energy conservation, recreation, in the well-being of Georgia, our home, and in the citizens of the state, Georgia Power Company takes great interest in the bill. The company endorses the establishment of the national recreation area. We believe the provisions in this bill provide an opportunity for the Federal Government to take the lead in demonstrating a commitment to preserving unique and valuable natural resources.

The section of river affected by the legislation is I believe among the loveliest in the land and Atlantans are very fortunate to have it so close to home. However, the locale, because of its proximity, is practically in the heart of Atlanta's phenomenal northern thrust and many would, quite

understandably, like to have a part of it or a place nearby, for themselves. As a result, the character of the river has been altered and the river faces further change if steps are not taken quickly to prevent it. Much of the river and its immediate environment have been preserved and the credit for that goes, in large measure, to ecologists, Friends of the River and the Atlanta Regional Commission's land use plan. But the plan is enforceable only through several local governments; recreational lands along the 48-mile stretch are administered by several agencies. Both situations indicate the need for an over-all coordinated effort toward balanced preservation and development. But the river, inasmuch as possible, should be accessible and should belong to all.

Georgia Power Company demonstrated its interest in public recreation and public access to the river in that area by turning over large tracts of land, acquired through the company's involvement in the generation of hydroelectric power. In November, 1973, Georgia Power Company donated to Fulton and Cobb counties for recreational use approximately 700 acres valued at more than \$3 million of the company's Morgan Falls Project land. In 1972, the company turned over 157 acres in the Palisades section of the river, valued at over \$1 million, to the state of Georgia, through The Nature Conservancy. That donation was for the development of the land as a park and natural scenic

area. Previously the company negotiated a 15-year lease of three acres of Morgan Falls property to Fulton County for use primarily as a public access area. Our involvement with outdoor recreation elsewhere goes back much further than that. As far back as 1910 our company was providing facilities for free boating, fishing and camping. We now have thousands of acres of company land dedicated to recreation and our interest continues with the Chattahoochee River proposal.

While as I said earlier, Georgia Power Company's ability to do its job will be little affected by what Congress decided to do with this bill, we are deeply concerned with energy and the energy crisis. It is our belief that further development of the Chattahoochee River as a recreational resource will encourage thousands of Atlantans to stay closer to home, conserving valuable gasoline. Nearby rivers, including the Flint, Oconee and Savannah are several hours away for most Atlantans. The Chattahoochee on the other hand is practically in the back yard of thousands of households. In addition, the proximity of the river provides an inexpensive and accessible outlet for people who cannot afford the luxury of filling the tank with expensive gas to flee the confinements of city life.

Also of practical consideration is the corollary: with less development, there will be less water runoff. The more runoff present the higher the siltation, the poorer the quality

of the water and the greater the hazard of flood. This recreational park would be of direct benefit to the company in that it would slow the siltation behind Morgan Falls Dam. However, that's of relatively minor importance when weighed against the total benefit of the proposal now before you.

The proposal would help to preserve our natural heritage in an area under intense pressure by the growth of our city. The proposal would provide a priceless recreational resource which will contribute immeasurably to the social, mental, physical, cultural and economic well-being of the area. I think the \$82 million price tag for the project to be an excellent investment for the maintenance of our resources. In giving the lands to Fulton County and Cobb County, it was the company's hope that they would be developed into recreational parks and development of the conveyed lands for intended purposes is now underway.

Thus far, I have addressed myself to the virtues of this stretch of the Chattahoochee River as related to the people of the local area. I am sure that this sub-committee is concerned with the question of why the Federal Government should assume responsibility for the area in the form of a national park or national recreation area. The city of Atlanta and its future course is a vital concern to the entire Southeastern region of the United States. There is no way to adequately describe the

unique situation that exists here with a river flowing through the heart of a major regional metropolitan area with substantial sections of the river virtually untouched by the hands of man, with natural beauty which defies description, and with the opportunity to enrich the quality of an area and thus the lives of the people in that area. If this stretch of the Chattahoochee River does not meet a reasonable set of criteria for the establishment of a national park or national recreation area, then it is difficult to see how any area would qualify.

The bill provides that "the Secretary of the Interior shall administer, protect and develop the recreation area in accordance" with the Atlanta Regional Commission's 1972 Chattahoochee Corridor Study. Georgia Power Company strongly supported that study and we endorse it today. We strongly support S. 1738 and the companion House bills, H.R. 17289 and 17290.

Senator JOHNSTON. Mr. Alfred D. Kennedy of Kennedy Enterprises has a statement, which will be included in the record.

#### STATEMENT OF ALFRED D. KENNEDY, KENNEDY ENTERPRISES

Mr. KENNEDY. I believe Senator Nunn has said what I wanted to say in sum and substance. I do question whether the 6,000 acres—which comes out to an average of \$6,666.67 per acre in this corridor—can be purchased. Transactions show that land values run from \$3,500 an acre in the northern most part of the corridor to as much as \$100,000.

Senator JOHNSTON. Thank you very much, Mr. Kennedy.  
[The prepared statement of Mr. Kennedy follows:]

#### PREPARED STATEMENT OF ALFRED D. KENNEDY, ATLANTA, GA.

In 1971 I was one of sixteen members of a steering committee known as the Chattahoochee Recreation Area Study. In 1972 some of the recommendations made by this committee were incorporated into the Atlanta Regional Commission's Chattahoochee Corridor Study. As the owner of over 800 acres of land in various parcels lying along this corridor, I have had an inordinate interest in its progress. I would like, therefore, to submit to you and your committee some thoughts I have on this study.

One need only remember the peace and beauty of the rivers of the great European cities to understand what Atlanta could have. Rome, Florence, Paris and London have their most attractive areas along developed river banks. The ARC Plan recommends public purchase of approximately 6,000 acres of park land and open space. The bill before Congress authorizes 40 million dollars to be appropriated for the acquisition of lands in this corridor. This comes out to an average of \$6,666.67 per acre. Since 1972 there have been numerous land transactions within this corridor. These transactions show that land values run from \$3,500.00 an acre in the northernmost part of the corridor to as much as \$100,000.00 an acre as the river approaches the city limits of Atlanta. I therefore question whether 40 million dollars for this 48 mile corridor will be sufficient to accomplish the aims of the Atlanta Regional Commission. I do not, and I repeat, do not wish to stand in the way of the wishes of the people of this community, or of the will of Congress. If the wishes of my community and the will of Congress is to establish a park, then so be it.

The lands along this corridor have been zoned for various uses. Portions of it are zoned residential; other portions are zoned apartments and other portions are zoned office-institutional. The landowners, however, since 1971 have been left on the horns of a dilemma. We are unsure what lands can be developed, as the groups favoring a park attempt to block any rezoning or development of land in this corridor. Disposition of the land to a prospective purchaser is under a cloud of uncertainty, and in the meantime, some three years later, the taxes keep rolling around. I feel free, therefore, to ask you and other members of Congress to please make a determination of the future of this stretch of river as soon as possible. I am requesting that the Congress make funds available to acquire that portion of the land the National Park Service needs for a park as soon as possible. If, however, this is impossible, I would suggest that the Atlanta Regional Commission and the various local governing authorities be advised of the fact that no federal money is forthcoming, and allow these local authorities to issue building permits along this corridor.

Senator JOHNSTON. The next witness is Mr. Herb Mabrey, president of the Georgia State AFL-CIO.

Mr. MCKENZIE. Mr. Mabrey has not come in yet this morning. I don't think he realized the order of appearances. So would it be all right for him to appear when he does?

Senator JOHNSTON. Yes. We will call on Mr. Mabrey later.

I would at this time like to call three witnesses as a panel because I think their testimony will be complimentary. Commissioner Joe Tanner of the Georgia Division of Natural Resources; Mr. Harry West, executive director of the Atlanta Regional Commission; and Mr. James O. Bohanan, assistant deputy commissioner of the Georgia Division of Industry and Trade.

We will first hear from Mr. Tanner, and then Mr. West and Mr. Bohanan.

**STATEMENT OF JOE TANNER, COMMISSIONER, GEORGIA  
DEPARTMENT OF NATURAL RESOURCES**

Mr. TANNER. Mr. Chairman, Senator Nunn, on behalf of Gov. Jimmy Carter, and as commissioner of the Department of Natural Resources, I would like to welcome your distinguished subcommittee to Atlanta, Ga., and to our State capital.

In addition to my written statement I would like to make a few brief comments and respond to any questions that you might have.

We believe in the State of Georgia and the Department of Natural Resources that we have a very real crisis facing us in the urban environment in the United States. All across our land—and the same thing is true in the rapidly growing area of Atlanta—wooded areas, agricultural lands, and open-space areas are being rapidly converted into apartments, condominiums, commercial ventures, and offices and industrial parks.

Atlanta can be cited as a primary example of a very rapidly-growing urban area. This growth can be good both for Atlanta and for the State of Georgia. We can have an improved standard of living.

But the growth brings other factors into play such as the urban tensions that plague urban areas throughout this country. We have learned, I think, I hope, that you need more than housing and you need more than just employment to have a good healthy living environment. Open-space lands, park lands, are an essential part of the urban environment if the urban citizen is to have an opportunity to relax, to have an opportunity really for a re-creation of human spirit.

I have a chart I would like to refer you to about the growth of Atlanta. You will notice that the growth from 1960 to 1970 in Atlanta is primarily toward the north, and this of course is primarily toward the Chattahoochee River area.

You will be interested in knowing that in this area 30 percent of Georgia's population resides on approximately 3 percent of our land area.

The Chattahoochee River is a beautiful, rugged river. It is important from almost any standpoint that you want to look at: Geology, forest, wild plants, wildlife. We have cold-water trout fishing within 30 minutes to 1 hour's drive of all the citizens of the Atlanta metropolitan area.

It is also rich in history, with its industrial mills along Sope Creek, with Indian rock shelters, and so forth.

One of the most important aspects of the Chattahoochee River is water supply for the Atlanta metropolitan area. The Chattahoochee River is responsible for supplying about one-third of the people of this State with their drinking water supply. Rapid development in the

corridor of the Chattahoochee River has adversely affected water supply and will continue to do so in the future if we do not do a good job of planning and of saving open-space type lands.

Senator JOHNSTON. Excuse me for interrupting. You are with the Georgia Department of Natural Resources?

Mr. TANNER. That's correct.

Senator JOHNSTON. You are the director?

Mr. TANNER. I am the commissioner of the department. I am the department head.

Senator JOHNSTON. Would you explain to me how the various State departments fit together in this on a jurisdictional basis.

Mr. TANNER. Yes. The Department of Natural Resources is a new creation of government. It represents what used to be about 37 formal State agencies. We do have the responsibility for parks, for historic sites, for game and fish, and for every aspect of the environment—water quality, air quality, and so forth.

So we are the primary department that deals with the subject of the Chattahoochee River.

The Department of Community Development, primarily in its tourist division, of course also has an interest. But the Department of Community Development does not operate any park-type facilities at all.

Senator JOHNSTON. Would it be your department's primary responsibility, would you say, of legislation for land-use regulation? Has that been considered?

Mr. TANNER. Yes, it would be our primary responsibility as a State agency. This, of course, is the subject of considerable controversy in our State.

There is a constitutional amendment that basically provides zoning powers are in the hands of local governments. The lawyers can argue that there are other methods of controlling land use rather than purely and simply zoning.

However, we basically support the concept of the State of Georgia providing technical assistance and finances to area planning and development commissions like the Atlanta Regional Commission, with the ultimate decision being made by local governments.

We do feel that there is a need for some guidelines of things to be considered when the planning process takes place. For example, in the Chattahoochee area where you are involved with several municipalities and several county governments, even when you have the Atlanta Regional Commission it becomes very difficult to get uniform zoning and uniform enforcement of the various rules and regulations relating to zoning and land use.

Senator JOHNSTON. Maybe we ought to get another word than "land use" because land use is a word that excites a lot of people in my State. They think it is some kind of Communist conspiracy or big brother takeover.

Mr. TANNER. Yes, it does.

Senator JOHNSTON. But it is a responsibility, I would say in my judgment, whether it be the State or someone else to provide some reasonable, sensible policy to preserve this heritage. Land-use regulation could be nothing more than a law from putting septic tanks within so many feet of the river.

Mr. TANNER. We have that kind of law. We have many, many environmental laws that give us a great deal of control over some things that go on, including septic tanks. Also, in the case of water supply, the construction of sewer lines and so forth. All must come through our agency for approval.

So we do have a great deal of laws in regard to the environment.

Where the State of Georgia is weak, from the State's standpoint, is in land-use type planning and so forth. As I say, this is primarily up to the local governments.

Senator JOHNSTON. I might say our committee has considered a number of these kinds of projects—for example, a national seashore out in California. All of these projects take a lot of money. There is the Big Cypress down in Florida, and I could name others.

One of our first questions always is: What is the State doing? What is the local community doing to bear its part of the responsibility?

We are in effect putting Federal money in here to assist the efforts of State and local governments, helping preserve water supply, helping with what otherwise would be a State or local responsibility to provide recreational opportunities. I think the Federal Government ought to do that. We ought to do more of it.

But it is going to take a coordinated effort. I would still like to see your department enforce some kind of overall policy. I know your practical political problems in trying to tell the local area what to do.

Most of the governments, counties and cities, are jealous of their prerogatives and don't want a straitjacket put on them by the State, and certainly not by the Federal Government. But in my judgment it is part of the process we have all got to go through to preserve this kind of area. It can't be done on a haphazard basis.

I am not suggesting that your department has been haphazard in its recommendations, but I am suggesting that a uniform policy must be preserved.

Mr. TANNER. If I could comment on that. As a part of land use of course is the private property owners' rights. I think Alfred Kennedy summed it up very well a few minutes ago when he said that there is a great deal of land owned out there; there is a great deal of plans for the utilization of that land; and it is time to fish or cut bait as far as the Chattahoochee River Park is concerned.

What I mean by that is, let's assume that we do have adequate zoning legislation in the Chattahoochee Corridor area. That is still going to involve the right of the private owner to use his land as he sees fit within the limits of whatever his property is zoned for, whatever he is able to get it rezoned for.

The problem that we have now is simply one of money. You ask what the State has done. In 1973 the State appropriated \$12 million for a statewide heritage trust program—this being for the State of Georgia to go out and acquire historic lands, natural areas, park lands, and so forth. This past year the legislature appropriated about \$4.5 million additional for this effort, and our department is asking for some \$5 million additional for the upcoming session.

With those funds—which of course have to be applied statewide—we have been able to acquire 527 acres of State-owned property on the Chattahoochee River at a cost of \$4.4 million.

In 1973 the availability to the State of Georgia of BOR funds was less than \$1 million. In fact, the availability of funds to actually acquire property was in the order of \$650,000 of Federal BOR funds. This year we have available to us, we hope, about \$3.5 million in Federal BOR funds.

You can see that if we put all the Federal BOR funds in the Chattahoochee River project and ignored all the other park needs throughout the State of Georgia, this is not nearly enough to even match the State's willingness to acquire properties.

Senator JOHNSTON. I am aware of those problems. That's why I introduced legislation to greatly increase the land and water conservation fund.

Mr. TANNER. I did, Senator, want to take an opportunity to commend you for that effort. I am particularly glad to see that you designated that \$200 million of that that should go to urban areas.

Senator JOHNSTON. That's what I said, on a Federal matching basis.

Mr. TANNER. That would be great. As to the matter of how you finance this in the future, the State of Georgia, the Department of Natural Resources, is of course ready, willing, and able to work closely with the congressional staff. We are willing to look at any alternative as Senator Nunn has outlined. Our primary need is Federal matching dollars.

Of course we would like to see a national park established there with the Federal Government owning and operating all the facilities. But here again we are willing to look at any alternative, and there are of course several alternatives.

Senator JOHNSTON. Let me ask you a little more on that subject. It is our policy not to create a national park with further drains on the National Park Service employees, except where that is necessary. We would rather give money to the State to operate a State park.

Do you think it is necessary and essential that this be operated as a national area?

Mr. TANNER. I think if we are going to acquire anywhere close to the 8,000 acres of land that was originally recommended by BOR, it would be necessary for it to be owned and operated as a national park. There are perhaps some alternatives to that by scaling down the amount of land that would actually be required to operate a massive urban park, assuming that we could get additional Federal funding at a higher matching basis than 50-50—perhaps like the 70-30 that is contained within your legislation.

Yes, the State could aggressively move in and do a great more than it has. The problem that we have at the moment, Senator, is that the people that own that land out there and the people that are paying taxes on that land have been sitting around waiting for 2 or 3 years.

I have been very critical at times of land that was rezoned and of some of the types of projects built. But in all fairness to everybody concerned, I think we would have to say that the business community has been willing to sit back and work with the State of Georgia over a period of 2 or 3 years as we attempt to obtain the necessary funds to go in and acquire property.

Senator JOHNSTON. Let me ask you this. The State already owns the green areas?

Mr. TANNER. The very, very dark green areas, yes.

Senator JOHNSTON. All of the areas—dark green, light green, and yellow—represent what is proposed to be acquired in this bill?

Mr. TANNER. Yes, and more.

Senator JOHNSTON. In other words, that would be the complete package as far as we are concerned?

Mr. TANNER. No, sir, that would not be the complete package. That is the plan under which the State of Georgia is currently operating assuming that there is going to be no national park. That's what this plan assumes.

Senator JOHNSTON. The national recreation area would require much more land?

Mr. TANNER. Does any member of the staff know what the total acreage on the map is?

The BOR proposal called for approximately 8,000 acres.

FROM THE FLOOR. That's about 2,000 acres.

Mr. TANNER. That's about 2,000 acres. That would be a good guess.

Senator JOHNSTON. Would you give me the justification for acquiring the 8,000 acres as opposed to the 2,000 acres.

Mr. TANNER. The map before you, Senator, is based on the limited State dollars available, and the even more limited Federal BOR matching funds which would be available to the State of Georgia. So that is basically a very limited concept plan which would protect and make available to the public several parks along the Chattahoochee River.

As you know, the primary usage of the river, of course, is the river itself. You mentioned visitation earlier. On any weekend we have in the order of 10,000 people per day.

Senator JOHNSTON. I read that in your statement—10,000 per weekend. That is very heavy traffic.

Mr. TANNER. Yes, it is.

Senator JOHNSTON. That is equivalent to some major roads. It is that crowded?

Mr. TANNER. Yes, it is.

Senator JOHNSTON. What additional use other than that 10,000 would there be?

Mr. TANNER. Let me say this, too, back to the private property owners' rights: at the present time we have very limited public access to the river. So a good number of those 10,000 people that go out on any given weekend violate the private property owners' rights in order to gain access to the river. This of course is a very agonizing thing for a property owner, if you have got \$100,000 invested in your home and you are overlooking a very scenic part of the river, to have somebody come up and park his car in the street in front of your house and get his tube out and walk through your yard and get in the river.

This is basically the kind of problem that we are faced with.

Senator JOHNSTON. What is the greatest threat to this river? Is it the acquisition of areas that otherwise would be suitable for recreation? Or is it the regulation of water supply?

Mr. TANNER. Senator, I would have to say that our greatest concern is water supply. You know we are involved in the middle of an energy crisis. There are many very knowledgeable people in this country that say the real crisis is going to be the water supply crisis. It is going to make the energy problems in this country look very, very small in comparison.

Senator JOHNSTON. How would that water supply be helped?

Mr. TANNER. As you develop any watershed area, as you come in and strip away the vegetation, cut down the trees, build condominiums, office parks, and so forth, you do away with the natural ecosystem which keeps the river clean and which also has a cleansing effect upon the river.

In its place you put parking lot runoffs, which contain all sorts of things from gasoline spillage on down. You increase the temperature of the water because, as the water runs off, the water is a great deal warmer than it would be through natural vegetation.

This is the primary problem. In other words, as you develop the watershed—we can show you some primary examples by taking you to the river. But as you develop that watershed area you substantially lower the water quality of the river.

We predict that if Atlanta continues to grow, by the year 2010 we are already going to have a very serious water supply problem in Atlanta. If we continue to develop the watershed area of the Chattahoochee River, that problem would become much more severe and the water quality will go down.

We will then find ourselves spending millions of State dollars and Federal dollars to treat the water before it can be used for human consumption.

Senator JOHNSTON. Would you say that's the main justification for the difference between the 2,000 and the 8,000 acres?

Mr. TANNER. I think it is one of the main justifications. The other is to protect the integrity of the river itself—that is, so that the person that is on the river, as he floats down the river, will not be aware that just over that ridge line is a beautifully built condominium or group of condominiums.

So we are interested in protecting the water supply as well as the integrity of the river itself.

Also, when you look at the very small amount of publicly owned land, the 527 acres of State-owned land at the present time, you consider that you have 10,000 visitors out there now. That gives you an idea of the amount of pressure that's placed on that very small and very fragile piece of property, or pieces of property.

Senator JOHNSTON. Mr. Tanner, you have been most helpful to me, and I understand why they put you in charge of that department.

Senator NUNN, do you have any questions?

Senator NUNN. I just want to commend Mr. Tanner for his dedication to the project.

Mr. TANNER. Thank you, Senator.

Mr. Chairman, may I make one brief statement?

Senator JOHNSTON. Yes, certainly.

Mr. TANNER. We feel very, very strongly that time is of the essence on this particular project. We believe that it is going to take a very great spirit of cooperation on the part of the private citizen, the business community, our local governments, and our State government and our Federal Government, if we are going to save and protect the integrity of the Chattahoochee River.

I want to tell you that the State of Georgia has been very fortunate in being able to work with property owners like the Georgia Power Co. and like Alfred Kennedy, who have literally made donations of their properties in order to protect the integrity of that property.

Also you mentioned earlier what has the State done financially? I would also like to point out to you that Cobb County, Fulton County, and the city of Atlanta have made substantial financial commitments to protect the Chattahoochee River. But the simple fact remains that, despite the fact that we have good cooperation from the private sector from local governments and money from the State, it is simply not enough and it is imperative that we move in now to complete the acquisition of the Chattahoochee River corridor.

One final comment. The state of the economy today, the slowdown in growth, makes this even a more key time. We believe that we can now purchase property on the Chattahoochee River at a lower price than we could have purchased property on the river a year ago. We do not believe that that state of affairs will last more than 3 to 5 years perhaps less.

Thank you again for an opportunity to appear before your committee.

Senator JOHNSTON. Thank you. If you will, remain for a while, and with the forbearance of Mr. West, I would like to call Mr. Herb Mabrey of the Georgia State AFL-CIO. Mr. Mabrey has a 10 a.m. meeting, so, Mr. West, we will take him out of order and we will come back to our panel here with Mr. Tanner and Mr. West.

[The prepared statement of Mr. Tanner follows:]

MR. CHAIRMAN:

ON BEHALF OF GOVERNOR JIMMY CARTER AND AS COMMISSIONER OF THE GEORGIA DEPARTMENT OF NATURAL RESOURCES, I WELCOME YOUR DISTINGUISHED SUBCOMMITTEE TO THE STATE OF GEORGIA AND EXPRESS OUR APPRECIATION FOR YOUR INTEREST IN THIS VERY IMPORTANT AREA.

A CRISIS EXISTS IN THE URBAN ENVIRONMENTS OF THE UNITED STATES TODAY. WE ARE DOMINATING THE LANDSCAPE EVERYWHERE, TURNING WOODED AREAS, AGRICULTURAL LAND, AND OPEN SPACE INTO RESIDENTIAL SUBDIVISIONS, COMMERCIAL CENTERS, AND OFFICE AND INDUSTRIAL PARKS.

THROUGHOUT THE COUNTRY, NO CLEARER EXAMPLE OF THIS GROWTH CAN BE FOUND THAN IN GEORGIA. OF THE MANY METROPOLITAN AREAS THROUGHOUT THIS NATION, THE TWO FASTEST GROWING ARE LOCATED IN THE SOUTH. AS YOU MIGHT HAVE GUESSED, ATLANTA IS ONE.

THIS GROWTH CAN BE GOOD FOR THE SOUTH. ATLANTANS, AND ALL OUR PEOPLE, CAN HAVE AN ENHANCED STANDARD OF LIVING, BUT NOT UNLESS WE TAKE POSITIVE STEPS TO PROVIDE OUR CITIZENS WITH QUALITY RECREATIONAL OPPORTUNITIES, IN THE BROADEST SENSE OF THE WORD.

I STRONGLY BELIEVE THAT THE URBAN CRISIS WE FACE IN AMERICA TODAY IS BROUGHT ABOUT BECAUSE WE HAVE BEEN SLOW IN REALIZING THAT HOUSING AND EMPLOYMENT ARE NOT THE ONLY REQUISITES FOR A HAPPY LIFE.

URBAN UNREST LIES NOT JUST WITH THE POOR AND UNDERPRIVILEGED, BUT WITH ALL OF US WHO EXPERIENCE THE UNENDING TENSION OF THE URBAN ENVIRONMENT. THE OPPORTUNITY FOR RECREATION, OR, RE-CREATION OF THE HUMAN SPIRIT, IF YOU WILL, IS A BASIC NEED FOR ALL.

THERE IS, HOWEVER, NO URBAN AREA OF THIS COUNTRY THAT HAS BEEN ABLE TO ADEQUATELY PROVIDE ACCESSIBLE RECREATIONAL OPPORTUNITIES FOR ALL ITS CITIZENS.

ATLANTA IS NO EXCEPTION, LIKE OUR OTHER MAJOR CITIES, IT HAS BEEN TERMED AN OPEN SPACE DISASTER AREA. THE BUREAU OF OUTDOOR RECREATION TELLS US THAT THIS CITY, THE LARGEST IN THE SOUTH, WITH OVER THIRTY PERCENT OF GEORGIA'S POPULATION RESIDING ON THREE PERCENT OF THE STATE'S TERRITORY, HAS A DEFICIT OF ALMOST 20,000 ACRES OF RECREATION LAND. BECAUSE OF THE PROPOSAL THAT THIS DISTINGUISHED SUBCOMMITTEE IS ADDRESSING, AND IN VIEW OF PAST FEDERAL, STATE AND LOCAL EFFORTS TO PRESERVE THE INTEGRITY OF THE RIVER CORRIDOR, WE STAND AT THE THRESHOLD OF OPPORTUNITY.

IT IS NOW POSSIBLE TO LOOK AT THE FUTURE OF THE SOUTH AND SECURE FOR PERPETUITY THE RESOURCE WHICH MADE ATLANTA POSSIBLE. IF ACTION IS NOT TAKEN NOW, MY FEAR IS THAT IN A FEW SHORT YEARS WE WILL REFLECT REGRETFULLY ON THE OPPORTUNITY THAT PASSED US BY.

AS YOU CAN SEE BY THE CHART WHICH IS BEFORE US (SEE ATTACHED), THE VAST MAJORITY OF ATLANTA'S GROWTH HAS BEEN AND WILL CONTINUE TO BE DIRECTED TO THE NORTH. THE IMPACT THAT THIS GROWTH WILL HAVE ON THE CHATTAHOOCHEE CAN BE BROKEN INTO TWO MAJOR THRUSTS.

FIRST, THE VALUE OF THE RIVER AS A RECREATIONAL AND NATURAL AREA WILL INCREASE. IT IS NOW WITHIN AN HOUR'S DRIVE OF 30% OF GEORGIA'S CITIZENS, AND AS MASS TRANSIT EXPANDS TO MEET THE NEW GROWTH, THE RIVER WILL BE COMPLETELY ACCESSIBLE TO ALL ATLANTANS, RICH AND POOR ALIKE.

SECONDLY, THE PRESSURE FOR DEVELOPMENT OF COMMERCIAL AND RESIDENTIAL AREAS ON OR NEAR THE CHATTAHOOCHEE WILL CONTINUE TO MOUNT.

THUS, WE ARE IN A STRUGGLE BETWEEN PUBLIC AND PRIVATE USE OF THE RIVER CORRIDOR. THE LAND PROPOSED FOR PUBLIC ACQUISITION IS INSIGNIFICANT WHEN VIEWED AS A PORTION OF LANDS IN THE AREA AVAILABLE FOR PRIVATE DEVELOPMENT.

BESIDES PROVIDING 90% OF METROPOLITAN ATLANTA'S WATER SUPPLY, UNIQUE NATURAL FEATURES SERVE AS THE FOUNDATION FOR MANY VARIED RECREATIONAL AND CULTURAL EXPERIENCES.

THE DOMINANT GEOLOGIC FEATURE IS THE BREVARD FAULT. ROCK OUTCROPPINGS, PRIMARILY OF GRANITIC GNEISS, ARE COMMONPLACE ALONG THE RIVER.

MOST OF THE CHATTAHOOCHEE'S BOTTOM LANDS ARE WELL-DRAINED. ITS FLOOD PLAINS FEATURE MANY TREE SPECIES, INDICATIVE OF THE YOUNG STABLE FORESTS OF THE RIVER. HICKORY, BIRCH, POPLAR, OAK, BLACK WALNUT AND MANY OTHERS ABOUND. THE RICH SOILS OF THE RIVER BASIN SERVE AS SOUTHERN RANGE EXTENSIONS OF MANY NORTHERN TYPES OF VEGETATION.

THE STATE HAS SUPPLEMENTED THE NATURAL FISHERY RESOURCE OF THE RIVER THROUGH STOCKING PROGRAMS SINCE 1961.

THE FORESTED AREAS ARE HOME FOR DEER, SQUIRREL, RABBIT, QUAIL AND WOODCOCK. THE BUREAU OF OUTDOOR RECREATION NOTES IN ITS REPORT ON THE CHATTAHOOCHEE THAT "MANY SPECIES ARE FREQUENTLY OBSERVED ALONG THE RIVER EVEN WITHIN THE LIMITS OF ATLANTA".

LAND ORIENTED RECREATION AREAS CAN READILY UTILIZE THE NATURAL FEATURES OF THE RIVER IN AN INTERPRETIVE EDUCATIONAL SETTING. BIOLOGY, BOTANY, AND GEOLOGY LESSONS ABOUND IN THE ROCK, FLORA, AND FAUNA OF THE AREA. THE RIVER IS A FUSION OF A SPECTRUM OF NATURAL FEATURES, AND AN IDEAL PLACE FOR ENVIRONMENTAL EDUCATION TO FLOURISH IN PARKS DEVELOPED ALONG ITS BANKS. IN FACT, THERE IS NO OTHER AREA BETWEEN THE MOUNTAINS AND THE COAST (EXCEPT PERHAPS SPEWRELL BLUFF ON THE FLINT RIVER) WHICH CAN COMPARE WITH THE SCENIC CHARACTER OF THE CHATTAHOOCHEE PALISADES.

FEW AREAS IN THE EASTERN UNITED STATES CAN EQUAL THE VARIETY AND CONTINUITY OF HABITATION AND ACTIVITY WHICH HAVE EXISTED IN THE RIVER CORRIDOR. FROM THE OBSCURE BEGINNINGS OF HUMAN HABITATION, THROUGH TRIBAL AND EUROPEAN COLONIAL WARS AND THE CIVIL WAR, MAN'S RELATIONSHIP TO HIS ENVIRONMENT AND TO HIS FELLOW MAN HAS BEEN ACTED OUT ALONG THE CHATTAHOOCHEE. THREE MAJOR HISTORICAL AREAS EXIST IN THE CORRIDOR AS WELL AS OTHER SITES INCLUDING PREHISTORIC CAVE DWELLINGS. SUWANEE OLD TOWN IS THE SITE OF AN EARLY INDIAN TRADING CENTER. SOPE CREEK AND BIG CREEK EACH CONTAIN REMAINS OF EARLY INDUSTRIAL COMPLEXES ON TWO OF THE RIVER'S TRIBUTARIES. INDUSTRIALIZATION IN THESE AREAS DATES TO THE 1830'S, MAKING THEM AMONG THE OLDEST EXAMPLES OF INDUSTRIAL WORKS IN THE SOUTH. THE EARLY INDUSTRIAL DEVELOPMENT IN THESE AREAS, COUPLED WITH THE COMING OF THE RAILROADS, ESTABLISHED ATLANTA'S EXISTENCE AND SET THE FOUNDATIONS WHICH DETERMINED MUCH OF THE CHARACTER OF ITS GROWTH.

THE POTENTIAL USES OF THE CHATTAHOOCHEE RIVER ARE UNBOUNDED. THE BUREAU OF OUTDOOR RECREATION DRAFT STUDY RECOGNIZED THIS RESOURCE AND IN 1971 RECOMMENDED THE ACQUISITION OF LANDS FOR RECREATION, ACCESS, AND HISTORIC AND NATURAL INTERPRETATION. YOU MAY WELL WONDER ABOUT THE PRESENT STATE OF AFFAIRS.

PUBLIC ACCESS TO THE RIVER ITSELF IS ALREADY BEING PROVIDED IN SOME AREAS BY THE STATE AND LOCAL GOVERNMENTS. EVEN THOUGH ADEQUATE ACCESS HAS NOT BEEN AVAILABLE, ON ANY GIVEN WEEKEND DURING THE WARM MONTHS SOME 10,000 PEOPLE FLOAT THE RIVER. THE RIVER IS A RECREATION AREA WHETHER WE IN THE PUBLIC SECTOR RECOGNIZE OUR RESPONSIBILITY OR NOT. THE PUBLIC WILL TRESPASS AND EVEN DESTROY PRIVATE PROPERTY IF WE DO NOT PROVIDE ADEQUATE FACILITIES.

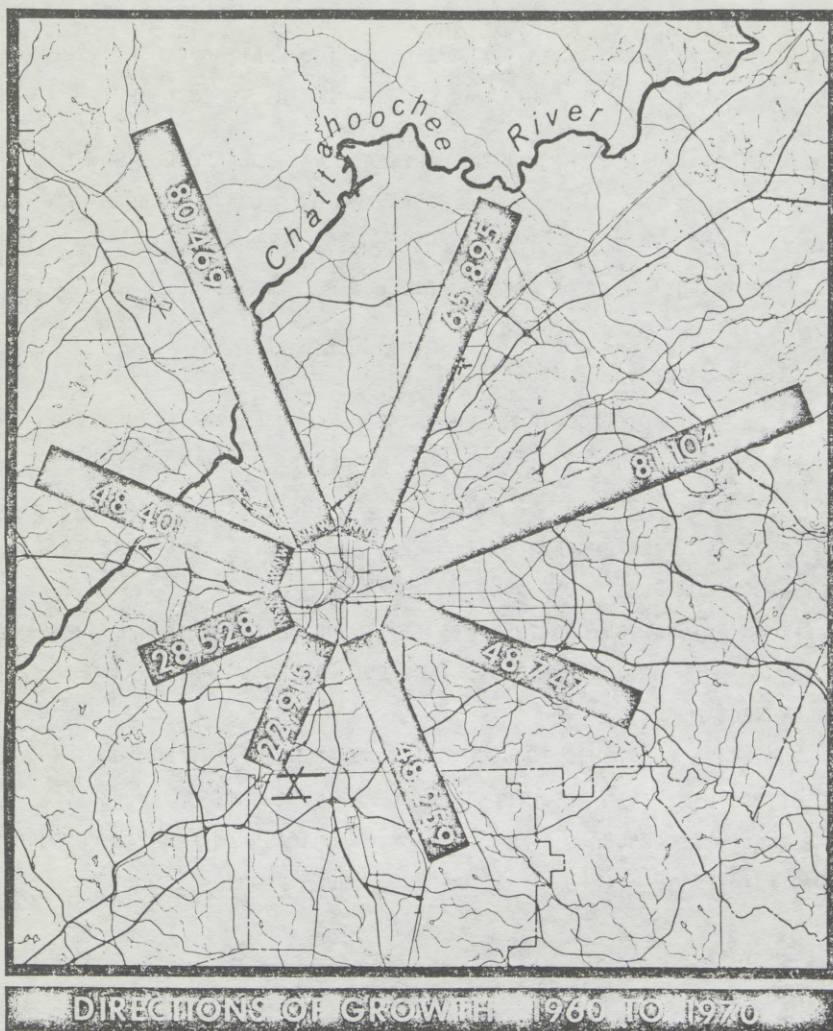
THE BUREAU OF OUTDOOR RECREATION DRAFT STUDY RECOMMENDED ACQUISITION OF 8,130 ACRES OF LAND ALONG THE CHATTAHOOCHEE. THEIR STUDY CAST THE PROGRAMS WHICH WE ARE STRUGGLING TO IMPLEMENT.

ONLY 6.3% OF THE RECOMMENDED ACREAGE HAS BEEN PURCHASED. OTHER THAN FOR LOCAL PARKS, THE COMBINED FUNDS OF THE BUREAU OF OUTDOOR RECREATION, THE STATE, COBB COUNTY, FULTON COUNTY, THE CITY OF ATLANTA, AND DONATIONS BY GEORGIA POWER, HAVE YIELDED 527.18 ACRES AT A COST OF OVER \$4.4 MILLION.

THE CHATTAHOOCHEE IS, AND HAS BEEN, THE NUMBER ONE PRIORITY OF THE GEORGIA HERITAGE TRUST PROGRAM, WHICH USES STATE FUNDS TO ACQUIRE UNIQUE NATURAL, HISTORICAL, AND RECREATIONAL AREAS. OUR ACQUISITION PROGRAM FOR THE RIVER, BY FAR THE MOST EXPENSIVE AND COMPREHENSIVE EVER UNDERTAKEN BY THE STATE, WILL ONLY SECURE AT BEST ONE MAJOR PUBLIC USE NODE ON THE RIVER.

IT IS TOTALLY BEYOND OUR CAPACITY TO DO MORE. WHILE WE APPRECIATE WHAT BOR HAS DONE, IT DOES NOT EVEN APPROACH WHAT WAS ORIGINALLY RECOMMENDED.

THE STATE CONTINUES TO NEGOTIATE AND ACQUIRE WHAT PROPERTY IT CAN WITH ITS LIMITED RESOURCES. WE STAND NO CHANCE OF BEING EVEN marginally successful WITHOUT A DRASTIC INCREASE IN FEDERAL COMMITMENT, SUCH AS THE BILL NOW BEFORE YOU, WOULD PROVIDE.



Senator JOHNSTON. Mr. Mabrey, we would like to hear from you.

**STATEMENT OF HERB MABREY, PRESIDENT, GEORGIA STATE  
AFL-CIO**

Mr. MABREY. Senator Johnston and Senator Nunn, we want to say in behalf of not only the people who are near the area, but for the entire population of the Southeast, that we feel this would benefit the entire area. We want to thank you for coming here to hold a hearing and allowing us to testify in support of the Chattahoochee National Park.

In behalf of not only the Georgia State AFL-CIO whom I represent—150,000 people within the State of Georgia—but also speaking as a private resident of 45 years and a friend of the river, having lived on it all my life, one only needs to visit other cities throughout this country where they have a beautiful river going through it to realize what can happen if we don't have some kind of control.

We have the most beautiful river that any State is privileged to have going through this city. With the population that we have and the growth that we have, in a few years it will be destroyed unless some action is taken. I think the action possibly is past due. But now we can still take action and preserve what we have for this city. It is needed badly.

I hope that your recommendation is that it be funded for the purchase of the land and for development as a national park. Thank you.

Senator JOHNSTON. Thank you very much, Mr. Mabrey. From my standpoint, I am going to do what I can to see that this is preserved. As I mentioned before you arrived, we are very strapped for funds.

I have a bill which would significantly increase the amount of money available for this kind of a project. I hope you can help us through your friends in Washington to get that bill passed. I think we have to face up to the fact that we are running out of land. Our resources in terms of rivers, recreation areas, and open spaces are not infinite; they are finite. They are rapidly being lost to development among condominiums, parking lots, roads, streets, sewers—all of those things that go with civilization.

If we don't act now, they are going to be lost forever and with it such things as beautiful views and the good water that the Chattahoochee now provides for this area.

This is all by way of saying that I want to see this preserved.

Mr. MABREY. Call on us and we will do what we can. Thank you very much.

Senator JOHNSTON. Thank you very much.

Senator Nunn.

Senator NUNN. Thank you very much for coming. We appreciate your congressional support on behalf of the AFL-CIO. Many people in Georgia and this area know that you have been interested in this for a long time. I just want to express my appreciation.

Mr. MABREY. Thank you, Senator.

Senator JOHNSTON. Thank you very much, Mr. Mabrey.

Mr. West.

STATEMENT OF HARRY WEST, EXECUTIVE DIRECTOR, ATLANTA  
REGIONAL COMMISSION

Mr. WEST. Gentlemen, the Atlanta Regional Commission appreciates very much your interest in the Chattahoochee River corridor. Thank you very much for coming to the area.

The commission, as you obviously already know, has been interested in the corridor since its very inception. The commission was created in late 1971 and early 1972 and instructed the staff to prepare a plan for the development of the corridor, recognizing private property rights, looking toward the primary goal of protecting the water supply for this area, providing recreation, wildlife habitat, et cetera, in the area.

The commission has not lost any of its zeal toward that end since that time. The study has been completed and we have had copies of it for some time.

Senator JOHNSTON. You have copies of that study? I think we should have one for the record.

Mr. WEST. I do not have one with me. We can see that you get one.

Senator JOHNSTON. Yes; I think that would be of great importance to the committee. We will keep the record open for that.

Mr. WEST. All right, we will see that you get one.

[The study of the Atlanta Regional Commission was retained in the committee files.]

Mr. WEST. The commission continues to have an interest along these lines, as we are now participating in a cooperative study with the Environmental Protection Agency, the Corps of Engineers, and Mr. Tanner's Department of Natural Resources.

Senator JOHNSTON. You have a study going on now?

Mr. WEST. Yes, sir, covering the total water resources available in the Atlanta area, everything from water supply to waste water management to game and fish, wildlife conditions.

Senator JOHNSTON. For the whole Atlanta area?

Mr. WEST. For the entire area, yes, sir.

Senator JOHNSTON. Do you consider the study you have already made to be a fairly good statement of what is necessary to preserve the water quality in the Chattahoochee?

Mr. WEST. Yes, sir, we do.

Senator JOHNSTON. Essentially what is necessary?

Mr. WEST. We have to get the public lands acquired that were called for.

Senator JOHNSTON. How many acres?

Mr. WEST. There are some 6,000 acres, I believe, identified in the study, as we are going now with more definitive studies of how to control pollution, both pollution coming out of sewerlines as well as the nonpollution or the urban runoff that comes from the kinds of developments that Mr. Tanner was talking about earlier.

Senator JOHNSTON. 6,000 acres obviously is only a drop in the bucket of the watershed for the Chattahoochee, isn't it?

Mr. WEST. That's true.

Senator JOHNSTON. Why is that 6,000 acres so essential?

Mr. WEST. It is essential from the point of view that if we are going to have recreation, we have got to have public ownership of some land.

In addition, for every acre that is held in any kind of development, the less urbanization obviously that you have and the less pollution in terms of runoff and other factors that would result from that.

Senator JOHNSTON. What I am getting at is the 6,000 acres mainly essential for recreational purposes. Or is that the key area for runoff?

Mr. WEST. It is both. The areas identified are primarily those areas that are rugged in terrain, topography, the beautiful parts of the river that we felt should be preserved. So it is both recreation and the other factors involved, because these are the lands that really shouldn't be developed in any sense.

For the other areas in the plan we have set standards. Where development does occur, we have tried to be practical and say that you can't just stop all development. But where development does occur, that it be done in a proper way.

Senator JOHNSTON. Have you made those recommendations?

Mr. WEST. Yes, sir. They are contained in the study.

Senator JOHNSTON. What kind of recommendations are they? A required area?

Mr. WEST. What it does is analyze the natural features of the entire corridor—if you have steep slopes, if you have rocky areas, or whatever. Basically what the study says to the developer is: Look at the natural features of the land and recognize those natural features and don't go in there with a bulldozer and try to make it flat. Build with what you have.

Senator JOHNSTON. Can these recommendations be enforced through zoning?

Mr. WEST. As Mr. Tanner pointed out, in the State of Georgia, zoning constitutionally is a power of local government. We have had some success with two State laws, the first one being the act that created the Atlanta Regional Commission itself. It gives the commission the power and authority to determine what is a regionally significant area and to designate that area for review before any activity can occur in it.

Review is simply that. A proposed development is referred to us and we can make comments on it and make suggestions to the local government and to the developer as to how his project might be improved.

Senator JOHNSTON. Are the suggestions which you have made susceptible to statutory definition?

Mr. WEST. Only through the adoption and enforcement of them through the local governments at this point.

Senator JOHNSTON. I understand that. In other words, are your suggestions sufficiently definite that on some level they are susceptible to statutory definition?

Mr. WEST. Yes, sir, I think so.

Senator JOHNSTON. You have made those suggestions to local governments. Have they adopted them?

Mr. WEST. In most instances, yes. The local governments are working very closely with us in trying to upgrade the quality of the development that goes into the river corridor. The type of development, the quality of development, that we have under review is tremendously better today than it was 4 years ago.

The developers on their own, as a result of the plan, as a result of laws that have been passed subsequent to the plan, and interest by the

local governments themselves, have gone out and made their plans for development better than they were previously.

Senator JOHNSTON. In what respects have they failed to follow your recommendations?

Mr. WEST. I can't cite any particular example off the top of my head, Senator. I would like to indicate, however, prior to the plan in 1972 that we had no real organized interest in the river. No public bodies had taken a position on trying to maintain the river, either from a water quality standpoint or recreation.

It was an individual sort of thing, with some good people interested in it.

But since that time local governments have adopted more stringent land use controls in the area. Many of them have adopted flood plain and sedimentation control standards.

The State legislature has subsequently passed the Metropolitan River Protection Act. All of these things have occurred, in addition to the acquisition of park lands through Mr. Tanner's office and local governments, and donations by private sources.

So all of these things put together have improved greatly the situation. But it still does not go the full step. We still have problems and we must act on them quickly.

Senator JOHNSTON. The difference between the 2,000 acres and the 8,000 acres: How important is that difference for recreation?

Mr. WEST. I think there are probably other people more qualified to answer that question than I. But it would seem to me, with the growing traffic that we have on the river from fishermen and tubers and people just wanting to have a family picnic, we just couldn't have enough if we bought the entire corridor.

Senator JOHNSTON. Is it important for the Federal Government to operate it as a national recreation area?

Mr. WEST. The adequacy of whether or not the State could do it I think Mr. Tanner spoke to. I really don't think it makes much difference who owns it or who operates it as long as we have it. Fifty years from now people aren't going to care who bought it or who started it or who is operating it. Just the fact that it is there will be the important thing.

Senator JOHNSTON. Can you describe briefly what the different uses of these areas will be as shown on this map?

Mr. WEST. I think Mr. Tanner would probably be in a better position to do that.

Senator JOHNSTON. Mr. Tanner, if you would, tell us briefly what these areas on the map would be.

Mr. TANNER. I think I can do it without pointing to the map. I would be glad to.

The primary thing we are after is public access. That's to give the general public an opportunity to get on the river and to give him a place to get off the river—those two things—and that that be publicly owned, of course. Also, to provide him with the necessary restroom facilities and so forth at the points where you gain access to the river and at the points where you take out on the river.

The other areas, such as the Palisades, will be used really as a nature park. It will be an outdoor educational environmental laboratory, if you want to call it that.

Senator JOHNSTON. Is that within the city limits of Atlanta?

Mr. TANNER. No, sir.

Senator JOHNSTON. Very close?

Mr. TANNER. Yes, sir. It is within 30 minutes or less.

I stand corrected, Senator. Part of the Palisades is in the city limits of Atlanta.

That's the general proposal. In other words, access to the river; places where people can picnic; and then the educational experience of being able to come into an area and understand the geology of the area, the wildlife of the area, and so forth.

We anticipate, for example, there will be many trips—particularly when the rapid transit system gets a little further along—from high schools, colleges, and even grammar schools, within the area, field trips into an outdoor laboratory so that they can see it.

When you start talking about geology and reading it from a textbook, that's one thing. When you actually go out on the ground and see what a fault is—there is one; you can see it—you understand what is taking place.

We feel like that is really a great learning experience and we think that's going to be one of the real important parts of our concept.

We do not plan overnight accommodations—cabins or that type of thing. This would be a day-use park.

Mr. WEST. Senator, one thing that has not been mentioned are the historical and archeological sites that are within the river corridor. There are quite a number of historical and archeological sites that are within the river corridor that need to be preserved for further exploration.

Senator JOHNSTON. Indian sites?

Mr. WEST. Yes, sir.

Senator JOHNSTON. Gentlemen, I want to thank you again. Your testimony has been very helpful to us.

Senator NUNN. I want to thank the Atlanta Regional Commission, Mr. Tanner, and Mr. West. I appreciate your coming here, and I hope you express my appreciation to your staff and to your board.

Senator JOHNSTON. If you have any further written material, gentlemen, along the lines of this questioning, particularly with reference to how your recommendations have been carried out by the various local governmental units, that will be very helpful.

Mr. TANNER. We will put all that in capsule form for you for the record.

[The prepared statement of the Atlanta Regional Commission follows:]

STATEMENT  
ATLANTA REGIONAL COMMISSION  
CHATTAHOOCHEE NATIONAL RECREATION AREA

Interest in the area surrounding the Chattahoochee Corridor is not new for the Atlanta Regional Commission. Shortly after its activation the Atlanta Regional Commission in February, 1972, directed its staff to prepare a study of the Chattahoochee Corridor. This study was to include consideration of public access and recreational uses of the river. In the same resolution that it directed its staff, the Commission also requested the local governments in the area to hold in abeyance all zoning applications until the study's completion.

Since that time the Atlanta Regional Commission has declared the Chattahoochee Corridor as regionally significant and designated it as an area plan under its enabling legislation; has adopted the Chattahoochee Corridor Study as its plan for the corridor; and has complied with the provisions of the Metropolitan River Protection Act of 1973 which is a State law dealing with the corridor.

Preservation of the lands within the corridor has been and is of interest to the Atlanta Regional Commission. The land to be considered under 9.1738 is the parkland area designated in the Chattahoochee Corridor Study prepared by the Atlanta Regional Commission. The land totals approximately 6,000 acres in various

plots up and down the river. Of this 6,000 acres approximately 600 acres has been purchased by the State and local governments for recreational development. Perhaps in reviewing this purchase we should review the role of governments with regard to the corridor.

As mentioned before the corridor is protected both under the area plan provisions and State legislation. However, this protection occurs through local government implementation of the regulations. Cooperative efforts of local governments to implement the plan have been significant.

Too, their support in the development of the recreation area is significant. However, with the current inflationary rates affecting costs for basic services and sky rocketing values associated with land, purchase of the remaining acreage is beyond their means. When faced with the development of land designated as park area, local government officials have expressed regret. But without funds to purchase the land, their hands are tied -- a few more acres are lost.

Additionally, the parkland area is of regional significance. It is difficult for one local government to justify the purchase of property knowing that an overwhelming proportion of the users of the area will not be their residents, but rather, residents of other jurisdictions in the region and State. Similar problems exist for the State which has spent land and water conservation funds

and Heritage Trust funds in the area but must apply its resources statewide. Even under the aforementioned conditions, governments are making all purchases they can under financial constraints.

It should also be noted that the Atlanta Regional Commission which unanimously adopted and continues to endorse the plan for the area was and is composed of a majority of elected officials.

Expression of interest in the Chattahoochee Corridor by the Atlanta Regional Commission, on the other hand, is not limited to recreation. Currently the Atlanta Regional Commission is participating in a study of water resources in the Atlanta area along with the Corps of Engineers, the Department of Natural Resources of the State, and the Environmental Protection Agency. How is the corridor significant in this study. Currently this section of Chattahoochee is the sole water supply source for the City of Atlanta, DeKalb County, and Gwinnett County. It is also a major water supply source for Cobb County. Any lands saved from urban development and its ensuing water run off would tend to prevent the degradation of the quality of the water. In addition, by virtue of being a major water supply source the water will be protected from point source pollution for enhancement of recreational uses.

Finally, the recreational area as proposed offers more than water supply and recreation. These areas too are of extreme importance

as historical and archaeological sites. Once the land is developed these finds are destroyed.

In conclusion, the preservation of the Chattahoochee River's designated areas for parklands is of major consequence to the Atlanta region. The Atlanta Regional Commission recognizes its importance; the local governments of the Atlanta region recognize its importance. They have made efforts in behalf of this preservation. Unfortunately neither can implement the program in its entirety. Therefore, we sincerely emphasize the need and desire that this area be designated an urban park and become the Chattahoochee National Recreation Area under S.1738.

Senator JOHNSTON. The next witness will be Commissioner Charles Brown of Fulton County. Again we would like to have a panel of Commissioner Charles Brown of Fulton County, Commissioner Herman L. Hamby of Forsyth County, Commissioner William Atkinson of Gwinnett County, and Commissioner Ernest Barrett of Cobb County. Commissioners, will you come forward?

Mr. BROWNLEE. Senator, I am Sam Brownlee, the Fulton County manager. Commissioner Charles Brown is unable to be here this morning and has asked to come and speak on behalf of the Fulton County Commission.

Mr. BRINKLEY. I am Lewis Brinkley with the planning and zoning division of Gwinnett County. I would like to make a brief statement for Gwinnett County.

Senator JOHNSTON. We have Mr. Brownlee and Mr. Brinkley. Mr. Hamby and Mr. Barrett are not here. If they have written statements, we will be glad to have those for the record. Of course your statement, Mr. Brownlee, will go into the record completely after Commissioner Brown's prepared statement.

[The prepared statement of Hon. Charlie Brown, chairman, Board of Commissioners of Fulton County, Ga., follows:]

PREPARED STATEMENT OF HON. CHARLIE BROWN, CHAIRMAN, BOARD OF COMMISSIONERS OF FULTON COUNTY, GA.

Mr. Chairman, distinguished legislators, ladies and gentlemen, I am grateful for the opportunity to appear before you this day on behalf of the Board of Commissioners of Fulton County, to encourage the creation of the Chattahoochee River National Recreation Area. It is unique in these United States—where a resource as the Chattahoochee River flows through a metropolitan region of a million and a half persons, and yet remains a natural and almost wilderness environment. The significance of this natural and scenic wonder—the Chattahoochee River and its environs—is a priceless resource in light of a region that will grow to three and a half million persons by the turn of the 20th century.

My personal interest in the establishment of this national park is a highly personal one, for of the 48 miles from Buford Dam to Peachtree Creek through which this park is to be established, 39 miles abut or traverse Fulton County. The Board of Commissioners of Fulton County have made notable strides in preserving the natural, scenic, historic and recreational benefits of the Chattahoochee River. We have, with the cooperation of the Department of Interior, Bureau of Outdoor Recreation, and Georgia Power Company, created a 660-acre park stretching over five miles along the Chattahoochee River from U.S. 19 south to Morgan Falls Dam. The Board of Commissioners, have also, through a total local effort, retained a County Archeologist to work on a sustaining basis, to identify, catalog and preserve historic and archeologically significant features along the entire length of the Chattahoochee River, within Fulton County.

The citizens of Fulton County have supported the Commission in the expenditure of several million dollars of local money to protect the natural, scenic and historically significant features of the Chattahoochee River through the location of major sewer facilities to the west bank of the Chattahoochee River, necessitating the need for pump stations for the movement of sewage across the Chattahoochee to the west.

The Board of Commissioners have, in addition, passed local legislation requiring the retention of surface drainage water and soil sedimentation controls in all developments throughout the County, thus helping to control soil sedimentation into the Chattahoochee River, as well as pollutants derived from development runoff.

It is my belief, based on the data available to me, that the Atlanta Region will continue to be one of the greatest growth regions in these United States. People are our greatest resource. We welcome them. However, there must be a balance between what the region can support and that which the region is liable to attract. The use of the Chattahoochee and its environs as a natural resource to serve the population is essential and compatible with the creation of a national

recreation area, provided that adequate environmental safeguards are mandated but do not become totally repressive or exclude the potential of the river or its environs as a resource to current and expected growth.

The ability to preserve for future generations this natural wonder—the Chattahoochee River—is, I believe, beyond the capabilities of each jurisdiction individually, collectively, or even beyond the ability of the State. Today the demands of current and expected growth, land acquisition costs, and the increasing pressures on local budget commitments for services require that we turn to the Federal government as a single source to establish and maintain this environment as a matter of fact for this and future generations, and not matter of thought.

In closing, may I say that the dollar investment by the citizens of the United States to preserve this scenic and natural wonder—the Chattahoochee River—is an insignificant investment compared to its irreplaceable value to yet unborn citizens of these United States.

Again, thank you for this opportunity.

Senator JOHNSTON. Would you tell me, first of all, what counties are involved.

#### STATEMENT OF SAM BROWNLEE, FULTON COUNTY MANAGER

Mr. BROWNLEE. I speak, Senator, for Fulton County. Fulton County is the most populous county and the county that most of the city of Atlanta is located in. It takes up most of the area that you see toward the middle of the map and on down south there to U.S. 41 on one side.

Senator JOHNSTON. You are a commissioner of the county?

Mr. BROWNLEE. No, sir. I am the county manager, sir.

On behalf of Fulton County, gentlemen, I want to express appreciation for being able to come and state Fulton County's position on the matter of the Chattahoochee River national recreation area. The Board of Commissioners of Fulton County support and encourage the creation of this recreation area.

We have what we believe to be a very vital interest in this project. Of the 41 miles involved, 39 miles either abuts or traverses Fulton County.

Over the last several years the board of county commissioners have been active in attempting to do the kind of thing that would provide for preservation of the Chattahoochee corridor. We have, with the cooperation of the Department of the Interior, the Bureau of Outdoor Recreation, the Georgia Power Co., and the Georgia Department of Natural Resources, created a 660-acre park stretching over 5 miles along the Chattahoochee River from U.S. 19 south to Morgan Falls. If you will look at the area around Morgan Falls you will see that area.

Mr. Harold McKenzie with the Georgia Power Co. spoke about this project when he appeared before you a moment ago. We were able to do this through the very generous cooperation of the Georgia Power Co.

Some 660 acres have been deeded to the county by the Georgia Power Co. for the purpose of providing recreation area there in the area that is designated on your map, Morgan Falls. This project is presently under development.

I think, Senator, it may be a little confusing to you, but one of the things is we have had a number of governmental organizations interested in preserving the Chattahoochee corridor. The State has been involved. They spoke to you a moment ago about the Palisades area.

What I am trying to say to you is this: Fulton County, one of the local governments, is also involved.

Senator JOHNSTON. These would be two different things for the purpose of this map?

Mr. BROWNLEE. Yes.

Senator JOHNSTON. Let me ask you this. This bill calls for operation of this as a national recreation area. Would Fulton County in your judgment be willing to make a donation of its property?

Mr. BROWNLEE. I don't see that that would pose any problem for the county government. The three county commissioners have advised me that they support this project, and I do not think it would pose a problem for the county.

I believe that the officials of Fulton County share the view expressed by Mr. West a moment ago. We are not too awfully concerned about who would own and operate the park. We are concerned about its establishment.

Senator JOHNSTON. Would you share the view that the principal concern here is water quality rather than recreation? Or would it be recreation rather than water quality?

Mr. BROWNLEE. It is water quality and recreation, as far as Fulton County is concerned.

Senator JOHNSTON. Both?

Mr. BROWNLEE. Yes, sir.

Senator JOHNSTON. I notice in your statement you say the board of commissioners has passed local legislation requiring the retention of surface drainage water and soil sedimentation controls in all developments throughout the county, thus helping to control soil sedimentation into the Chattahoochee River, as well as pollutants derived from development runoff.

Mr. BROWNLEE. Yes, sir.

Senator JOHNSTON. Do you consider that legislation to be effective?

Mr. BROWNLEE. It is not very old, sir; but I think for the period of time it has been in effect it has been. Prior to that time the runoff was being in effect discharged into the river in a rather haphazard fashion.

With this legislation we now require engineering studies and the construction of sedimentation ponds and the like when it is indicated that would be the most appropriate and proper way to control the flooding and sedimentation that could possibly get into the river.

Senator JOHNSTON. Would the county governments upstream do the same?

Mr. BROWNLEE. I am not real sure in every instance, sir. I believe possibly De Kalb and Cobb have done that. I can't speak for them and be certain about what I am saying. I think it has been done.

Senator JOHNSTON. Would this kind of legislation, if enacted all up and down the stream, solve principally the water pollution?

Mr. BROWNLEE. I am not entirely sure that it would. Atlanta and most of unincorporated Fulton County use as a chief water source the Chattahoochee River. Areas outside the city of Atlanta in many instances are becoming somewhat hard pressed for water even today.

For example, in Fulton County's case we have had, in order to insure an adequate supply of water, to contract with Cobb County, which is one of the adjoining counties.

In addition to that, we have for many years contracted with the city of Atlanta for water.

So I am not entirely certain that proper sedimentation and flood control by itself would satisfy the water requirements of the Atlanta metropolitan area over the next 10 to 15 years.

Senator JOHNSTON. By requirements, you mean preserve the quality of the water?

Mr. BROWNLEE. Yes. I think it certainly is important that that be done. Flood control and sedimentation control in itself will not provide for that, I don't think.

I think you are going to have to have, in addition to that, probably a rather concerted effort to preserve the kind of construction that is put on the areas adjacent to the river and that type of thing.

Senator JOHNSTON. Can you control that through county legislation without unduly restricting private property rights or the kind of construction that is not inconsistent with the water requirements?

Mr. BROWNLEE. I would hope so. I think there has been some statement to the effect that zoning and the term "land use" and those kinds of things stir up a great deal of emotion in people for the most part. I believe you indicated you had the same difficulty in your State, and we certainly have it here.

You just have to be extremely careful in how these kinds of things are handled. For the most part, Fulton County has been cooperative in the effort to preserve the Chattahoochee corridor. There have been some difficulties, and I would be remiss if I said that there had not been in that regard.

But the county commission has in several instances rerouted sewer lines, for example. It is a rather difficult situation, frankly, to accommodate the desires of the people who wish to provide for some type of construction and at the same time accommodate the desires of people who wish to provide the kind of protection that most people believe is necessary in the corridor.

People who own the property are not all as cooperative as Mr. Kennedy; they wish to develop their property. This has posed over the last several years a number of problems for the governing authority of Fulton County.

I think today, however, the Commission is certainly in position to support this specific piece of legislation, and we urge you to do so.

In addition to that, we are fully prepared to do anything we can to aid and assist in preserving this natural wonder.

Senator JOHNSTON. I would like to explain to you, if I may—and to those in the audience—what our feeling is. At least this member of the committee is not a big government man that wants to enforce a strait-jacket on the rights of private property.

But we have requested millions and millions of dollars to acquire very worthy areas. In Santa Monica, where we conducted hearings in California, there the problem is not water but it is air. They are afraid that this beautiful area will be developed and will further degrade the quality of the air.

Down in Big Cypress, where we conducted hearings, the problem there was the Everglades. But in both of those cases the State government had first of all committed money. Down in Big Cypress the

State government has come up with some \$40 million and has enacted land use legislation.

For that reason we passed the Big Cypress legislation because we want to see to it that these few precious Federal dollars that we have are used in the most efficient manner.

We don't want to come in with Federal money and acquire more area where they have some kind of water runoff legislation that would prevent, at much less cost, the degradation of the water supply.

It would appear that some of your surface drainage sedimentation controls have been appropriate and hopefully will be effective.

This problem exists all over the country, developers wanting to develop their property to the fullest extent without any control whatsoever.

I would simply submit that you can have reasonable control, allowing for the right of private ownership and private development, without it being done inconsistently with the needs of obtaining adequate water.

Thank you very much, Mr. Brownlee.

Senator NUNN. My appreciation to you, Mr. Brownlee, and to the Commissioners for their cooperation and for the opinion that it is going to take cooperation between the county, State, and the Federal Government.

As Senator Johnston has already said, there are a number of projects around the country which have been authorized and are awaiting Federal funds. So if this effort is going to be successful, and it is going to have to be successful because of the initiative of local governments and the State government in competition with other local and State governments throughout the country.

So I do appreciate very much, Mr. Brownlee, your being here and I hope you express my appreciation to each one of the Commissioners.

At this point, Mr. William Alexander, a former colleague of mine, has a very brief statement. Mr. Alexander.

#### STATEMENT OF WILLIAM ALEXANDER, CITY OF ATLANTA

Mr. ALEXANDER. Mayor Jackson asked me to send his regrets that he was not able to be here. His schedule just would not permit it. This is a letter he has sent, addressed to the Honorable Henry M. Jackson, Chairman of the Committee on Interior and Insular Affairs.

Dear Senator Jackson: Thank you for your invitation to present testimony before the Senate Subcommittee on Parks and Recreation at its hearing today on Senate Bill 1738. I regret being unable to appear in person. I am submitting a written statement for the hearing record which is enclosed.

It is my pleasure, on behalf of the people of Atlanta, to welcome the subcommittee to the city.

This is the statement. It is a pleasure to present this statement to the subcommittee in support of Senate Bill 1738, a bill to authorize the establishment of the Chattahoochee River National Recreation area. In the past as cities have grown, green belts became further distant from city dwellers. Atlanta is no exception. And as the principal city in the region of the proposed recreational area, our city can benefit from this addition to the metropolitan area.

The Chattahoochee River National Recreation area will be less than an hour from downtown Atlanta. It is certain to become a major attraction for our residents, newcomers, and visitors alike.

However, a significant feature of this bill is that not only will additional parklands for traditional recreation uses become available nearby, but much of the wilderness-like beauty of the historic and scenic sites will be preserved as well.

As we approach our Nation's bicentennial it is important that we preserve for our future some of those things which have contributed to our great past. The Chattahoochee is an integral part of Atlanta's history. I can think of no greater tribute to the river's role in the development of our city than the enactment of this legislation.

Senator JOHNSTON. Mr. Alexander, what has the City of Atlanta done in terms of acquiring recreational areas?

Mr. ALEXANDER. I am not sure. Do you happen to know what the city has?

Mr. BROWNLEE. I don't. I think Joe Tanner can probably speak to it.

Mr. ALEXANDER. I haven't been on the city's staff too long and I am not too familiar, although when I was in the legislature here I was very much interested in this plan. I do know that the City of Atlanta is way behind in the parks and recreational development.

Senator JOHNSTON. Do you have a master plan?

Mr. ALEXANDER. We have a master plan. It hasn't been followed completely. We got sidetracked into items such as Stadium Authority and certain other big projects like this.

We are all very much aware of the deficiencies as far as parks and recreational areas, and are working toward that.

Senator JOHNSTON. If you have a plan that has not been followed, at least you are not unique at all, in that other cities have done that. I hope all of our cities become more aware of acquiring recreational lands and parks.

Mr. ALEXANDER. I think the present administration is very concerned about this.

Senator JOHNSTON. Where is the responsibility and jurisdiction between Fulton County and the city of Atlanta with respect to zoning and runoff and that sort of thing?

Mr. Brownlee just told us about the legislation enacted by Fulton County providing for control of surface drainage and that sort of thing. Does that pertain to the city of Atlanta as well, or only to that part of Fulton County outside the city limits?

Mr. ALEXANDER. I believe that portion outside of the city limits. I don't believe any of this area will be in Atlanta; is that correct? So we are not directly involved.

Senator JOHNSTON. Of course only a portion of the Chattahoochee flows through the city of Atlanta.

Mr. ALEXANDER. In part it does get into the city of Atlanta. It is really for the most part out of the city limits.

Senator JOHNSTON. Is there any problem from sedimentation or pollution for the city of Atlanta?

Mr. ALEXANDER. Yes, I am sure there is. I am speaking off the cuff here, not being involved with that. But from the development of the

city of Atlanta, with the increased runoff and things of this nature, just from pure development—and of course the Chattahoochee is a major watershed. So the water that runs down it goes into the Chattahoochee. It has created a lot of problems.

Of course the Chattahoochee is the source of water for the city of Atlanta. We do have to spend a considerable amount of money in the treatment of that water as it comes into the intake because of sedimentation that is in there.

Senator JOHNSTON. How much of it is in the city of Atlanta?

Mr. ALEXANDER. I really can't answer that. As far as I know it is just a portion up to the northern part of the city.

Mr. BROWNLEE. Up to Peachtree Creek it is not very much. Most of it, sir, is outside the city of Atlanta. I would say just a very small part.

Of the 41 miles, I would suspect not much more than a mile—if that much—would be inside the city of Atlanta.

Senator JOHNSTON. There are 48 miles, you say, included in this bill; is that correct?

Mr. BROWNLEE. Yes, sir.

Senator JOHNSTON. Does that take in the bank from both sides of the river for nearly 48 miles?

Mr. BROWNLEE. I believe so, yes, sir, from Buford Dam to Peachtree Creek. From Buford Dam down to Peachtree Creek would encompass 41 miles, I believe.

Senator JOHNSTON. This bill would provide for both sides of the river for the entire distance?

Mr. BROWNLEE. Yes, sir.

Senator JOHNSTON. How far on both sides of the river?

Mr. BROWNLEE. I believe the corridor plan that has been prepared by ARC that you have asked for a copy of designates the corridor as within 2,000 feet of the river.

Senator JOHNSTON. Two thousand feet?

Mr. BROWNLEE. Two thousand feet of the river, yes, sir.

Senator JOHNSTON. On both sides of the river?

Mr. BROWNLEE. Yes, sir.

Senator JOHNSTON. Thank you very much, Mr. Brownlee and Mr. Alexander.

Senator NUNN, do you have anything?

Senator NUNN. No.

Senator JOHNSTON. Mr. Brinkley from Gwinnett County.

#### STATEMENT OF LEWIS BRINKLEY, GWINNETT COUNTY

Mr. BRINKLEY. I have been asked by Commissioner Atkinson to represent Gwinnett County.

First of all, the board has not actually taken a formal stand one way or another on S. 1738. They will be submitting a written statement to you at a later date, say within 30 days.

Senator JOHNSTON. What is Gwinnett County's location?

Mr. BRINKLEY. Gwinnett County lies from the Buford Dam down to the yellow area, Holcomb Bridge Road, about halfway down. It is the northerly portion.

Senator JOHNSTON. You say the commissioners have not taken a position?

Mr. BRINKLEY. That's correct.

Senator JOHNSTON. Do I take it that in the upper stretches of the river this is somewhat controversial?

Mr. BRINKLEY. At the present time, as you can see from the map, I would say probably a third to a half of the properties to be acquired for the park system lie within Gwinnett County. They are at the present time reviewing the bill.

Since it is a major portion of the county, they do not feel at this time that they would like to make a statement one way or another. They will make a statement at a later date. It is still under consideration.

Senator JOHNSTON. Maybe it is not very fair to ask you this question, but has it provoked some public controversy?

Mr. BRINKLEY. I do not feel overall that it has. They are still reviewing the bill, is the reason for their delay.

Senator JOHNSTON. Thank you very much, Mr. Brinkley.

Senator NUNN. The bill does not take in all the 48 miles. Do the Gwinnett County commissioners realize that?

Mr. BRINKLEY. Yes, sir.

Senator JOHNSTON. We will hold this record open, Mr. Brinkley. How quickly do you think Gwinnett County will have a statement?

Mr. BRINKLEY. They will have a written statement within 30 days, if that would be all right.

Senator JOHNSTON. We will hold the record open for 30 days.

Do you have any legislation with regard to surface drainage and soil sedimentation control?

Mr. BRINKLEY. Yes, sir; we do. Of course we were the first county within Georgia to adopt a soil erosion and sedimentation control ordinance several years back. We do feel like it is fairly effective.

We also have flood hazard controls, and we are at the present time working on a master plan for the entire Gwinnett County area. We have had consultants working with us as well as county personnel working on a powerplant.

Senator JOHNSTON. What is the population of Gwinnett County?

Mr. BRINKLEY. I believe the last estimate in 1974 was 109,600 people.

Senator JOHNSTON. Would this be a bedroom community for Atlanta?

Mr. BRINKLEY. We feel like we have had quite a bit of industry come into the area recently, primarily located along the I-85 corridor. We are to a degree a bedroom community, but we do feel like we are changing.

Senator JOHNSTON. How long would it take to get to Gwinnett County?

Mr. BRINKLEY. It depends on the traffic. I would say to the south-westerly boundary of Gwinnett County it would take approximately 20 minutes.

Senator JOHNSTON. Is Gwinnett a nice place up on the river to get to from Atlanta?

Mr. BRINKLEY. Again it depends on the traffic. That's, of course, on the portion around Norcross. Buford, it would take approximately, let's say, 45 minutes. That's the northern portion of it.

Senator JOHNSTON. Settle's Creek down there; is that in there?

Mr. BRINKLEY. I believe Jones Bridge, Holcomb Bridge.

Senator JOHNSTON. Is Jones Bridge in Gwinnett County?

Mr. BRINKLEY. Yes, it is.

Senator JOHNSTON. I thought you said from Settle's Bridge up Jones Bridge up.

Mr. BRINKLEY. It is from Holcomb Bridge, that point up to Buford Dam.

Senator JOHNSTON. Buford Dam would take how long?

Mr. BRINKLEY. I would say 45 minutes to an hour.

Senator JOHNSTON. Is the main character of your county residential?

Mr. BRINKLEY. At the present time I would feel like it would be, yes, sir.

Senator JOHNSTON. Thank you very much.

[The prepared statement to be furnished by Gwinnett County was not received in time to be incorporated into the hearing record.]

Senator JOHNSTON. The next witness will be Dr. Claude Terry.

#### STATEMENT OF DR. CLAUDE E. TERRY, THE GEORGIA CONSERVANCY

Dr. TERRY. Thank you, Senator. I would like at this point more or less to digress from what I had planned to do and file the statement of The Georgia Conservancy and speak to some extent as a historian maybe.

Senator JOHNSTON. All of these statements will be filed in the record.

Dr. TERRY. My remarks perhaps should not be taken to represent the Conservancy stand.

Senator JOHNSTON. What is The Georgia Conservancy?

Dr. TERRY. The Georgia Conservancy is a broad-based environmental group in the State of Georgia, with statewide interest, with chapters around the State. I don't know what the exact membership is, but it is between 7,000 and 10,000 people. It is the largest conservation group in the State by far.

Senator JOHNSTON. Is the environmental involvement in Georgia very strong?

Dr. TERRY. I think it is. There is the Sierra Club, which you can say represents the national interest and is involved to a great extent in things such as wilderness and that sort of thing. We have The Georgia Conservancy, which has been primarily an educational organization. It has been involved in land acquisition on the Chattahoochee. We have single-interest groups, which are Friends of the River, which you will hear from today, which has had as its sole purpose and existence the protection, preservation, and bringing into some sort of bill of this sort the Chattahoochee River, Buford Dam, into Atlanta.

So you have local-issue groups, you have the Georgia Wildlife Federation. So we have national groups—Audubon and so forth—well represented in this State.

But we do have the State Conservancy, which is totally self contained within the State of Georgia and has been involved, I think, in massive educational efforts in the preservation of tracts in our heritage trust program.

I want to make a couple of points. I don't want to sound divisive, and that is the reason I want to say this out of context of the Conservancy. I think you seem to me to be grasping for a way to understand why this hearing and why the push at this point on the Chattahoochee.

I have listened to the discussion up to this point. It sounds as though we are in bad need, as one of my friends said, of vitamin pills and band aids for the Chattahoochee River down here, and we are asking you to supply them. What we are really in need of is radical surgery.

We have had the patchwork situation going on for 6 or 7 years now and it has not worked. I think it can be exemplified by the absence of the county commissioners themselves generally and the fact that a couple of them bothered to send representatives.

At the time I became involved in the Chattahoochee there was an effort underway by two of the counties. They were on the point of letting contracts to destroy the \$5 million portion that the State has been talking about by blasting the cliffs away and putting sewerlines up there. That was an empathy and an understanding that existed at that time.

We were able to first defer it and then get them to do one combined sewer. Then when EPA was constituted and environment impact statements came along were were able to get the sewer that was constructed into a tunnel so that the palisades still remain and can be in public possession.

This was through essentially head-on collisions again and again with the local government. We had support from the Federal Government agencies, as much as they could within the political framework. We had State support, particularly during this more recent administration.

But there has been a massive failure really on the parts of the regulatory agencies that are essentially local to enforce the legislation they have, a dereliction—except perhaps on the part of Gwinnett County—in passing soil and erosion sedimentation ordinances.

These came in only when they had to have them as a means of the flood plain protection bills, only when they were required by the Government—otherwise you lose your flood insurance.

We are moving in the proper direction, I think, now. But it goes again and again with the foot dragging, pressures that have to be exerted by what I would like to call—or hate to call, I guess, but have to call—special-interest groups. It is an ombudsman's function that the environmental group has tried to play.

We have had again and again to threaten suits and actually undertake them in order to move toward protection of this river corridor. We finally, after 30 tries, got a River Protection Act in. It does several things, and I don't think these have been pointed out to you yet. You were talking about local land use controls.

One of these things is a 150-foot setback development from the edge of the river, a front-porch type protection.

Senator JOHNSTON. Is that a State river protection act?

Dr. TERRY. That is a State act. It provides for the protection of the flood plain. In fact, it says in the act there shall be no flood plain construction. There is controversy as to what that word means. I am

not sure that I see why there should be controversy. It says no flood plain construction of permanent structures. At the moment there are some going in.

Flood plain can be defined in several ways. It can be defined by its soil, as an alluvial or colluvial soil.

Senator JOHNSTON. But the act does not define it?

Dr. TERRY. The act, I think, draws on the 100-year flood plain plan, and that is a flood plain that has a probability of 1 percent on any given year of being flooded, filled with water.

Senator JOHNSTON. That is required by the Federal Government?

Dr. TERRY. Yes, sir, it is. That is not the project flood which is the flood that you can reasonably expect to correlate some time within that river corridor. That could be more properly perhaps defined by your alluvial and colluvial soils, except for the organization that is occurring above changing that flood plain drastically.

It has changed several feet in the last couple of years.

Senator JOHNSTON. What else does the River Protection Act do other than the 150-foot setback?

Dr. TERRY. Public and private development along the river is supposed to be done in accordance with the capacity of the land.

Senator JOHNSTON. What is required to be done with the waste?

Dr. TERRY. There are provisions for waste to change categories, which again are being invoked perhaps erroneously. You can change land from one vulnerable category to another by doing certain things.

We find that the interpretation of that portion of the act—my own interpretation of it—varies considerably.

Senator JOHNSTON. Who administers this?

Dr. TERRY. The Atlanta Regional Commission, which has no zoning powers, no real regulatory powers except a planning commission, and makes suggestions to the county commissioners.

Senator JOHNSTON. It administers the act. Does anyone enforce it?

Dr. TERRY. I think our lawsuits probably enforce it. I am not begging the question. This has been a problematic area.

Senator JOHNSTON. You say you shall not build within 150 feet of the river. Is there no enforcement other than going to court?

Dr. TERRY. Would someone else like to undertake to describe that?

Mrs. MCKENZIE. I am Kay McKenzie of the Legacy Foundation. What the bill calls for in the way of enforcement is that it requires that all development plans be reviewed by the Atlanta Regional Commission, and that the commission rule on whether or not they believe the proposed land use change is in compliance with their own standards.

This recommendation is then sent to the local government, which has the right to enforce or not enforce. The decision to enforce is arbitrarily left up to the local governments.

So Dr. Terry's answer to you about what really enforces this bill is the citizen-level lawsuits and threats of lawsuits.

Dr. TERRY. Which at one time causes the citizens to be continuing in an adversary position with the local governments, which many of us decry. I don't particularly like that situation. In the second case, it is a huge financial drain on these organizations. Many of them cannot, in fact, take part in the lawsuits.

Senator JOHNSTON. Dr. Terry, you say you need radical surgery instead of Band-Aids.

Dr. TERRY. Yes, sir.

Senator JOHNSTON. By whom should that radical surgery be done?

Dr. TERRY. I think it is going to take a massive infusion of money simply because of the attitudes in the United States about land use controls. You have mentioned again and again that it is a dirty word, and it has become that.

I think the public involvement in controlling land use has been well stated. People have the right to sell away their mineral rights. We have established zoning commissions. I am sure you are as familiar as I am with the issue which you face, whether or not we can restrict a man's use of his land. Beyond a certain point you are taking his land.

If you want land for access, you certainly should buy it. If you want to protect the river's water quality, particularly from urban runoff, you have to control portions of the watershed, and particularly the steep portions or the portions closest to the water.

All of these facets are important.

Senator JOHNSTON. Has that not been done?

Dr. TERRY. We have moved toward it. I think we have made a pretty good effort with 5 or 6 million dollars' worth of land, according to how you interpret the value of the land, donated by corporations, some of it donated by individuals.

Senator JOHNSTON. Runoff controls and that sort of thing; has that not been done?

Dr. TERRY. You can pass all the legislation you wish, but unless you have a man on the site during grading, or someone knows that a man is going to come by and check it, that legislation is useless.

There has to be that provision somewhere for the money or the administrative ability to come out and examine what's happening on the site. If the provisos you put down are not followed, there has to be some provision for penalties or something of that sort to make sure the rules are followed.

Senator JOHNSTON. Did I understand you to say that, because the local governments have not acted, there must be a national—

Dr. TERRY. No, I am not saying that. As has been pointed out, there have been some local governments involved. Some governments have been responsible. I am saying that the Chattahoochee River itself, as a functional entity, the water supply of the city, with a corridor reaching into the metropolitan area, is deserving of protection.

Atlanta is very low in urban open space, one of the lowest of any of the large cities in the country. This would provide a close-in situation or site for urban recreation.

I have been in many of the major parks in the West and I love them, but I don't think they are accessible to much of the citizenry in the East. We are on the east coast. We are in urban areas now.

Many of the citizenry who could best use an area like the Chattahoochee River park can't get out to those western parks. They can't drive to them. They can't afford the time away from work. They may not even have the knowledge to get to those. But they can certainly use an urban green space.

Senator JOHNSTON. Let me ask you this. Why would Gwinnett County be at this point, at least, undecided on this?

Dr. TERRY. I think it is a hot political issue. The bill has been around for 2 years. They have had 2 years to look at it. Sometimes the best action a politician can take, after all, is no action.

Senator JOHNSTON. Is that true of the developers?

Dr. TERRY. I have several friends—I think they are friends—sitting in the room who are developers. I am sure there are gentlemen with enormous economic clout who have tended to say to a guy, “Look, I would rather this weren’t carried out.” Pressures can be fairly indirect. Yes, I think there are tremendous pressures against it.

Senator JOHNSTON. In other words, the developers would like to go ahead and develop that land?

Dr. TERRY. Of course they would. But wait a minute. I think a man has a right to use his land to certain extents. He needs to be told clearly to what uses he can put it. The problem is the speculator, really.

When we talk about a person’s property rights, the Chattahoochee River corridor is no longer owned by the historical owners to a great extent. It is mostly owned by people who put together large tracts with respect to ventures. It is a stock holding, if you want to put it that way.

These people have a perfect right to do this. But if I buy stock and I lose money on my investment because of a change in the stock market, I can’t go back and cry to you, the Federal Government, that someone has done me wrong.

If you buy land in a speculative venture, I don’t think you have a right to cry about it either if you don’t make a huge profit from it. We are finding ourselves in that situation.

Senator JOHNSTON. What kind of zoning restrictions, if any, are there as to building as far as lot size, multiple dwellings, and so forth?

Dr. TERRY. The counties involved have zoning restrictions. Do you mean supplied by the Metropolitan River Protection Agency?

Senator JOHNSTON. Not supplied by anyone. In other words, if I owned a nice lot along the river and I wanted to put in a high-rise apartment, could I do so?

Dr. TERRY. The ARC has the right of review of plans, as Mrs. McKenzie pointed out. I did not get to that point. That was the last point. They review developmental plans and talk about what is compatible with the river.

On the other hand, I was at a hearing in Cobb County where one of the pieces of a State park was involved. It is a flood plain piece. There was a steep slope area behind it. They wanted to put a 16-story building there and 2 restaurants that would project out over the State park. This zoning went through over our opposition.

Senator JOHNSTON. As I recall it, the River Protection Act covers that.

Dr. TERRY. That’s what we have at the moment.

Senator JOHNSTON. It in effect says you shall do nothing inconsistent with the ecosystem and that you have to submit plans to the Atlanta Regional Commission and recommend to the local governing board, who may or may not enforce. Is that a general statement?

Dr. TERRY. That’s a general statement. The ecosystem provision is not really in there. I wish it were.

Senator JOHNSTON. How do you define it?

Dr. TERRY. It is defined only by the flood plains and by the corridor itself, and it says things that are inconsistent with the river values.

Those inconsistencies are left up to the judgment both of the ARC and of the county commissioners involved here.

We have had one case come up under it, and so far I think it has not been ruled unconstitutional, if that's what you are saying.

Senator JOHNSTON. I have just seen all kinds of needs for some values, consistent or inconsistent with the river, to be taken or not to be taken.

Dr. TERRY. There was a land vulnerability analysis done prior to the bill, and in some ways it is unfortunate, but we tied the bill to the one vulnerable study. It was done over a period of a couple of months. It was good for what it was intended to be.

It probably should not have been the basis for this act and probably should not be the basis for it at all, but it is what we have at the moment. It is the first land use study in the State of Georgia. But in essence it is not a land use plan. It is a land vulnerability asset. It is a trade-off in values you are really carrying out if you choose to develop a piece of land.

Senator JOHNSTON. It tells you what you ought to do? It doesn't tell you what you can and can't do?

Dr. TERRY. It tells you what you ought to do. Maybe this is the way we should regulate the land, but people should realize what they are giving up in the way of urban runoff, loss of watershed, and extension of sewers and so forth, what it is really costing the community to do a particular piece of development.

These are not really provided by it. It is a vulnerability asset.

Senator JOHNSTON. Senator Nunn?

Senator NUNN. I have no questions.

Dr. TERRY. May I make one closing remark.

I know you have questioned me for a while. One of the main things I would like to point out to you about the Chattahoochee, I understand you may not see it while you are here and I think it is a real shame if you don't get a helicopter ride or a short canoe ride or something on it. It is a cold-water trout stream at Buford Dam as it comes into Atlanta. The sewage comes in below Atlanta.

Kids can go out and fish for trout, and they are large trout. It is a good trout stream. It flows through the granite gorge. I have been on the Willamette in Portland. I have been to the Palisades in New York. I have seen those rivers and they are fantastic assets to the cities they run through.

But I would submit to you they are nothing like, or as beautiful and as natural as the Chattahoochee is coming into Atlanta. It is a totally different sort of situation.

When you put together this granite gorge, the beauty of the water, the trout-stream quality here in the Southeast—which is rare because of our warm climate—and the fact it is a water supply, and essentially the sole water supply, the sole possible water supply for a large number of Georgians, about a third of Georgians, I think you have something there that makes this river absolutely unique in the nation, this still-clean river running into a metropolitan area; and it deserves at least the status we are asking for. Thank you.

Senator JOHNSTON. Thank you very much, Dr. Terry.

[The prepared statement of Dr. Terry follows:]

## STATEMENT OF DR. CLAUDE E. TERRY, THE GEORGIA CONSERVANCY

The Georgia Conservancy wishes to express its strong support for national recreation area status for the Chattahoochee River. Such a designation would be both a fitting end for a long struggle by Georgians to protect a unique wild urban stream from being degraded, and a good beginning for a sheath park which would protect the water supply of two million Georgians while simultaneously providing a natural recreation corridor.

The Chattahoochee River rises in the mountains of north Georgia, pours south down the Brevard Fault, drowns in Lake Lanier, and is reborn at the base of Buford Dam as a fine trout and canoeing stream. For generations it has served as a highway for commerce and a recreational area for regional people. Due to the strenuous nature of the terrain along the river between Lake Lanier and Atlanta, the stream remained unmolested except for wetland agriculture until six or seven years ago. Then, a chain of economic, technological and sociological events brought rapid changes in land values and uses which threatened the river and its function as the lifeblood of a great metropolitan center. The building of several interstate quality roads which intersect the river, skyrocketing land values, new construction and grading procedures which made flood plain and steep slope construction feasible, were among changes which threaten the scenic quality and the water quality of the river. Where large scale development occurs near the river urban runoff has shown up as a major pollution source.

During the past six years, there has been a movement, at first disjointed and tentative, but more recently cohesive, to regulate development of the river corridor, and to retain the most scenic portions and a green sheath along the stream as public lands, largely devoted to wilderness type recreation. The Chattahoochee River has produced a fascinating example of federalism at work. School children and developers, conservation organization and fishermen, women's clubs and rafting enthusiasts, all contributed their interest, energy, and money. Local, State and Federal monies have all been invested to conserve land along the river. One private firm gave property worth over a million dollars.

The necessary elements for a true federalism are here. State government and citizens have shown their interest and concern. However, we see that we alone cannot effectively complete the job. Designation as a national recreational area would project a Federal recognition of these local efforts and a genuine concern for this unique river. Where else in the USA is there a trout-filled river with wild rocky cliffs and game-filled floodplains inside a city of almost two million? The river alone is geologically unique and worthy of the utmost in conservation efforts. Taken together with its urban setting and value as a water supply, a composite emerges of a nationally important resource deserving national acknowledgement and protection. We urge national recreational area status for the Chattahoochee River.

Senator JOHNSTON. Mr. Grant.

## STATEMENT OF SCHILD GRANT, VICE-PRESIDENT, FRIENDS OF THE RIVER

Mr. GRANT. Friends of the River is here today to endorse and support Senate Bill 1738 as has been introduced. I think that Friends of the River is well qualified to speak for the legislation because it is essentially the umbrella organization in the metropolitan area and in the State for all those individuals and groups that are interested in the Chattahoochee River in the stretch that we are talking about.

The current individual membership is approximately 1,500 people. If you count the membership of the organizations that are members, it climbs to over 10,000. We are, I think, the largest and the strongest special-purpose group like that in the State.

I also think that the initials Friends of the River—FOR—describe what we are all about. They have been for wise use of this resource, for the planning for the balance use of the river corridor, for reasonable regulations to implement these plans, and for development of the recreational potential.

Senator JOHNSTON. Let me ask you this, and I hate to keep interrupting. Has much development taken place so far along the river?

Mr. GRANT. I would say right now we have approximately 25 percent of the river corridor developed. This has changed substantially in the last 5 years.

What we find is the urban development has been marching out from the center city, and in the last 5 years essentially—well, in the last 3 years, since 1971—the process began to occur. Lands that have been sitting there for decades have suddenly come under the bulldozer.

Friends of the River was founded in the spring of 1971 in response to what was beginning to happen. People became concerned.

Senator JOHNSTON. That 25 percent of the land is developed?

Mr. GRANT. I would say 25 percent of the shoreline and adjacent lands.

Senator JOHNSTON. Is it heavy development on that 25 percent?

Mr. GRANT. It depends on where you are. Some of it is extremely heavy. In some places the landscape has literally been wiped out. It has been turned into a pancake. In other places there has been very good, very responsive, development.

Senator JOHNSTON. What is this land that has 25 percent development?

Mr. GRANT. According to certain measures taken by the city of Atlanta, in the water intake at Peachtree Creek in the last few years there has been some visible degradation, particularly in times of high runoff. I think one of the main points today, though, is what the bill that we are talking about deals with, and that is the recreation aspect.

I feel that a great deal has been done on the local level, the State level, and in some cases by Federal agencies, dealing with water quality. We still have a long way to go, but I think we have come a long way already.

But one of the big things we have left and dealt with is the recreation aspect. That is why we really need Federal participation where it is lacking right now. I think that is one of the things we need to deal with.

Senator JOHNSTON. What do you think it would cost the State, the local governments, the city and counties for the recreational aspect?

Mr. GRANT. Right now, counting the value of lands donated by individuals and money actually laid out by the State and participation by local governments, it is somewhere in the range of \$6 million to \$8 million.

Senator JOHNSTON. Is most of that in donated land?

Mr. GRANT. I would say it is approximately half and half. There has been a substantial amount of donation. For the foreseeable future we are going to depend very heavily on donation.

Senator JOHNSTON. Has the State used any land for conservation land?

Mr. GRANT. Yes, some.

Senator JOHNSTON. How much?

Mr. GRANT. Probably the State Department of Natural Resources would be better qualified to answer that.

Mr. TANNER. About \$2 million.

Senator JOHNSTON. \$1 million Federal and \$1 million State, or \$2 million State?

Mr. TANNER. About \$2 million State, and about \$2 million Federal.

Senator JOHNSTON. Do you have a plan for further acquisition?

Mr. TANNER. Yes.

Senator JOHNSTON. Based on the land and water conservation fund?

Mr. TANNER. Yes.

Mr. GRANT. I would like to make a few extra points. You asked a short time ago what, in particular, the developers had not done in following the plans that have been developed for the river. I think to a large part they have responded to the guidelines as far as development. Problems have existed. Obvious problems are still there. But there has been a real response.

The developments we see taking place are considerably better than what was happening just 3 years ago. But something that they haven't done and they probably cannot do is provide the needed and the recommended recreation area along the river.

This is where it is going to take public dollars to a great extent, and some private dollars, too.

We have a real urgency right now. As I said, a great deal of development has been taking place along the river out there in the Chattahoochee Corridor in just the last 3 years. We feel that if something isn't done and done fairly soon a good bit of the land—particularly the key pieces of land—will be lost to the bulldozer, lost to the developer.

This doesn't mean they might be developed poorly or something like that. It just simply means they would no longer be available for public use, for public enjoyment.

Senator JOHNSTON. Do you think your land use regulations and further implementation of those regulations on a voluntary basis on developers is not sufficient?

Mr. GRANT. I don't think it is the voluntary response by the developer that has done it. I think it might be some voluntary response in fear of what might happen if they don't, in large part because of organizations like Friends of the River.

Senator JOHNSTON. Have you been involved in water development problems?

Mr. GRANT. I don't think they have been involved. I think they are underway. But I think where the big gap still exists and where we still have a real problem where we need help is in the recreational aspect.

Senator JOHNSTON. In other words, recreation looms larger than water priority here?

Mr. GRANT. From the standpoint of lacking the machinery present to get a handle on it, yes, it does.

Senator JOHNSTON. In other words, you think you are well on your way on a local level to solving the water quality problem?

Mr. GRANT. Local and State. Those two items are bound up together. You can't separate them. It is just at this time there is no direct formal Federal commitment to recreation along this stretch of the Chattahoochee River which we feel is sort of needed because of the urgency and because of the uniqueness.

Senator JOHNSTON. We are talking about 2,000 feet on both sides of the river for a stretch of 48 miles?

Mr. GRANT. Right. That's not for acquisition, though. It is really totally mixed use. Some commercial; a great deal of residential; and substantial portions of open space within private developments, and several thousands of acres recommended for public acquisition.

Senator JOHNSTON. Why would you like to acquire 2,000 feet on either side of the river? Recreational purposes?

Mr. GRANT. No, no one has recommended acquiring 2,000 feet on either side of the river. The 2,000 feet on either side of the river is simply the area that was specifically dealt with in the ARC river corridor plan, which deals with development guidelines, recommendations for different types of land use, recreation, commercial, and residential.

Senator JOHNSTON. In other words, an overall plan should be to acquire control of 2,000 feet on either side of the river for 48 miles.

Mr. GRANT. Right. I think the bill really deals with one important piece of that. The designation of the area and hopefully the funding of acquisition in the area are two other important things in the bill, too. One I believe is section 4 that authorizes cooperative agreements between the Federal Government, the State agencies, and political subdivisions of the State.

Another one directs all Federal agencies to do nothing in the way of funding or licensing which is in conflict with the general purposes of the act, which is protection of the recreational values of the river corridor.

I think those two items are just as important as the funding.

Senator JOHNSTON. Tell me about the recreational values. What do you feel are the recreational values?

Mr. GRANT. All I can really do on that is echo what everyone else has said, and I think has said very well.

Senator JOHNSTON. That you need access areas to the river for boats and canoes?

Mr. GRANT. Right. Plus there are several very unique areas along the river which should be preserved essentially for themselves. These are lands that aren't necessarily directly related to the river, but they lie adjacent to the river. They are part of the river's environment. The palisades—which Mr. Tanner has mentioned earlier—go back from the river a substantial distance.

Senator JOHNSTON. Thank you very much, Mr. Grant.

Senator NUNN. I appreciate very much your coming here today.

[The prepared statement of Mr. Grant follows:]

PREPARED STATEMENT OF SCHILD GRANT, VICE-PRESIDENT, FRIENDS OF THE RIVER

Friends of the River is here today to endorse and support Senate Bill 1738 as introduced by Senators Nunn and Talmadge of Georgia.

Friends of the River is here today to speak for this legislation to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia. This organization was established in the spring of 1971 by concerned citizens in Metropolitan Atlanta and immediately set out to make our community aware of the problems and opportunities that existed on the forty-eight mile course of the Chattahoochee River between Buford Dam and Peachtree Creek. Membership has grown to include over fifteen-hundred individuals throughout our region, State, and even other areas of the United States. Membership climbs to over 10,000 when the other organizations that belong to Friends of the River are included. The initials of Friends of the River, (FOR), really describes what we are all about. We have been for wise use of this resource, for planning for balanced use of the River Corridor, for reasonable regulations to implement these plans, and for development of the recreational potential for Atlanta's, Georgia's, and the Nation's citizens.

Friends of the River realized early in 1971 that wise use of a resource as varied and complex as the Chattahoochee Corridor demanded involvement of all

levels of government and the full range of private interests from conservation to development.

Substantial progress has been made. The Atlanta Regional Commission (ARC) developed a comprehensive plan for the forty-eight mile corridor. This plan recognizes that while the Chattahoochee River is a major natural and historical resource it still lies in the midst of a major urban area. Thus it is a balanced land use plan providing for residential and commercial activities as well as public recreation. In 1973 the Georgia General Assembly adopted the "Metropolitan River Protection Act" primarily intended to protect the Chattahoochee in Metropolitan Atlanta. This act gives the ARC plan and development standards the force of law.

I am reviewing these events to show that wide support and commitment already exists in our City and State to do something positive. One further point is that these plans and laws have been followed by action and dollars, both public and private. We can already see improvements in the quality of private development projects in the River Corridor. Developers have responded to this resource. The value of lands already donated for parks and open space runs into millions of dollars. This has been matched with public money for acquisition and development of recreation areas.

Much has been accomplished. Much remains to be done.

It has been popular in recent years to speak of the partnership of local, state, and National government that is needed to meet our social and economic needs. Adoption and funding of the Chattahoochee River National Recreation Area proposal can be an important part of such a partnership. At the present time a direct, formal Federal commitment is a major element missing.

Adoption and funding of Senate Bill 1738 can be an excellent way to voice this Federal commitment. The Chattahoochee River National Recreation Area will be accessible to its users. For many reasons, mentioned here today by others, the days of National parks remote from the people are past. In addition to acquisition of land there are two other key items in S1738 which should be approved. Sections 4 and 6 will (1) provide for cooperative agreements between the Secretary of the Interior and the State of Georgia and its political subdivisions, and (2) direct various Federal agencies to fund, license, or develop only in accordance with the recreational and educational values in the forty-eight mile corridor.

Friends of the River wishes to express its appreciation to the Subcommittee for holding this field hearing so that local feelings may be expressed and for allowing FOR the opportunity to speak. We urge rapid action in Congress on this legislation. We are not trying to pass the responsibility or initiative to Washington but are simply asking for Federal commitment and support in realizing, in finishing something many people have begun. Direct Federal help is needed to fully realize the potential of this resource.

Senator JOHNSTON. The next witness is Elinor Metzger.

#### STATEMENT OF ELINOR METZGER, LEAGUE OF WOMEN VOTERS OF COBB, DEKALB, AND FULTON COUNTIES

Ms. METZGER. Thank you so much, Senator. It is my pleasure to be here to speak not only for the Atlanta Fulton County League of Women Voters, with which I work, but also for the some 1,500 members of the combined leagues of DeKalb County, Cobb County, and Atlanta-Fulton.

We have spent a great deal of time studying all these river problems that we have discussed today here in depth over a period of a couple of years, and did support the Metropolitan River Protection Act and other State's rights land use bills that haven't been so successful.

Senator JOHNSTON. Others that have not been so successful?

Ms. METZGER. Yes, sir. I have been most interested in your comments about statewide land use. The league is very much for responsible land use and is presently reaching consensus both at the national and the State level on good land use, what should constitute good land use legislation.

We hope that by the legislative session in January we will have a position on this so we will be in a position to support strong statewide land use bills, if such are forthcoming.

Senator JOHNSTON. Tell me about this River Protection Act and how it works. I have heard it described here as being simply a device by which a proposed developer would submit a plan, and the criteria are that they will do nothing inconsistent with the integrity of the river; and that if that were approved by the regional planning commission, he could proceed. If it were disapproved, then that recommendation would go to the local governing body, the county, who could or could not enforce that.

Is that essentially correct?

Ms. METZGER. That is correct, Senator. It is up to the local governing body to make a final decision upon the recommendation of the Atlanta Regional Commission. The developer has to submit the plans and show that it would be in accordance with the intent and purpose of the overall plan. But it is up to the local government to carry out whatever enforcement is carried out.

Senator JOHNSTON. There has been a plan that has been approved for the river?

Ms. METZGER. The Atlanta Regional Commission plan—that you will have a copy of—is of course the same plan we have been discussing that Dr. Terry is holding up now. That has been the main work that has been done to develop a plan for the stretch that you have the map of here.

Senator JOHNSTON. What does that plan say about land use along the river?

Ms. METZGER. It deals only with what we have already discussed. In the interest of time I hate to get into any more detail, other than what Dr. Terry and Mr. Grant have said about that. It does identify fragile areas, areas where no development should take place.

It identifies those areas where reasonable development can take place, and it certainly identifies the proper use.

Senator JOHNSTON. Does it define "reasonable use"?

Ms. METZGER. I believe it does, Senator.

Mr. TERRY. It talks about the percentage of the land that can be covered if it falls into a certain category. But you can change categories, for instance, by putting in catch basins and so forth to control your runoff. There are various aspects of it.

Senator JOHNSTON. Spacing?

Mr. TERRY. No, not spacing as such. I am not sure I follow what you mean. It tells you how much impervious area you can put on a given acre of land, what percentage of the land can be impervious. But it does not provide for single-family dwellings on a certain lot or something of that sort.

It does in essence and in some ways, but the main point I would say it makes is that you cannot put over a certain amount of impervious surfaces on a given area. I am talking about this. Mr. Grant is the person who was involved in drawing it up.

Ms. METZGER. Mr. Grant can really answer this better than I can.

Mr. GRANT. Essentially the corridor plan says that to a large extent the type of use is a local decision. What the plan addressed itself to was how the development would end; how something was done was just as important as what was done.

So, based on the analysis of several factors such as the solubility of soils, vegetation, nature of bedrock, and many other categories, there are some five categories, and each category gives you the percent of impervious surface you can put in that area; the percent of the vegetation is in there that you can destroy. And also there are some criteria as to spacing the development.

That is really the thrust of the corridor plan as it stands right now—not a specific land-lot-by-land-lot map saying single family here, apartments there, commercial there, park there.

Senator JOHNSTON. The commission would analyze a proposed development, assess the character of the soil and the surface, and, based on that, say: You fall within category A, which provides for 5 percent impervious areas. Is that a correct example?

Mr. GRANT. That's generally correct, yes. The analysis has already been done, and the develop proposal as it comes in is measured against that.

As Dr. Terry said, because of the time constraints that we have, the analysis is not as detailed as it could be, so there is machinery for doing additional analysis.

Senator JOHNSTON. So that recommendation is given to the county, and the county is told that it falls in category A, and you recommend so many dwellings or so many square feet of runoff be put in here?

Mr. GRANT. A developer comes in with a specific proposal. That's measured against the criteria, and the commission responds and says, "It is consistent," or, "It is not consistent." Or, if it is not consistent, "We suggest this type of change."

Senator JOHNSTON. And then the county commissioners rule on it?

Mr. GRANT. Yes.

Senator JOHNSTON. Have they been enforcing that pretty well, Ms. Metzger?

Ms. METZGER. We would like to see strong enforcement of the bill. This is something the league would like to see put forward—the strongest possible enforcement of the bill.

As many people have said today—and I won't reiterate—the river currently supplies more than 90 percent of the water used by the seven-county area. The population of the region is projected to more than double by the turn of the century.

While demand for high quality river water accelerates, so too the pressure to develop the river banks will accelerate, putting in jeopardy the very resource we depend on. We believe that this irreplaceable natural resource should be protected to preserve and enhance the quality of water for municipal supply and the river, its flood plain and steep slopes for recreational and esthetic values.

We would like to point out that it has been in the past the policy of the Federal agencies to encourage multiple use of these recreational areas.

Public ownership of certain lands immediately adjacent to the river and controlled use of the land as a Federal recreation area would afford great protection to the waterway while providing a unique recreation area and green space. Adequate public recreation space is seriously deficient in our urban centers.

The League of Women Voters of Georgia has in the past supported State legislative efforts to provide for proper planning of the river

corridor and to acquire recreation lands along it. Our interest in the recreation area proposed in S. 1738 is not parochial to the extent that we merely desire the Federal Government to sponsor a project that the State of Georgia has been unable to. In fact, the project would demonstrate a national concern for making our cities more livable.

We strongly endorse S. 1738 as presently written and look forward to favorable action on it by the committee and the entire Senate. Thank you, sir.

Senator JOHNSTON. Thank you very much.  
[The prepared statement of Ms. Metzger follows:]

PREPARED STATEMENT OF ELINOR METZGER, LEAGUES OF WOMEN VOTERS OF COBB,  
DEKALB, AND FULTON COUNTIES

The members of the Leagues of Women Voters of Cobb, Dekalb, and Fulton Counties have an intense concern over future use of the Chattahoochee River between Buford Dam and Peachtree Creek. The river currently supplies more than 90 percent of the water used by the seven county Metropolitan Atlanta Region, and the population of the region is projected to more than double by the turn of the century.<sup>1</sup> While demand for high quality river water accelerates, so too the pressure to develop the river banks will accelerate, putting in jeopardy the very resource we depend on. We believe that this irreplaceable natural resource should be protected to preserve and enhance the quality of water for municipal supply, and the river, its floodplain and steep slopes for recreational and aesthetic values.

Public ownership of certain lands immediately adjacent to the river and controlled use of the land as a Federal recreation area would afford great protection to the waterway while providing a unique recreation area and green space. Adequate public recreation space is seriously deficient in our urban centers. The League of Women Voters of Georgia has in the past supported State legislative efforts to provide for proper planning of the river corridor and to acquire recreation lands along it. Our interest in the recreation area proposed in S. 1738 is not parochial to the extent that we merely desire the Federal government to sponsor a project the State of Georgia has been unable to. In fact, the project would demonstrate a national concern for making our cities more livable.

We strongly endorse S. 1738 as presently written and look forward to favorable action on it by the committee and the entire Senate.

Senator JOHNSTON. The next witness is Mr. Jim Morrison of the Georgia Wildlife Federation.

STATEMENT OF JIM MORRISON, EXECUTIVE DIRECTOR, GEORGIA  
WILDLIFE FEDERATION

Mr. MORRISON. Thank you, Senator Johnston. Before getting into my statement I might say that I have been personally familiar with the Chattahoochee River for well over 20 years now, and I suppose I have caught more trout out of it than any other man in this room—although not the largest. I wish I had brought one down to show you. My friends have some real nice trophies out of this State.

I worked for the State Game and Fish Commission for several years and we were actively interested in managing the trout fishery on the river at that time. It has grown in popularity over the years to an extent that it is really hard to believe, unless you are out there on April 1, which is April Fools' Day but more importantly is the opening of trout season in Georgia.

<sup>1</sup> Figures from "Progress Report" from the Metropolitan Atlanta Water Resources Study Group; July 1974.

At the old Jones Bridge area up there on the banks, you are lucky to get elbow room at that time, and these people are camping and really enjoying the outdoor recreation. That is what the Chattahoochee River is all about.

In addition to the recreational use of the river, our other major interest is preservation of scenic beauty. It was my pleasure to work with The Georgia Conservancy in 1970, along with Dr. Terry, when we first became involved in saving it from a sewer line construction, the private developments that were coming in that were not preserving this great scenic beauty of an area that has a rock outcropping—if you look up at the ceiling of this room, they are about this high, hanging over the river in a number of places. Those are crowned with mountain laurel, rhododendron, species of plants that are not really common to this area.

So there is a mixture of northern and southern varieties of plants.

It is an unusual river gorge and it happens to be right in the middle of one of the largest cities in the country, and certainly the largest city in the southern United States. That is very unusual.

My main knowledge of the river, I guess, came from working with the Bureau of Outdoor Recreation for 3 years. I was hired to work on the plan for the river that was initiated by the then Secretary of the Interior Hickel. We conducted a very extensive study. You have already heard about the ARC study.

Really a lot of things in here came out of the BOR study. I have a copy of it here. If you don't have one, I will be happy to leave one with you. This is the first draft of the plan which was prepared by the Interior Department's Bureau of Outdoor Recreation. It has a map in it also.

It is a considerably more extensive plan than what you have seen displayed up there in the State's proposal for a State park, areas which the State might hope to purchase. The ARC plan is even more limited in scope, I think. It addresses itself more to what the local governments could be reasonably expected to do.

I don't believe that either one of these plans is sufficiently broad enough in scope that they would carry out the purposes of Senator Nunn's bill and Representative Young's bill.

For instance, historic interest has been almost completely omitted in the consideration, except where it happens to be also a scenic area. The Chattahoochee River is loaded with history. The city of Roswell, which is located right in the middle of this corridor: the historic district there has been added to the National Registry of Historic Places.

In addition to the Sope Creek gorge, which is just a little piece up there, which is also on the National Registry of Historic Places. I was responsible for that site.

Senator JOHNSTON. What is the history of Sope Creek?

Mr. MORRISON. It was a papermill site, prior to the Civil War, producing writing paper. It was burned by the Yankees during the Civil War.

I might mention that I have half of a cannonball here which was excavated from the river at Paces Ferry. This was also imported into this area by Mr. Sherman, along with a few other items. I have a few bullets here. This is probably not an authentic miniball, but I have

a number of them that have been collected at numerous spots along the river, because a lot of Civil War action did occur out there.

While we are mentioning that, we might go even further back. Indian sites have been mentioned along the river. This is a piece of pottery that is stamped with a design that is probably from the Mississippian Period of about 2,000 years ago. There are about 60 Indian sites that have been identified along the river by what is known as the Georgia Historic Commission, now part of the Department of Natural Resources.

I should hold up a good arrowhead, I guess, but I couldn't find mine this morning. A friend brought in some pieces of stone that were taken out of a rock shelter along the river. That has been nominated for the National Registry.

This type of stone was used, Senator, for making arrowheads, and it is not found naturally along the Chattahoochee in this area. It was brought in by the Indians. We know that there has been human occupation of the Chattahoochee region for as long as 10,000 years back and there were primitive hunters along the river because it was so fertile, and because of the wildlife and the fresh fish and water plants. And it is that way today.

Senator JOHNSTON. What do you get out of the water?

Mr. MORRISON. Fresh water clams and oysters. They are not limited solely to salt water such as in Louisiana. These are signs of very clear, pure water. They are still found in the unpolluted streams in Georgia, for instance. Nobody eats them now except racoons, unfortunately. But we could go back to that if we had to.

They are not found in the Chattahoochee any more because the water is too cold since of the Corps of Engineers constructed Buford Dam. It lowered the water temperature that comes out of the dam to 45 degrees. It hardly ever gets over 65 to 70 degrees, even down in Atlanta here, 48 miles below. So that's why only trout are found in the way of game fish in the river in any appreciable numbers.

Senator JOHNSTON. Is it spring fed?

Mr. MORRISON. No. It is because the dam comes out 110 feet deep, and in the lake at that level that is the temperature of the water. So the State of Georgia is constructing a trout hatchery on the river with Federal assistance to provide more trout fishing, and this area will be much more popular if it has more fish in it. They don't spawn in there, unfortunately.

Let me skip on down in my statement. Right now, of course, I am representing the Georgia Wildlife Federation and we represent the 4,000 members or the organized portion of the hunters and fishermen in the State, of which we have about 1 million—I guess similar to Louisiana.

We have been on record now for 2 years in support of the national recreation area along this river. We are strongly for it. We have asked the National Federation to join us in this effort, and they have submitted testimony that they will also support this effort.

Traditionally we have been in favor of saving the hunting and fishing areas in the rural parts of the State. But today we are glad to be able to urge the preservation of an area that has many rural characteristics right in the city.

For instance, my house in Tucker is on the edge of the metropolitan area. I can be trout fishing and white water canoeing in 15 minutes from my carport. Where else in any major city of the United States could the poorer citizens we have take a cane pole and go out on a river and catch a rainbow trout out of a trout stream?

I have watched this many times at Sope Creek. For instance, this is a popular bank fishing spot for some of the poorer minority group fishermen.

Senator JOHNSTON. Is there a lot of fishing along the Chattahoochee as you get close to Atlanta?

Mr. MORRISON. Yes. In the past it has been primarily limited to bridge crossings because this was the only public land we had out there. Otherwise you would be trespassing on private property.

In the upper stretch of the river, the upper 30 miles, there is a good bit of fishing from floating canoes and small floats, and using inner tubes.

Senator JOHNSTON. Is there very good fishing?

Mr. MORRISON. Yes—depending on the stocking, of course, since they don't spawn. Opening day is real good. But the State does replenish the trout on a 2-week schedule.

Senator JOHNSTON. Is it too cold to spawn?

Mr. MORRISON. We believe it is because of the shifting sand beds of the stream. We don't have clean gravel beds necessary for trout eggs to remain protected under rock. If you have water flowing the trout spawns but the eggs die and smother in the sand. If this were still a warm-water stream we wouldn't have this problem because the warm water fish don't have that type of spawning pattern.

Senator JOHNSTON. Mr. Morrison, are you satisfied with the efforts that have been made on behalf of the State and local governments to control development along the river?

Mr. MORRISON. No. I would prefer to see the entire river preserved as a pristine wilderness area. I don't believe that that's within our capability. Considering that the State and local governments have probably done about as much as they could under the circumstances with the other demands that are placed on them, I think the Chattahoochee River Act is a great step forward.

I would like to see it strengthened, and we will make an effort to have that done at the next session of the general assembly. The local governments, of course, will have to keep the county commissioners' feet to the fire the full time.

Senator JOHNSTON. In other words, you think with a little bit more teeth in the River Protection Act you can control the water quality?

Mr. MORRISON. I am somewhat in agreement with some of the other witnesses on this point about water quality. I think we are always going to be able to clean up the water chemically to the point where we can drink it. But in order to recreate in it, that's just the story, because you don't get any treatment when you fall out of your canoe into the river. You get it raw.

I think we can control the sewage effluents in there. That is being done through the construction of millions of dollars of pipe and treatment plants. The runoff pollution is not being controlled, and won't be unless we have land use control.

Some of the tributaries of the river are terribly polluted, but it is amazing the amount of recreation use that goes on in this rugged creek gorge just because it is a nice place out there to be. If the wind is blowing, the smell doesn't bother you. The rocks are still there. The historic mill ruins are there. They have vines growing over them.

It is a very aesthetic place to get out and have a picnic.

My main interest in the river really is recreational and in the preservation of the scenic beauty out there. The water quality factor is a thing that politicians use in order to get the people that are not interested in this interested in it. Most people just turn on the faucet in their homes and they really don't care where the water came from or how it got there unless it just stops. Then they suddenly get concerned about it.

There is an effort being made to start drawing water out of Lake Lanier without getting it out of the river like the local governments do. They would like to sell it to other local governments in turn, so I don't think we can base our argument on preserving this area on water quality as the main reason. This would not work on the majority of the citizens—just the conservation groups and the wildlife groups.

Senator JOHNSTON. Mr. Morrison, this bill calls for \$62 million—\$40 million and \$22 million—for the development of recreation areas. I understand, with inflation, the \$40 million will not cover the 6,000-plus acres in the acquisition.

Can you tell me in your judgment what the most critical areas are in the acquisition for the protection of the water?

Mr. MORRISON. There are three categories of urgency that we need. One, we need small recreational access sites to the river. For instance, at a certain road crossing you need private approaches to come in on all four quadrangles of that intersection to have public access to the river.

Senator JOHNSTON. Boat ramps and that sort of thing?

Mr. MORRISON. Right. And a small parking lot. Obviously these need to be purchased as soon as possible. These are within the capabilities of the local governments. In some cases they have been doing some of this, but not as much as has been needed.

Then we need to preserve large acreages involved in these natural areas. The Palisades State Park has been mentioned here—this dark area which you see. It is just one side of the river. The other side of the little river gorge there has not been acquired. It will be developed by developers.

Senator JOHNSTON. The palisades is the rock area?

Mr. MORRISON. Yes.

Senator JOHNSTON. That already is State owned?

Mr. MORRISON. Half of it is—the Fulton County side.

Senator JOHNSTON. On the other side of the river you don't have that?

Mr. MORRISON. Yes, you have cliffs on both sides. So in essence all we have got is half of the apple. If you are going to have a river park, you have got to preserve both banks, especially in an area where it towers above the river like this. That has not been done.

In order to acquire that site, I can't really put a dollar value on it, but it would be several million dollars. This is quite a strain on the

State government, in a State as large as Georgia to provide for the needs of so many people in the city of Atlanta. A third of the population of the State of Georgia lives here in the metropolitan area.

In the political realities of the situation, the State government doesn't spend all of its money on one thing. This is why we have had to come to Washington because our Federal legislators are frequently more responsive to our needs.

We are especially proud of our junior Senator from Georgia.

I would like to address myself to one other question that you brought up at the beginning of the hearing, and that is why should the Federal Government rather than the State and local governments pay the cost of saving this river for the public.

In doing so, I would like to present several arguments. One is that the Federal Government has already made a substantial investment in the Chattahoochee River in the purchasing of the Chattahoochee National Forest in north Georgia, which has helped protect the upper watershed of this river—900,000 acres.

The Federal Government has spent about \$100 million, I believe, on the construction of Lake Lanier. That lowered the temperature of the water.

Senator JOHNSTON. That's right above Buford Dam?

Mr. MORRISON. Yes; Buford Dam is on Lake Lanier.

Senator JOHNSTON. They spent how much money on it?

Mr. MORRISON. I believe it was about a \$100 million project for the acquisition and construction.

Senator JOHNSTON. \$100 million? How many acres?

Mr. MORRISON. Thirty-eight thousand acres. It is a rather large Federal hydroelectric project. One effect that dam has had, though, is to reduce the silt that is coming down the river. It has practically stopped it in the lake. The lower end of the lake never gets muddy, so we usually get clear water coming out of the dam into the Chattahoochee.

I would like to call your attention to this brochure that was published by the National Park Service in 1966 entitled NPS Criteria for Park Lands. This was a document that I studied to a considerable extent for the 3 years of BOR, whether or not the Chattahoochee met these criteria or not.

To give you an example of some of the things that it does—I think I can document this with adequate background material—of the 14 criteria in here the Chattahoochee meets 10 of the Federal criteria. There are seven criteria listed for historical areas, and the Chattahoochee meets six of them. The criteria for national recreational areas, there are 16 listed and the Chattahoochee meets 16 out of 16—such things as unusual geology. The Long Island falls includes the lower end of the gold deposits in Georgia that stretch from this area on up to north Georgia. Some of them were mined just following the Civil War.

It mentions rare plants. The Chattahoochee has one of the greatest varieties of wild flowers and azaleas found in that area; unusual reptiles, amphibians—any kind of wildlife, which is unusual in a city where rats and cockroaches are the most normal species you can find.

It mentions the unusual archeology and the number of sites and the national historic places—land with high recreational value.

Senator JOHNSTON. Let me ask you this, Mr. Morrison. Should the National Park Service operate that? Is that necessary? Or isn't it just mainly Federal money you need?

Mr. MORRISON. If I had to take my pick I would take the money. But, on the other hand, I feel like the National Park Service is the best agency to administer this area. As you can see in some of the plans that our State and local governments have come up with, they have entirely omitted the history of the area.

The National Park Service is very knowledgeable in administering historic areas. For instance, in Roswell there are a number of antebellum houses that were constructed from 1849 to 1856. They are still standing. I would really hate to turn something like this over to the local governments to run.

At the same time, to be able to plan the historic preservation and the interpretation of that in a suitable manner with recreation, I think the Park Service is the most experienced agency to do that. We are talking about a large area here that cost about \$3 million a year to administer in the opinion of the BOR study, which also, incidentally, I recommend much more in the way of acquisition than these plans in the figures of the bill.

I would have to say the \$40 million for land acquisition would be inadequate. The BOR recommends—in the draft study that was never released, unfortunately—\$63 million for land acquisition and \$22 million for the development of facilities.

I think that's a much more realistic figure. You could say the land figures are inflated since then, but also some of the land is not available any more because it has been developed. Those two factors might tend to offset each other as we go along.

You mentioned the figure of how many dollars have been authorized already for areas that have not been acquired by the National Park Service. One authorization is \$85 million—curiously, the same figure as what it would cost to save the Chattahoochee; \$85 million has been authorized to construct the extension of the Blue Ridge Parkway into Georgia.

This project is never going to be built because it is very unpopular with the cities in northwest Georgia. The State has never acquired the right-of-way for that highway to be built, and it won't as long as the cities in that area have anything to do with it.

We would a lot rather see you authorize \$85 million to save the Chattahoochee than for the Blue Ridge Parkway.

I want to make sure I have covered the main points in my statement. I think I have covered most of them.

I would say one other thing. If it comes to a factor of arguing over how many dollars to put into the Chattahoochee, we will be happy with whatever dollar figure we can get.

Senator JOHNSTON. In that connection I hope you help me pass some legislation that I proposed, to increase substantially the amount of money available for the acquisition of land. The \$300 million was just a drop in the bucket for what we need for acquisition.

My bill is, I think, reasonably modest to increase it to \$850 million, which includes the urban acquisition and historic preservation. We greatly need to increase it.

Once you have the sewer lines established and once you have the other side of the Palisades developed with condominiums, you can't go back and plant trees and restore the natural beauty. It is lost forever. I think we need to do that now.

Dr. TERRY. I don't want to get back into the water quality issue as such as a justification for this project. I think Mr. Morrison's point is very well taken. That is not the basis on which we are asking you to make this a recreation area.

On the other hand, you seem to have the feeling, or have suggested the idea, that there are Federal provisos that would protect the water quality as it now is established over perhaps this land vulnerability.

There was a study done recently by EPA, a computer simulation model of the Chattahoochee from a water supply standpoint for Atlanta. They said, I think, by 1990 if the current trends and urbanizations continue there would be periods during the first unusual phenomenon and for some period of time after a rainfall when the water would not be potable.

Much of the problem would be from the toxic metals—cadmium lead residues that wash in from parking areas and so forth. A couple of these are fairly hard to remove in treatment plants. You can take organisms out and carbon; you can take particulates out in sand. But many of the suspended heavy metals can move through treatment plants under current technology. There was some question as to whether the water would in fact be potable.

That is a considerable degradation from the situation we have now. It was merely an extension of the plans for development that the county itself has expressed and the trend extant at the moment.

Senator JOHNSTON. As I have heard the evidence here today, I think water quality is tremendously important, but not because you are in danger of having water that can't be treated. You can treat very, very dirty water, such as the Mississippi River down in New Orleans, which is the dirtiest body of water you ever saw in your life. They can clean it up for drinking water.

But what you have here is something more valuable than just drinking water. You have an area that is beautiful and valuable particularly because the water is clear and is cold enough for sports fish and is aesthetically pleasing in a unique sort of way.

That is a value that is important beyond the question of whether it can be cleaned up at a water treatment plant.

I think that is what Mr. Morrison is getting at when he talks about the degradation of the water.

If no one in this particular panel has anything further at this point—

Mr. MORRISON. I would like to close out, if I could.

Senator JOHNSTON. All right, if you would be very brief because we have another panel, and then we will call a short recess.

Mr. MORRISON. One point that has been omitted: 2,000 feet on both sides of the river. We do want to acquire control of 150 feet on each bank of the river. You have to have a green belt. If you are going to have a river park you need some trees on both banks. We won't have that unless that is owned or is purchased.

The BOR study recommended 8,000 acres of land acquisition of all types of areas, including historic areas, and 2,000 acres of scenic

easements, with private property owners retaining ownership and control of the land, but would sell the rights to clear the trees and the vegetation off of it to the Federal Government.

Our citizen groups that advised us on this study unanimously recommended that the National Park Service administer this area.

When Secretary Hickel made his announcement in September of 1970 it caused a tremendous amount of excitement here. The Bureau of Outdoor Recreation work got citizen groups together. The bureaus are essentially responsible, I think, for organizing Friends of the River, which has carried itself along to get the local and State Governments to protect this area. A lot of this was done in anticipation that millions of dollars of Federal money would be spent to carry this effort on.

I agree with Secretary Hickel's contention that the Federal Government has a special responsibility in highly-populated urban areas, where the cost of land is so high because of the location of the areas that are accessible to millions of people that couldn't use an area located in the Rocky Mountains, for instance.

I think this is a good concept and I think the Federal Government ought to follow through with it.

I disagree strongly with the change in administration's policy that led the Bureau to discourage local people from believing there would be any Federal assistance for this.

Senator JOHNSTON. What would be the cost of the scenic easements?

Mr. MORRISON. Two thousand acres of the scenic easements? I could dig it out of this report, but that's a small portion of the cost.

Senator JOHNSTON. A small portion of the cost?

Mr. MORRISON. Yes.

Dr. TERRY. Five million.

Mr. MORRISON. I think it is less than that. I think it would be around \$2 million for the scenic easements for the 150 feet.

Senator JOHNSTON. All the way up and down the river?

Mr. MORRISON. Right. You could say that that area is protected by the State bill. The State bill doesn't prohibit cutting trees. It just prohibits building anything—a house, for instance, within 150 feet of the river.

You can still clear every tree down to the bank if you want to.

What I was about to say in my last point is, with all this Federal activity, we are kind of in the situation that Charlie Brown is in every year when Lucie holds out the football and Charlie comes up to kick. Sure enough, the ball is withdrawn and he falls flat on his back.

We don't want that to happen this year or next year. We want to kick that ball and get it over the goal.

We appreciate your help with it. Thank you.

Senator JOHNSTON. Thank you very much.

[The prepared statement of Mr. Morrison follows:]

STATEMENT OF JIM MORRISON, EXECUTIVE DIRECTOR, GEORGIA WILDLIFE FEDERATION

Mr. Chairman, on behalf of the organized portion of Georgia's one million hunters and fishermen, as well as other outdoorsmen and conservationists who belong to the Georgia Wildlife Federation, it is my pleasure today to heartily endorse S. 1738 and its companion bill, H.R. 7561. These bills would bring to fruition the position of our organization as unanimously expressed by a resolu-

tion of our annual meeting in April of 1973 in Atlanta, where approximately one-third of all the citizens of Georgia live.

In addition, we have communicated our support of this bill to our founding organization, the National Wildlife Federation, with more than 3½ million members, recommending their support of it. The National Federation will testify at Washington hearings for this bill, or will submit a written statement for the record of this hearing.

Traditionally, the Georgia Wildlife Federation has been known for its support of preservation of areas for outdoor recreational opportunity in the rural areas of our State. Today, we urge with equal vigor the preservation of such an area that by a fortunate accident of circumstances has survived virtually intact inside even the City Limits of Atlanta itself. But how long this phenomenon will last is now an open question, unless quick action and a major financial investment is forthcoming by the Federal Government.

As other witnesses have already testified before and will do again, the Chattahoochee River is a treasure of greater value than either gold or silver. Where else in a major city of the United States can the poorest citizen of a great city use his cane pole to catch rainbow trout from the cold, clear waters of a murmuring trout stream? Where else in such a city can canoeists and their families enjoy the wholesome sport of whitewater canoeing and rafting? And where else in such a city can children observe the beauties of nature close hand, watching a muskrat eating moss off a river shoal, while rock outcrops crowned with mountain laurel and rhodendron tower above him?

Nowhere. Except on Atlanta's Chattahoochee River.

These are but a few of the reasons why we support this legislation. It would be easy to become emotional about what this action would mean in providing a higher quality of life for present and future citizens of the metropolitan area. Perhaps I could inspire you with accounts of personal sacrifices that have been made by many individuals in defense of the beauty of this river from the many challenges which it has faced with increasing frequency in recent years, as development has begun encroaching on its fringes.

But instead, I would like to briefly address the question, "Why should the Federal Government, rather than the State or local government, pay the cost of saving this river for the public?" I feel that this question can be answered on a number of grounds, not the least of which is because of the unusually high number of persons that the National Recreation Area would serve, due to its proximity to the most heavily populated Standard Metropolitan Statistical Area in the Southeastern United States. These people are also Federal taxpayers, all one million, six-hundred thousand plus of them.

The Federal Government has already made a substantial investment in protecting the watershed of the river by purchasing the 900,000 acres of the Chattahoochee National Forest in north Georgia, and in harnessing the waters of the river with the Buford Dam project of the Corps of Engineers, creating Lake Sidney Lanier. Purchase and preservation of the riverbank lands to Atlanta is essential to insure the future of benefits derived from these past Federal investments.

In 1966, the National Park Service published a brochure listing "Criteria for Selection of National Parklands" which contains a checklist of characteristics which a National Park should have. The Chattahoochee meets an amazing number of these suggested requirements seldom found together in close proximity to such a major metropolitan area.

*Unusual geology* associated with the Long Island Fault, including gold deposits which have been mined in the last century.

*Rare plants*, combining northern and southern species at the extreme ends of their ranges. A number of rare and endangered species are found in the unusual growing conditions along its banks and among the rock outcrops. The Chattahoochee has one of the greatest varieties of wild flowering azaleas of any area of the world.

*Unusual reptiles and amphibians*, especially salamanders, and a wide variety of animal and bird life that are highly unusual in a city the size of metropolitan Atlanta, where rats and roaches are usually the predominant forms of wildlife.

*Unusual archeology*, dating back to the first prehistoric men to settle the Chattahoochee River valley in the Archaic Period of 10,000 years or more ago, who dwelled in primitive rock shelters still visible on the river's banks, along with numerous village sites and ancient fish traps worthy of preservation or excavation and interpretation.

*Unusual history*, including remaining structures and antebellum buildings illustrating the work of master craftsmen and connected with famous figures from the nation's past, including two presidents of the United States, Theodore and Franklin D. Roosevelt. There are numerous sites of interest from the War Between the States, especially in the area from the Roswell Historic District to the lower end of the proposed area, all of which figured in early developments of the Battle for Atlanta.

*High recreational value*, ranging from mountain trout fishing to floating, rafting, canoeing, hiking, and nature study. The development potential is also extremely high in other areas for picnicing, camping, bicycling, and shooting.

I have attached a copy of the criteria, with the sections which the Chattahoochee fulfill's checked. Substantiating data is available in the files of the various Chattahoochee Studies, or from contributors to these studies which I will be glad to furnish to the committee on request.

An important point is that the cost of preserving these outstanding qualities of the river for posterity is greater than the financial resources of either the State or local governments combined, although both have demonstrated their great interest and support of this cause through the purchase and arrangement of donations of a total of more than four million dollars in park lands, with some federal assistance. However, these efforts still leave substantial portions of lands necessary for the success of the effort unprotected.

I would like to suggest three changes to the bill as drafted, two relatively minor changes, and one major. First, the language of Section 3, subparagraph (a) the second sentence, is perhaps unusual in bills of this type, and should its presence cause any difficulty in securing approval of the legislation by the committee, I suggest that it be eliminated.

In Section 4, (a), I suggest that a more complete plan for the river's preservation is the conceptual plan map prepared by the Bureau of Outdoor Recreation dated May 1974, except that the Seven Branches Waterfall below Morgan Falls Dam should be added to the map. However, if the status of the various BOR studies causes any procedural delays in committee approval of this bill, then the language should remain as it is.

Most important, the authorization figures in Section 7 are too low for implementation of the BOR plan, and I recommend that they be increased to \$63,000,000 for 10,005 acres of land acquisition in fee simple and scenic easements, and \$22,000,000 for planning and development, as was recommended by the April 1972 BOR draft plan. This is the same amount that Congress authorized in 1963 for construction of the highly destructive and controversial Blue Ridge Parkway Extension into North Georgia's mountains. We suggest that the parkway extension be deauthorized and instead be devoted to saving the Chattahoochee, rather than ruining our mountains.

Of course, the authorization figure mentioned in the bill if speedily appropriated would greatly advance the effort to save the river, but I feel that a more realistic figure should be enacted. Further study may indicate that even this figure is now outdated, but should the upward limits of the cost of acquisition appear to reach a point of unacceptability of the entire project, then I would strongly recommend scaling down the extent of land acquisition, and more especially, of development of facilities, thus insuring the perpetuation of the river preservation effort.

Of course, we all realize that an annual struggle will be necessary to secure appropriated funds for the carrying out of this ambitious plan. We are willing to accept this burden, but first, we must have your help in authorizing this area to encourage donations of land and additional efforts by local and State government to bring it to completion.

Thank you for your efforts to help us "Save Our Chattahoochee."

Attachment : NPS Criteria for Parklands.

#### CRITERIA FOR NATURAL AREAS

##### NATIONAL SIGNIFICANCE

A. National significance is ascribed to areas which possess exceptional value or quality in illustrating or interpreting the natural heritage of our Nation, such as:

1. Outstanding geological formations or features significantly illustrating geologic processes.
2. Significant fossil evidence of the development of life on earth.

3. An ecological community significantly illustrating characteristics of a physiographic province or a biome.

4. A biota of relative stability maintaining itself under prevailing natural conditions, such as a climatic climax community.

5. An ecological community significantly illustrating the process of succession and restoration to natural condition following disruptive change.

6. A habitat supporting a vanishing, rare, or restricted species.

7. A relict flora or fauna persisting from an earlier period.

8. A seasonal haven for concentrations of native animals, or a vantage point for observing concentrated populations, such as a constricted migration route.

9. A site containing significant evidence illustrating important scientific discoveries.

10. Examples of the scenic grandeur of our natural heritage.

B. To possess national significance, the area must reflect integrity, i.e., it must present a true, accurate, essentially unspoiled natural example.

#### SUITABILITY

##### A. NATIONAL PARKS

1. National Parks should be relatively spacious land and water areas so outstandingly superior in quality and beauty as to make imperative their preservation by the Federal Government for the enjoyment, education, and inspiration of all people.

2. They should embrace a sufficiently comprehensive unit as to permit public use and enjoyment and effective management of a continuing representation of its flora and fauna.

3. They should be adaptable to a type of management that can provide a wide range of opportunities for human enjoyment, such as camping, picnicking, hiking, horseback riding, sightseeing, in a natural setting consistent with the preservation of the characteristics or features that merited their establishment.

4. They will most often contain a diversity of resources and values, including scenic and scientific.

##### B. NATIONAL MONUMENTS

1. National Monuments are land and water areas usually involving lesser acreage than National Parks.

2. Generally, National Monuments preserve resources having primary scientific significance.

3. They should embrace a sufficiently comprehensive unit to permit public use and enjoyment of the scientific object, feature, or assemblage of features consistent with the preservation of such features.

4. National Monuments, for the most part, are not of sufficient size to support as broad a range of visitor-use programs as National Parks.

#### FEASIBILITY

The test of feasibility involves weighing all of the values and public needs served by the proposal.

#### CRITERIA FOR HISTORICAL AREAS

##### NATIONAL SIGNIFICANCE

A. National significance is ascribed to buildings, sites, objects, or districts which possess exceptional value or quality in illustrating or interpreting the historical (history and archeology) heritage of our Nation, such as:

1. Structures or sites at which events occurred that have made a significant contribution to, and are identified prominently with, or which outstandingly represent the broad cultural, political, economic, military, or social history of the Nation, and from which an understanding and appreciation of the larger patterns of our American heritage may be gained.

2. Structures or sites associated importantly with the lives of persons nationally significant in the history of the United States.

3. Structures or sites associated significantly with an important event that outstandingly represents some great idea or ideal of the American people.

4. Structures that embody the distinguishing characteristics of an architectural type specimen, exceptionally valuable for a study of a period, style, or method of

construction; or a notable structure representing the work of a master builder, designer, or architect.

5. Objects that figured prominently in nationally significant events; or that were prominently associated with nationally significant persons; or that outstandingly represent some great idea or ideal of the American people; or that embody distinguishing characteristics of a type specimen, exceptionally valuable for a study of a period style or method of construction; or that are notable as representations of the work of master workers or designers.

6. Archeological sites that have produced information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have produced, or which may reasonably be expected to produce, data affecting theories, concepts and ideas to a major degree.

E. Structures, sites, and objects achieving historical importance within the past 50 years will not as a general rule be considered unless associated with persons or events of transcendent significance.

#### SUITABILITY

1. Each historical area should contain sufficient land to preserve all the significant historic or prehistoric features associated with this site and such additional lands as may be needed to protect the historic scene and provide unobtrusive sites for necessary developments for management and public use.

2. The site and its authentic historically related environment should lend itself to effective preservation and interpretation.

#### FEASIBILITY

The test of feasibility involves weighing all of the values and public needs served by the proposal.

7. When preserved or restored as integral parts of the environment, historic buildings not sufficiently significant individually by reason of historical association or architectural merit to warrant recognition may collectively compose a "historic district" that is of historical significance to the Nation in commemorating or illustrating a way of life in its developing culture.

B. To possess national significance, a historic or prehistoric structure, district, site, or object must possess integrity. For a historic or prehistoric *site*, integrity requires original location and intangible elements of feeling and association. The site of a structure no longer standing may possess national significance if the person or event associated with the structure was of transcendent historical importance in the Nation's history and the association consequential.

For a historic or prehistoric *structure*, integrity is a composite quality derived from original workmanship, original location and intangible elements of feeling and association. A structure no longer on the original site may possess national significance if the person or event associated with it was of transcendent importance in the Nation's history and the association consequential.

For a historic *district*, integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association.

For a historic *object*, integrity requires basic original workmanship.

C. Structures or sites which are primarily of significance in the field of religion or to religious bodies but are not of national importance in other fields of the history of the United States, such as political, military, or architectural history, will not be eligible for consideration.

D. Birthplaces, graves, burials, and cemeteries, as a general rule, are not eligible for consideration and recognition except in cases of historical figures of transcendent importance. Historic sites associated with the actual careers and contributions of outstanding historical personages usually are more important than their birthplaces and burial places.

#### CRITERIA FOR NATIONAL RECREATION AREAS

In its role of coordinating the Federal effort in outdoor recreation, the Recreation Advisory Council (Secretaries of Agriculture; Commerce; Defense; Health, Education and Welfare; and Interior; Chairman, Tennessee Valley

Authority; and Administrator, Federal Housing Agency) in its Policy Circular 1, dated March 26, 1963, stated that National Recreation Areas should: "... be areas which have natural endowments that are well above the ordinary in quality and recreation appeal, being of lesser significance than the unique scenic and historic elements of the National Park System, but affording a quality of recreation experience which transcends that normally associated with areas provided by State and local governments. . . ."

The Council has prescribed the following administrative criteria for the selection of such areas:

*Primary Criteria.* Application of the following seven primary criteria shall be mandatory for all proposals:

1. National Recreation Areas should be spacious areas, including within their perimeter an aggregate gross area of not less than 20,000 acres of land and water surface, except riverways, narrow coastal strips, or areas where total population within a 250-mile radius is in excess of 30 million people.

2. National Recreation Areas should be located and designed to achieve a comparatively high recreation-carrying capacity in relation to type of recreation primarily to be served.

3. National Recreation Areas should provide recreation opportunities significant enough to assure interstate patronage within the region of service, and to a limited extent should attract patronage from outside of the normal service region (trout fishing).

4. The scale of investment, development, and operational responsibility should be sufficiently high to require either direct Federal involvement, or substantial Federal participation to assure optimum public benefit.

5. Although nonurban in character, National Recreation Areas should nevertheless be strategically located within 250 miles of urban centers. Such areas should be readily accessible at all times, for all-purpose recreational use.

6. Within National Recreation Areas, outdoor recreation shall be recognized as the dominant or primary resource management purpose. If additional natural resource utilization is carried on, such additional use shall be compatible with fulfilling the recreation mission, and none will be carried on that is significantly detrimental to it.

7. National Recreation Areas should be established in only those areas where other programs (Federal or non-Federal) will not fulfill high priority recreation needs in the foreseeable future.

*Secondary Criteria.* Application of the following six secondary criteria will be given weight in situations where they bear a meaningful relationship to a specific proposal:

1. Preference should be given to proposed National Recreation Areas that:

(a) Are in or near the U.S. Census divisions having the highest population density;

(b) Are in areas which lack sufficient private and public recreation areas and facilities as determined by the National Recreation Plan;

(c) Are in areas which have a comparatively low amount of federally provided recreation-carrying capacity;

(d) Will show an optimum ratio of carrying capacity to estimated cost.

2. National Recreation Areas may be based upon existing or proposed Federal water impoundments where it can be shown that significant increases in the scale of recreation developments are required, beyond the level normally justified under standard multiple-purpose project development, in order to assure that full recreation potential is provided for projected needs.

3. National Recreation Areas may include within their boundaries scenic, historic, scientific, scarce, or disappearing resources, provided the objectives of their preservation and enjoyment can be achieved on a basis compatible with the recreation mission.

4. National Recreation Areas should be in conformity with the National Recreation Plan prepared by the Bureau of Outdoor Recreation, and shall take into consideration, State, regional, and local comprehensive plans.

5. Whenever possible, National Recreation Areas should be selected, developed, and managed to provide maximum compatibility with the recreation potential of adjacent rural areas in private ownership.

6. Preference should be given to areas in or near to a Redevelopment Area as officially designated by the Department of Commerce and deemed significant in the economic improvement of such a Redevelopment Area.

Senator JOHNSTON. Mr. Rice of the Georgia Land Development Association supplied a statement for the record. We are glad to have you, Mr. Rice.

**STATEMENT OF GEORGE H. RICE, PRESIDENT, GEORGIA LAND DEVELOPMENT ASSOCIATION**

Mr. RICE. I would like to preface this by saying we have not had an opportunity to circulate this bill throughout our membership to come up with an official position. So what I have done, I have taken the liberty to simply express a personal opinion and also to make available to both of you whatever you like to know about the philosophy of the Georgia Land Development Association in respect to the natural resources of our State, and more particularly the Chattahoochee River Corridor.

My opinion—and here again I have to qualify that this is observation of a personal nature and does not represent in any way a statement by the Georgia Land Development Association—

Senator JOHNSTON. What is the Georgia Land Development Association?

Mr. RICE. It is a statewide organization consisting of those who are directly involved in the land industry, or indirectly involved in the land industry—interested in good land management.

Senator JOHNSTON. Would you say that you fairly well speak for the development interests along the Chattahoochee? Not altogether, I understand.

Mr. RICE. I would say we do have membership which, in developing land along the Chattahoochee, we strive for integrity with our membership, and that we strive to elicit the membership of responsible developers.

Senator JOHNSTON. What percentage of developers along the Chattahoochee would you say you represent?

Mr. RICE. I would have no way to know that.

I might add that we are organized on a congressional district basis. We are a very young organization, a very small one, but we are interested in addressing ourselves to three goals: That of inspiring and motivating good legislation on the State and Federal levels; influencing the State to grow in a desirable manner; and increasing proficiency in the industry itself.

If I could have opportunity, I would like to make just a personal observation here, even though it won't be an official statement. In my opinion the expression of each mile of any river anywhere, including the Chattahoochee, should be in an infinite number of interesting ways.

This should include the opportunity for people to have many different experiences along the river. For example, a trip down the Chattahoochee, whether by trail or a boat, should be an ever-changing and stimulating course of events. This can be achieved by the skillful presentation of land use along the way, such as villages, farms, fishing camps, restaurants, and play facilities separated by long stretches of natural vegetation and land forms—and of course, most certainly preserving that which is unique, such as the palisades and any part of the river that is totally unique. There should be no development at all.

The above circumstances should result only through a well-thought-out plan of action that includes performance standards of excellence to be administered by local governments.

What I am saying here is that we recognize we should have performance standards of excellence that can be applied uniformly across our State, and more specifically to this river, but it should be administered by local governments.

I realize that the local governments in some parts have been remiss in their control and managing the land along the river. This, of course, is where I see your bill certainly gives strength to the overall situation from the standpoint of controlling this.

Senator JOHNSTON. You said normal standards. You mean land use performance?

Mr. RICE. Yes. What I mean is, I relate performance standards of excellence to health. When you speak about health, your own personal health, you don't talk about three-quarters health or 90 percent health; you speak of excellent health.

Senator JOHNSTON. How about esthetics?

Mr. RICE. Esthetics is actually a direct derivation from health. If you are healthy, you are beautiful. If you are unhealthy, you are not as beautiful.

Senator JOHNSTON. You may have a very healthy looking building put up. Should there be a rule that would protect the view of the river, for example?

Mr. RICE. Definitely, definitely.

Senator JOHNSTON. Performance standards, what does that mean?

Mr. RICE. I would say that which would not violate visual inspiration and motivation; that which is pleasing to the eye; that which is pleasing to the physical senses. This all relates to performance standards of excellence.

Senator JOHNSTON. Should these be criteria or should these be voluntary goals?

Mr. RICE. They should be criteria; that which can be accurately measured. Any performance standards of excellence can be accurately measured.

Senator JOHNSTON. Should there be uniform criteria?

Mr. RICE. Uniform, correct.

Senator JOHNSTON. But enforced locally?

Mr. RICE. That's correct. But if the local government fails to enforce it, then I think that's where the State should step in.

Senator JOHNSTON. Should those who have an interest in the enforcement of these regulations have a right to appeal to some higher authority?

Mr. RICE. Correct; they should have.

Senator JOHNSTON. In other words, you would recommend relying on your local government as more or less your first instance?

Mr. RICE. Correct.

Senator JOHNSTON. With some sort of appeal?

Mr. RICE. Correct; the developer should be able to operate on a one-stop situation, if he can.

Senator JOHNSTON. Do you believe that the development along the Chattahoochee can occur consistent with both health and the esthetic consideration?

Mr. RICE. Yes, I do. I think you can fit activity, our structures, to the land. But I do think there are unique features of the river that should not be touched at all. There are some that we should not even let people walk upon. There are others that should not be built upon.

This is a personal recommendation here again, if I may read it. This is on page 5, line 4, section 4(a). I would like to recommend that the following paragraph be added to the beginning of this section:

The Secretary shall administer, protect and oversee development of the recreation area in accordance with a physical master plan resulting from the selection of the best solution produced through a design competition that involved a minimum of seven professional teams which adhered to the following parameters: (1) each team consists of an anthropologist, historian, geologist, pedologist, hydrologist, ecologist, climatologist, sociologist, economist, architectural firm, civil engineering firm and a landscape architectural firm; (2) each team receives a fee of \$50,000; (3) each team operates on the principle of synergy; (4) each team conducts a social reconnaissance; (5) each team produces a plan of action which includes an environmental plan with preliminary cost estimates, performance standards of excellence, methods of implementation and methods of management.

Senator JOHNSTON. Would you say, speaking for the land developers, that the land developers do not fear reasonable land-use regulations, provided they know with some assurance what those regulations are?

Mr. RICE. I say that the responsible developer strives to perform in a manner that he would more than excel the regulations.

Senator JOHNSTON. And they would not fear some reasonable land-use regulations?

Mr. RICE. I do not feel that they would. I speak for myself. But by my association with our membership, this is my personal feeling.

Senator JOHNSTON. In other words, you think land developers along the Chattahoochee and in this area have been very responsible?

Mr. RICE. There are some that have been very irresponsible. There are some that have been totally irresponsible.

Senator JOHNSTON. Do you feel there are regulations now to prevent that?

Mr. RICE. I do not.

Senator JOHNSTON. You do not?

Mr. RICE. No.

Senator JOHNSTON. Have you heard the testimony here today about the River Protection Act?

Mr. RICE. Yes, sir, I have.

Senator JOHNSTON. That does not prevent the irresponsible development?

Mr. RICE. I don't think it goes far enough. I think the last recommendation I made would achieve that goal.

Senator JOHNSTON. That would be to develop this plan?

Mr. RICE. Correct. Actually you go to the private sector for the plan. You don't do it with just one team. This way you involve many different good minds directed toward a goal, a desirable goal. Then by the same token the team is not necessarily limited to those disciplines I have shown there, but you make sure you have a complete team.

Then by synergy, by each one gathering around the same table so to speak, and considering fully all underlying influencing physical, social, and economic factors, then I think you can come up with a course of action that would be better.

Included in that would be social reconnaissance, where you go out throughout the countries adjacent to the Chattahoochee to get input from local citizens other than organizations.

Senator JOHNSTON. What you have done, Mr. Rice, is to derive a planning process.

Mr. RICE. Correct.

Senator JOHNSTON. That sort of thing ought to be done. We have not done that on the Federal level. It is my inclination to recommend that that be done on a local level. There ought to be some local or State participation. That might be a proper thing to be addressed by the State legislature or a combination of the counties.

Your proposition also points out the essential means of coordination of all of the bodies concerned.

I get the impression that, while everyone is interested in the Chattahoochee, a lot of these local jurisdictions are going off in different directions without real coordination.

Mr. RICE. That's correct.

Senator JOHNSTON. And there ought to be coordination regardless of what happens.

Do you have anything to add?

Senator NUNN. No.

Senator JOHNSTON. Thank you very much, Mr. Rice. I would like to add we are glad to have such a responsible and creative voice on behalf of developers.

Mr. RICE. Thank you, sir.

[The prepared statement of Mr. Rice follows:]

PREPARED STATEMENT OF GEORGE H. RICE, PRESIDENT, GEORGIA LAND DEVELOPMENT ASSOCIATION

Thank you for the opportunity of appearing before your committee. Since there has not been enough time to circulate Senate Bill 1738 throughout the membership of the Georgia Land Development Association for constructive reaction, the following observation is of a personal nature and does not represent in any way a statement from GLDA.

In my opinion, the expression of each mile of any river anywhere, including the Chattahoochee River, should be in an infinite number of interesting ways. This should include the opportunity for people to have many different experiences along the river. For example, a trip down the Chattahoochee, whether by trail or by boat, should be an ever changing and stimulating course of events. This can be achieved by the skillful presentation of land use along the way; such as villages, farms, fish camps, restaurants and play facilities separated by long stretches of natural vegetation and land forms.

The above circumstance should result only through a well thought out plan of action that includes performance standards of excellence to be administered by local governments.

On page 5, line 4, in Sec. 4. (a), I would like to recommend that the following paragraph be added to the beginning of this section:

"The Secretary shall administer, protect and oversee development of the recreation area in accordance with a physical master plan resulting from the selection of the best solution produced through a designed competition that involved a minimum of seven professional teams which adhered to the following parameters:

(1) Each team consists of an anthropologist, historian, geologist, pedologist, hydrologist, ecologist, climatologist, sociologist, economist, architectural firm, civil engineering firm and a landscape architectural firm.

(2) Each team receives a fee of \$50,000.

(3) Each team operates on the principle of synergy.

(4) Each team conducts a social reconnaissance.

(5) Each team produces a plan of action which includes an environmental plan with preliminary cost estimates, performance standards of excellence, methods of implementation and methods of management."

Because of the importance of S. 1738, I stand ready to assist you further.

Senator JOHNSTON. Before we have the final panel we will have about a 5-minute recess.

Senator JOHNSTON. The hearing will come back to order. The final panel will be composed of Mr. William G. Surls, the president of Trout Unlimited; James White of Nature Conservancy; Holcomb T. Green, president of SAVE; and Kay McKenzie of the Legacy Foundation.

Of course your written statements will be put into the record.

I should point out for anyone in the audience that we would welcome and solicit any additional written statements and will hold the record open for a period of 30 days for that purpose. If you will, simply mail your statements to the Senate Interior Committee, Washington, D.C., and we will see that they are put in the record.

I assume Mr. Surls of Trout Unlimited will be the first witness.

#### STATEMENT OF WILLIAM G. SURLS, PRESIDENT, TROUT UNLIMITED

Mr. SURLS. Senator, I am Bill Surls, president of the Chattahoochee chapter of Trout Unlimited, a national conservation organization dedicated to the preservation and protection of the cold water fisheries of North America.

If I may, Senator, I would just like to paraphrase some of the statements that are in my written statement.

In addition to speaking for the Trout Unlimited members and their families here in Georgia, I hope that the following comments represent the feelings of thousands of Georgians who love and appreciate our few remaining natural resources and want to see them preserved.

Since the birth of our chapter over 5 years ago we have sought the preservation of this river as well as others. During these years we have witnessed studies, analyses, draft reports, final reports, et cetera, concerning the river. We have been to and participated in public hearings by various agencies. We have read plans, proposals, and more reports. All of these activities have been attempts to in some way preserve the river in its present natural state.

I would like to add that we have also petitioned our Congressmen and we have received their support.

The fruits of our labors began to ripen in June of last year when we received a letter from Congressman Andrew Young advising that, and I quote:

On May 7th of this year, the entire Georgia delegation joined together for the first time in its history in introducing legislation in the House of Representatives. Several days later, both our Senators introduced an identical bill in the Senate. These bills (H.R. 7561 and S. 1738) would authorize the establishment of a Chattahoochee River National Recreation Area \*\*\*

Senators, it appears to me that when all of our State's representatives and senators not only agree, but cosponsor legislation, it deserves serious consideration by the Congress.

Senator JOHNSTON. It certainly will get that consideration, Mr. Surls. I will tell you that right now.

Let me ask you this. Is your group mainly interested in the fishing in the river?

Mr. SURLS. We are interested not only just in the fisheries but in the environment in which that fishing is taking place.

Senator JOHNSON. Are you satisfied with the initiative that has been taken by the State and local governments?

Mr. SURLS. They have done a reasonable job in trying to protect the river, but I think it is going to take the Federal Government itself in the way of the Park Service to preserve the river in the state in which we have it today.

Senator JOHNSON. You mean by acquisition of the land?

Mr. SURLS. Yes, sir.

Senator JOHNSON. You are not talking about Federal land use regulations; you are talking about acquisition?

Mr. SURLS. Right.

Senator JOHNSON. How many dollars do you think it will take for that acquisition?

Mr. SURLS. I am not an expert in that field, sir. I would just be guessing. I would say that the number of dollars that we have heard mentioned today—\$6 million or \$8 million—to acquire a reasonable amount of the corridor would certainly be a step in the right direction to keep the river in a natural state.

Senator JOHNSON. You are talking about the scenic easements?

Mr. SURLS. Yes, sir.

Senator JOHNSON. Do you have anything further, Mr. Surls?

Mr. SURLS. A couple of other comments I would like to make, Senator. It has been said that Atlanta is not unlike other metropolitan areas. We have got industry, it is a transportation center, and of course large office buildings, shopping centers, and so forth.

It is not just another large city, though. It is a regional hub for the Southeast. People come here from all parts of the Southeast for shopping, ball games, and so forth.

Senator JOHNSON. They also come to the Atlanta airport, whether they want to or not.

Mr. SURLS. Yes, sir. Due to our mild climate, many of these recreational activities are enjoyed all year. This is true certainly on the Chattahoochee River.

We feel it is quite exceptional, as you see, by having a beautiful river as we have in the Chattahoochee. Most people know that trout is a fish of cold and clean waters. Because of the Chattahoochee, one can fish a beautiful river and catch rainbow and brown trout within the city limits of Atlanta.

The Chattahoochee is more than just a tailwater trout fishery to us. The river is an opportunity. It is an opportunity for a family picnic, a chance to enjoy God's handiwork of nature. It is the home of the muskrat, beaver, trout, raccoon, wood duck, and many other creatures. It is an opportunity for adventure such as a canoe trip, or a Sunday afternoon walk.

Yes, the river is many things to many people, and all of this natural beauty is within close proximity of a major urban center.

The Chattahoochee is likewise an opportunity for the Congress. Up to now the Chattahoochee has been bypassed by the ever-pressing urban sprawl. The natural beauty is here, but will it remain or will it simply disappear in the path of development?

This great river can and should be protected for this and future generations to enjoy. The opportunity is here, and the tool to accomplish the task of preservation has been drafted.

Trout Unlimited fully supports S. 1738 and its objectives. We therefore urge its passage as soon as possible.

Senator JOHNSTON. Thank you very much, Mr. Surls.

[The prepared statement of Mr. Surls follows:]

STATEMENT  
CHATTAHOOCHEE CHAPTER  
OF  
TROUT UNLIMITED

Addressed to the Parks and Recreation Subcommittee of the Senate Interior and Insular Affairs Committee on S.1738. Presented to the Subcommittee on 29 October 1974, in the Senate Chambers, State Capitol Building, Atlanta, Georgia.

STATEMENT

Senator(s), it is truly an honor for me to address you today. I am Bill Surls, President of the Chattahoochee Chapter of Trout Unlimited, a national conservation organization dedicated to the preservation and protection of the cold water fisheries of North America. In addition to speaking for the Trout Unlimited members and their families here in Georgia, I sincerely believe that the following comments also represent the feelings of thousands of other Georgians who also love and appreciate our few remaining natural resources and want to see them preserved.

A portion of one of these natural resources in Georgia is the subject of this hearing today, the Chattahoochee River and its corridor from Buford Dam to Peachtree Creek.

Since the birth of our Chapter over five years ago, we have actively sought the preservation of this river. During these years we have witnessed studies, analyses, draft reports, final reports, et cetera, et cetera. We have been to, and participated in public hearings by various agencies. We have read plans, proposals and more reports. All of these activities have been attempts to in some way preserve the River in its present natural state.

Yes, we have also petitioned our Congressmen for their support in preserving the River. The fruits of our labors began to ripen in June of last year when we received a letter from Congressman Andrew Young advising that, and I quote "On May 7th of this year, the entire Georgia delegation joined together for the first time in its history in introducing legislation in the House of Representatives. Several days later, both our Senators introduced an identical bill in the Senate. These bills (H.R. 7561 and S.1738) would authorize the establishment of a Chattahoochee River National Recreation Area.....".

Senator(s), it appears to me that when all of our state's Representatives and Senators not only agree, but co-sponsor legislation, that it deserves serious consideration by the Congress.

The question may be asked, Senator(s), "What is so special, so unique, about this Chattahoochee River area as to be worthy of a National Recreation Area designation?". Such a question is indeed appropriate. It is my sincere hope that the following comments satisfactorily answer this question in the affirmative.

As I have mentioned earlier, many reports and studies have been written and conducted on the river. Therefore, there is an abundance of facts, data statistics and other information readily available. Rather than quote numerous facts, Senator (s), I would like to attempt to convey the feelings of the Trout Unlimited members and, hopefully, many many other Georgians as well.

There are several points I wish to present. First, it is abundantly clear to me that the people of this state want the river preserved. This has been amply demonstrated through the unprecedented actions of our Congressmen in their unanimous introduction of legislation in the House and Senate.

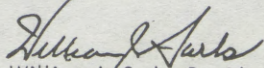
Atlanta is not unlike other metropolitan areas in many aspects. Atlanta has a variety of industry; it's a transportation center; and it has many large office buildings and shopping centers. Atlanta is more than just a large city; it's also the regional hub for the Southeast. People come to Atlanta for shopping, the ball games, Stone Mountain and other recreation attractions. Due to our mild climate, many of these activities are enjoyed throughout the year.

Atlanta is quite exceptional, however, in having a natural resource as magnificent and beautiful as the Chattahoochee. Most people know that the trout is a fish of cold, clean waters. Today, because of the Chattahoochee, one can fish a beautiful river and catch rainbow and brown trout within the city limits of Atlanta. But the Chattahoochee is more than just a tailwater trout fishery to us. The river is an opportunity. It's an opportunity for a family picnic, a chance to enjoy God's handwork of nature. It's the home of the muskrat, beaver, trout, raccoon, wood duck and many other creatures. It's an opportunity for adventure as a canoe trip, or a Sunday afternoon walk. Yes, the river is many things to many people. And all of this natural beauty <sup>is</sup> within close proximity of a major urban center.

The Chattahoochee is likewise an opportunity for the Congress. Up to now, the Chattahoochee has been by-passed by the ever-pressing urban sprawl. The natural beauty is still there, but will it remain, or will it simply disappear in the path of development? This great river can and should be protected for this and future generations to enjoy. The opportunity is here and the tool to accomplish the task of preservation has been drafted.

Trout Unlimited fully supports S.1738 and its objectives. We therefore urge its passage at the soonest possible date.

Thank you very much for allowing me to express these views.

  
 William J. Surls, President  
 Chattahoochee Chapter  
 Trout Unlimited  
 P. O. Box 1485  
 Smyrna, Georgia 30080

Senator JOHNSTON. The next witness is James White of Nature Conservancy.

Mrs. MCKENZIE. Senator, the Legacy Foundation with which I am affiliated is an affiliate of Nature Conservancy. So I am submitting a formal statement that will speak for both of these groups. Then I will just be giving some remarks.

Senator JOHNSTON. Thank you very much.

Is Mr. Green here?

#### STATEMENT OF ROBERT HUMPHRIES, SAVE AMERICA'S VITAL ENVIRONMENT (SAVE)

Mr. HUMPHRIES. Senator, my name is Bob Humphries. I am past president and representing Mr. Green here today. Also I am chairman of the Citizens' Task Force of the Metropolitan Atlanta Water Resources Study, the multiagency water resource study previously mentioned by Mr. West.

We—meaning SAVE—have approached this from a little different slant than the other testimony this morning. If I may, we have about a 3-minute statement which I would like to read—not the total statement but the bulk of it.

Senator JOHNSTON. The entire statement will be introduced into the record and will be read carefully. I would like for you to summarize it.

Mr. HUMPHRIES. This is what I will do in about 3 minutes. It is a very short statement.

You have already had presented the data and the sources of data, and there is no need in repeating that. But the gist of our statement is there is a little history involved.

The past history of national park and recreational areas has been one in which large areas in generally remote areas were acquired to which our people could go for various types of recreational experience. In the east few such areas remain.

We believe that the time has come to bring the parks to the people rather than to take people to the parks. Accentuating this concept is our present energy situation and the probable increasing shortages of petroleum energy sources with the concurrent decreasing mobility of the American people. This alone suggests that locating parks in and near urban centers may well be in the national interest in energy conservation. Think, if you will, of the advantages of a major national recreational area served by a rapid mass transit system as the Chattahoochee will be.

We think that a creation component is one of our national social goals. Again, a question occurs, how many of our inner city, low economic status people have practical access to our present national system of parks and recreation areas. Here we have the opportunity to provide to these people both a recreational source and a means of environmental education not otherwise available, and for only a 15-cent bus ride on their part.

The Federal Government is already involved in the area in question. Some 2 years ago the Congress had the wisdom to fund a \$1.5 million study of the water resources of the metro Atlanta area. This study

centers on the 48-mile river corridor included in the proposed recreation area and which forms the water supply for one-third of the population of the entire State of Georgia.

Establishment of the recreation area would have the side benefit of at least partially protecting this vital water supply from uncontrolled nonpoint source pollution and erosion which would result from normal development in the area. Extensive use of the river for recreation could add emphasis to increased protection of the water quality of this water supply.

Establishment of the national recreation area and funding by the Federal Government is now essential to protection of this area. It is an area of regional significance. State and local governments and private businesses and groups have just about exhausted their available resources in acquiring recreational lands in the area corridor.

Also, since usages may come from many areas, local governments find it difficult to justify further expenditures. The presently heavy Federal tax burdens also make additional local financing difficult. For the many reasons enumerated above we feel that it is time for return of some of these revenues to the benefit of our local citizens.

In conclusion, we strongly recommend establishment of the Chattahoochee River National Recreation Area with heavy funding to acquire land and water areas. Thank you.

Senator JOHNSTON. Thank you, Mr. Humphries.

[The prepared statement of Save America's Vital Environment follows:]

PREPARED STATEMENT OF SAVE AMERICA'S VITAL ENVIRONMENT (SAVE),  
PRESENTED BY BOB HUMPHRIES, PAST PRESIDENT

Mr. Chairman, SAVE wishes to express its appreciation to you and the Subcommittee members for both the opportunity to present this statement and also for holding this field hearing in Atlanta where local sentiments may be adequately expressed.

We support the establishment of the Chattahoochee River National Recreational Area as authorized by H.R. 7561 endorsed by all members of the Georgia House delegation as well as by many other Members of the House from all sections of the country. The same bill is before the Senate introduced by both Senators Talmadge and Nunn.

You will have presented to you today much data relative to the area concerned, the prospective uses, impact, costs, benefits, etc. These and additional data are also available to you from various sources as the Bureau of Outdoor Recreation, Atlanta Regional Commission, and the Georgia Department of Natural Resources. It is not our intent to repeat these data here but, rather to set forth the reasons we believe this area should be established and why we feel the Federal Government must be the force by which it is created and funded.

The past history of National Park and Recreational Areas has been one in which large areas in generally remote areas were acquired to which our people could go for various types of recreational experiences. In the east few such areas remain. At the same time most of our people have become urban residents. We believe that the time has come to bring the parks to the people rather than to take people to the parks. Accentuating this concept is our present energy situation and the probable increasing shortages of petroleum energy sources with the concurrent decreasing mobility of the American people. This alone suggests that locating parks in and near urban centers may well be in the National interest in energy conservation. Think, if you will, of the advantages of a major National Recreational Area served by a rapid mass transit system as the Chattahoochee will be.

We think that a recreation component is one of our National Social goals. Again a question occurs, how many of our inner city, low economic status people have practical access to our present National system of Parks and Recreation Areas? Here we have the opportunity to provide to these people both a recreational

source and a means of environmental education not otherwise available. And for only a 15 cent bus ride on their part.

The Federal Government is already involved in the area in question. Some two years ago the Congress had the wisdom to fund a \$1.5 million study of the water resources of the Metro Atlanta area. This study centers on the 48 mile river corridor included in the proposed Recreation Area and which forms the water supply for one-third of the population of the entire State of Georgia. Establishment of the Recreation Area would have the side benefit of at least partially protecting this vital water supply from uncontrolled nonpoint source pollution and erosion which would result from normal development in the area. Extensive use of the river for recreation could add emphasis to increased protection of the water quality of this water supply.

Establishment of the National Recreation Area and funding by the Federal Government is now essential to protection of this area. It is an area of regional significance. State and local governments and private businesses and groups have just about exhausted their available resources in acquiring recreational lands in the Area corridor. Also since usages may come from many areas, local governments find it difficult to justify further expenditures. The presently heavy Federal tax burdens also make additional local financing difficult. For the many reasons enumerated above we feel that it is time for return of some of these revenues to the benefit of our local citizens.

In conclusion, we strongly recommend establishment of the Chattahoochee River National Recreation Area with heavy funding to acquire land and water areas. We support this as a means of making our Federal recreational areas available to more of our people at all economic levels, as a very real means of energy conservation with net national benefits, and as further protection of a major, yet limited, water supply.

#### EXECUTIVE SUMMARY

SAVE supports the establishment of the Chattahoochee River National Recreation Area and appropriation of Federal funds sufficient to its implementation.

This support is based on the realistic approach of bringing National Parks and Recreational Areas to the masses of our population who are now located in urban areas. This gives our people an alternative to traveling great distances to experience park type recreation with the added benefit of providing recreational opportunities to our inner city lower income groups who presently cannot utilize present remote facilities.

Finally, water supply protection for the metro Atlanta area would be enhanced. Probable energy savings would result from reduced travel necessary to reach comparable recreational experiences. Because of multijurisdictional benefits and costs local governmental units cannot bear the costs involved.

Senator JOHNSTON. I think our final witness is Kay McKenzie.

#### STATEMENT OF KAY McKENZIE, LEGACY FOUNDATION

Ms. McKENZIE. Thank you, Senator. Very briefly I would like to sum up my statement, and then there are a few points I would like to clarify, or make points that I feel haven't been covered.

The role of the Federal Government in the past in the acquisition of large acreages of land for open space and national area use has fulfilled and really served a very vital purpose to the people of the United States.

We are becoming more and more populated as time goes by and I think we are seeing in the increased use of these areas the wisdom of their acquisition. But I think that it is time now that we have to begin to look to the future.

I have been very concerned in the last 2 years on my trips to Washington over the apparent change in direction in the Department of the Interior. There seems to have been a change in direction, a move toward divesting the Federal Government of certain land holdings

and a reluctance to acquire new park areas to be administered by the National Park Service.

The thing that distresses me about this is that I think this move was made without clarification of the move and without adequate public response being fed back into the Department of the Interior before this decision was reached. If this is true, I think it is a very alarming situation.

In looking to the future, I think we have to take into account the tight money situation. This is true certainly for the Federal Government. It is critically true for the States and local governments, who, at the same time, are facing tight money situations. They are being pushed for delivery of services that they have in the past neglected or services that are now just becoming apparent.

The land and water conservation fund has certainly been a boon to the States and local governments in the acquisition of land. But as was pointed out earlier, this fund does have to be shared across the State.

The State of Georgia has been just terrific in the amount or the percentage of these funds that they have allocated for the use on the Chattahoochee River. But this also does then have political repercussions in the smaller areas of the State, who resent the amount of money that's gone in.

So we cannot look to the land and water conservation fund as our sole means of Federal participation and really be successful in the project.

I think that we need to very realistically, in looking to the future, look to the need for an increased amount of open space for the present—and I stress present—and future needs.

The State of Georgia, the city of Atlanta in particular, is at the bottom as far as the number of acres of open space available per citizen use. It is really a shocking thing.

Another thing that I think must be taken into consideration in looking at this piece of legislation and what it would provide is, as has been pointed out, its close proximity to over 1 million citizens. That's by bus ride. When you take in, say, a 100-mile radius of the city of Atlanta, you are talking about millions of people who have easy access to this.

That, alone, I think, makes this 48-mile stretch of national significance and in fact a necessity.

The Legacy Foundation, of which I am the chairman, has been formed for the sole purpose of assisting in the acquisition of the areas designated on this map and called for in the bill. We have sought acquisition through donations, outright land donations, as well as moneys and grants from other foundations. We are the only public foundation in the State of Georgia which is set up to do this type of service. We are ready to move. But we do need a role to move into, and this is where this piece of legislation comes into play.

With authorization of this Senate bill, the Legacy Foundation could then approach other foundations with a reality. We have found that foundations are very reluctant to give their funds unless they know that what the funds are going into is actually going to come to fruition.

So, with this authorization, we would have something concrete to point to when we approach these foundations. We could spell out

specifically who would be the recipient of the land and under whose control such lands will be operated and maintained.

I think today we have not really stressed as strongly as I had hoped we would, the need for the operation and maintenance of these very widely dispersed sites that are called for in acquisition.

That to me is one reason that we need a group such as the National Park Service administering it.

Senator JOHNSTON. How about the State Park service?

Ms. MCKENZIE. The State park service has, with the limited funds available to it, done a very good job. This summer there were three Rangers on the lands that we already own—the Palisades area, some land south of there, and some land north of there.

But frankly, as far as I am concerned as a private citizen, the number of Rangers available on the State level is just not adequate.

Senator JOHNSTON. Can that be increased?

Ms. MCKENZIE. Are you asking for a realistic answer or a dream? Realistically it would be very difficult to come up with the appropriations necessary to adequately patrol this river. There are needs all over the State for this type of service.

While the Parks Department under the Department of Natural Resources has made great progress, we still have an awful lot of catching up to do before we can begin to leap forward.

For those reasons we feel that authorization—and I stress authorization—should be removed from the actual funding, because we really need to separate things. The first thing and the immediate thing we need is authorization.

The funding amount, as has been pointed out, was specified 2 years ago. I think, in being fair and realistic, that amount is not going to cover the acquisition of all of the sites called for in this legislation. The money will have to be supplemented.

I think that the State of Georgia has shown its commitment to supplementing Federal funds to acquire lands on the Chattahoochee River. I think the private sector has shown its commitment to supplement funds designated for the Chattahoochee River. And I think really what we are asking today is will the Federal Government return us a commitment because we cannot do it ourselves. The State can't do it. The private sector can't do it.

That leads me to another thing. The question was asked earlier: What is the main problem with the Chattahoochee River? I think we have seen very graphically today in the absence of any county commissioner at this hearing the main problem confronting the Chattahoochee River.

I think the fact that the lands called for in this bill, the acquisition of these lands, lie within the counties from which the commissioners were invited, and that their failure to show up here this morning and not make a statement and not even to sit and listen is very indicative of the problem that we have been facing really for the last 4 years.

To me it is a terrible disservice to the citizens, to the State, and certainly a discourtesy to you and Senator Nunn. For that I apologize.

Senator JOHNSTON. That certainly is a factor we have to look at, not only the interest but the commissioners of the local areas. It is one thing to say that an area has critical interests and merits concerned, but that must be matched by action.

We don't want to spend 62 million Federal dollars and have the area degraded in any way through failure of the local governments to control land use.

Ms. McKENZIE. That was another point I wanted to bring up. The legislation that is in effect now, which is called the Major Metropolitan Rivers Act, has caused progress to be made in this area. The full support of the local governments has been slow in coming. It is coming because it is going to be a political reality, but it must come through these local governments. But this legislation is not the only move.

In other words, we did not pass in the State of Georgia a Major Metropolitan Rivers Act and then sit back and look to Washington and say: If your river is going to be saved, you are going to have to do it. That is not the way we operate. We are rather independent people down here in the South, and you being from the South can appreciate that.

The Georgia Legislature two sessions ago introduced a bill for the planning of critical areas. This legislation was very controversial and did not come out of committee, but the legislature did create a vital areas council which was appointed by the Governor, the Lieutenant Governor, the Speaker of the House, and the Mountain Park and Coastal Areas Caucus.

This council—and I was the vice chairman of this council—held roughly 22 hearings across the State of Georgia on the need for land use planning. As a result of the hearings, legislation was drafted modeled after the American Law Institute's model land use bill, and was introduced in the last session of the General Assembly as the vital areas bill.

The bill had good support. In fact, we felt very strongly that we had the votes on the floor. But the bill was never allowed out of committee. I know it will be reintroduced in January 1975, and I think we are going to be facing, as a result of the elections we held this summer, a very vastly different political atmosphere in the Georgia Legislature.

Senator JOHNSTON. I think we need to get another name other than "land use bill." That conjures up all kinds—

Ms. McKENZIE. That's why we just call it the vital areas bill. There is a new term which I like much better than land use. It is called land resource management. I think it addresses itself specifically to what you are talking about, and I think land use often does not. It is hard to separate use from zoning regulations because zoning really does determine the use. Planning determines the management and the capability of the land.

So maybe we will move to something that deals with the resource management rather than land use because it is in effect a red flag; and I have been called a communist, too.

Senator JOHNSTON. As Mr. Rice of the developers pointed out, speaking for his group, developers really don't fear reasonable land use regulations and rules that they can put up with. They don't want to see all development stopped, and all development need not stop, that is consistent with the river.

If you provide the kinds of rules and regulations that apparently the River Act provides for, and if you enforce those, you can allow the development and still save the river.

Ms. McKENZIE. We will be introducing in the upcoming session of the General Assembly amendments to that river bill to strengthen it. We will still leave—I assume reluctantly—total control with the local governments. But we will be amending other aspects of the bill which should give it more strength.

One thing that has concerned me today has been the stress on water quality. I think one reason that you hear so much about water quality, particularly from representatives of the local governments, is because in Georgia that's been the one thing that we could hang any land use restrictions on. It was politically acceptable.

But this bill that we are here discussing today is not a water quality bill. This bill is a recreation bill. The need for such recreation facilities is tremendous.

For instance, the Commission on the Future of the South, which is wrapping up its report to be given to the 15 southern Governors in the middle of November, makes very clear that the South will experience the largest influx, the largest population growth, of any area of the United States.

These are people who are going to be moving into the South. They are not just southerners. They are people who are coming from all over the United States into the South. I think that there is a Federal interest, or there should be a Federal interest and a Federal involvement in seeing that the projection is 16 percent population increase annually for at least the next 10 years.

I think the Federal Government must play a role in seeing that this 16 percent increase is adequately provided for from the standpoint of recreation.

Another point that was raised was the uses of this land for recreation. The way the land acquisition has been planned is a wide diversity. It would provide camping, education, water activities, fishing, hiking, picnicking, historic experiences, archeological research and exposure.

There is a young man here today with the Department of Natural Resources who could tell you the projected and anticipated use of each of these areas, because they are not arbitrarily shown on that map.

Senator JOHNSTON. Is that in a report?

Mr. TANNER. It will be submitted.

Ms. McKENZIE. I made the point there were two things we were asking for: authorization, which is critical from the standpoint of the citizen role and the foundation role; and funding. But I want to go back and stress that you cannot separate the two.

To separate authorization from funding so that you can move ahead and acquire these is like doing what we have done on a Federal and State and local level for years, and that is to do planning with no way to implement the planning.

I think we have seen millions and millions of dollars spent on these levels for quite detailed planning that is never implemented.

So I would like to thank you on behalf of the citizens of the State of Georgia for coming down here and listening to us and giving us a chance to give you some input, and would like to tell you that all of us who have testified today would be available if there are any questions in the future.

Senator JOHNSTON. Thank you very much, Ms. McKenzie. I am sure there will be further questions.

Is there anyone here opposed to this bill?

## STATEMENT OF LANSING WILSON

Mr. WILSON. I am opposed to it.

Senator JOHNSTON. I hope you will submit a written statement.

Mr. WILSON. I would like to show you two things before you get out of the city, if I may, please.

Senator JOHNSTON. I have to get out of here very quickly and catch an airplane. If you will very quickly give the substance, we will entertain your written statement.

Mr. WILSON. This thing is a tax ripoff in short, an entire ripoff of the tax moneys. It is not supported by the general citizenry. It is going to benefit specific individuals.

Senator JOHNSTON. Would you identify yourself for the record.

Mr. WILSON. I have identified myself to your gentleman up there. My name is Lansing Wilson. I am a water drinker and a taxpayer.

This thing, as I say, I repeat, is a tax ripoff of Federal tax money. I have got a substantial amount of information I would like to put into this.

Unfortunately I do not have the resources and the State tax moneys to spend on developing such reports as you have on your desk, which in some cases are diametrically untrue.

I have got a substantial amount of information I would like very much to submit to a member of your staff.

Senator JOHNSTON. We will put that in the record.

Mr. WILSON. I don't have any way of getting it to Washington.

Senator JOHNSTON. If you will, mail it to Washington.

Mr. WILSON. I don't have the resources to mail it to Washington, sir. There are a lot of citizens in this State who are in the same situation. I have looked on your list here—

Senator JOHNSTON. Senator Nunn has an office here in Atlanta. If you will get it to Senator Nunn's office, he will get it to us in Washington.

Mr. WILSON. All right, I will do that. If there is another hearing of this nature I would like very much to be notified.

Senator JOHNSTON. We have your name and we will be sure that you will be.

Mr. WILSON. I think you might be interested in seeing this article that notified the citizenry of what it is.

Senator JOHNSTON. What is the article about?

Mr. WILSON. It is—says it is a political payoff.

Senator Henry "Scoop" Jackson, Democrat of Washington, has lived up to the first promise he made to the people of Georgia during the ongoing 1976 presidential campaign. True, Jackson feigns noncandidate status at this point, but anybody who can read a newspaper and a calendar and can put 2 and 2 together knows what he is up to.

During the summer Jackson visited metro Atlanta and vowed that a subcommittee of his Senate Interior Committee would hold hearings by the end of 1974 on year-old legislation to create a national recreation area along the Chattahoochee River from northside Atlanta to Buford Dam.

Late last week here it was announced that the committee's Subcommittee on Recreation and Parks will hold a field hearing on October 29 in the Senate chamber of the Georgia State Capitol Building, Senator J. Bennett Johnston, Jr., Democrat of Louisiana, presiding.

It's a ripoff, sir.

Senator JOHNSTON. I can assure you I am not here on behalf of any Presidential campaign. We want to entertain anything you have to say, Mr. Wilson.

Mr. WILSON. Water quality control from that dam should be at this time—and for some time in the future—be the primary, if not the only, consideration.

Senator JOHNSTON. As I said, we will entertain your further written statement, as well as that of anybody in the room here.

Let me just say by way of summary, this has been an excellent hearing. I think it has focused in on what is the great problem, a problem that Atlanta shares with other parts of the country: First, a unique, important resource, the Chattahoochee River, which is in danger of degradation and in danger of being lost as a source of water and as an area of beauty, and as a recreational site. We are in danger of losing that.

The momentum of development, as you have seen, has really picked up greatly in recent years. That's the first problem.

The second problem is one of limited resources, on the city level, on the State level, on the county level, and on the Federal level.

The question is: How do we apply our limited resources to this particular problem? Frankly there has not yet been definitively adopted a Federal plan for urban recreation areas.

The bill which I proposed is a long step in that direction by giving an additional \$250 million for urban recreation areas.

I agree, and I think it is quite clear, that we need to do something with the Chattahoochee; that there is a role for the Federal Government to play.

In the following months—and I say following months because we can't pass this bill realistically before this Congress adjourns in December—we have got to make some hard decisions. How many Federal dollars can we commit to this project? How many acres, how much land should be acquired? Should it be acquired in fee or are scenic easements sufficient? Who should operate it—State, local, National Park Service? Who should be responsible for that? What should be the requirements for participation of State and local governments?

I think there clearly must be some participation, something more than we have had in terms of dollars. As you said, the State has shown its good faith. But \$2 million is not a very big piece of \$62 million. I think some further participation ought to be indicated.

There is need for further coordination on land use. Maybe we ought to pick up your term "preservation of critical areas." We are not talking about straightjacket zoning, but some coordinated plan to preserve water quality and coordinate enforcement. I think this ought to be required not only here but in other areas where Federal funds are committed.

You have made a very good case. You have been very excellent witnesses, both State and private witnesses as well.

I congratulate you for the case that has been presented. I can assure you that the committee, at least its future chairman, will give it the most careful and sympathetic consideration.

Thank you very much.

[Thereupon, at 12:40 p.m., the subcommittee adjourned.]

[Subsequent to the hearing the following information was received:]

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Thank you very much.

[Thereupon, at 12:40 p.m., the subcommittee adjourned.]

[Subsequent to the hearing the following information was received:]

ATLANTA, GA., October 30, 1974.

Re Chattahoochee River National Recreational Area.

Senator HENRY M. JACKSON,

*Chairman, Senate Committee on Interior and Insular Affairs, Dirksen Office Building, Washington, D.C.*

DEAR SENATOR JACKSON: I understand that I may express my opinion and support for the establishment of the Chattahoochee River National Recreational Area to you in lieu of giving personal testimony before the hearing of the Senate Interior Subcommittee on Parks and Recreation on October 29, 1974, in Atlanta, Georgia, at the State Capital.

I strongly support the establishment of a National Recreational Area along the beautiful parts of the Chattahoochee River located around metropolitan Atlanta. I have rafted down the River through the proposed portion to be designated as a National Recreational Area and it is a truly beautiful area and should be preserved for the public use and enjoyment.

I urge you to support and vote for the establishment of the Chattahoochee River National Recreational Area. As a native Atlantan, I want to see this area of natural beauty preserved within the metropolitan Atlanta area, since I think it is one of the most beautiful and unique natural areas located within any major city in our country today.

Yours truly,

ROGER W. MOISTER, Jr.

