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HEARING ON H.R. 588, TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO CREATE A NEW CATEGORY OF LONG-DISTANCE TRAILS TO BE KNOWN AS NATIONAL DISCOVERY TRAILS, TO AUTHORIZE THE AMERICAN DISCOVERY TRAIL AS THE FIRST TRAIL IN THAT CATEGORY, AND FOR OTHER PURPOSES; AND H.R. 1513, A BILL TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO DESIGNATE THE LINCOLN NATIONAL HISTORIC TRAIL AS A COMPONENT OF THE NATIONAL TRAILS SYSTEM

HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS

OF THE

COMMITTEE ON RESOURCES
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIFTH CONGRESS

FIRST SESSION

ON

H.R. 588 AND H.R. 1513—TO AMEND THE NATIONAL TRAILS SYSTEM ACT

JUNE 10, 1997—WASHINGTON, DC

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HEARING ON H.R. 588, TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO CREATE A NEW CATEGORY OF LONG-DISTANCE TRAILS TO BE KNOWN AS NATIONAL DISCOVERY TRAILS, TO AUTHORIZE THE AMERICAN DISCOVERY TRAIL AS THE FIRST TRAIL IN THAT CATEGORY, AND FOR OTHER PURPOSES; AND H.R. 1513, A BILL TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO DESIGNATE THE LINCOLN NATIONAL HISTORIC TRAIL AS A COMPONENT OF THE NATIONAL TRAILS SYSTEM

TUESDAY, JUNE 10, 1997

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS, COMMITTEE ON RESOURCES, *Washington, DC.*

The subcommittee met, pursuant to call, at 10:04 a.m. in room 1334, Longworth House Office Building, Hon. James V. Hansen presiding.

Mr. HANSEN. The Subcommittee on National Parks and Public Lands convenes this hearing to receive testimony on H.R. 588, the National Discovery Trails Act of 1997, and H.R. 1513, the Lincoln National Historic Trail Act.

The first bill is H.R. 588, the National Discovery Trails Act of 1997, introduced by Mr. Bereuter and cosponsored by many of our colleagues, which would amend the National Trails Systems Act of 1968 by creating a new category of long-distance national trails and authorizing the American Discovery Trail as the first trail in this new category.

[The information appears at the end of the hearing.]

Mr. HANSEN. The second bill is H.R. 1513, introduced by Mr. Weller, to amend the National Trails Act of 1968 by designating the Lincoln National Historic Trail in the State of Illinois.

[The information appears at the end of the hearing.]

Mr. HANSEN. As we approach the 30th anniversary of the National Trails System Act of 1968, we should reflect briefly on the impact this legislation has had. From the initial recognition of the Appalachian Trail in the eastern United States and the Pacific Crest Trail of the western United States, the National Trails System today encompasses over 37,000 miles of trails in 45 States,

consisting of 20 congressionally designated, nationally scenic and historic trails, administered by the National Park Service, the U.S. Forest Service and the Bureau of Land Management. In addition, there are over 800 recognized national recreation trails that do not require congressional authorization, which are administered by local, State and private organizations after designations by the Secretary of the Interior or the Secretary of Agriculture.

H.R. 588 will amend the National Trails System Act of 1968 to establish a new congressionally authorized trail category. National discovery trails, which will be extended contiguous to interstate trails, providing outstanding outdoor recreation and travel opportunities. The national discovery trails would intertwine national, cultural and historic resources and include metropolitan, urban, rural and back country regions of the Nation. The most unique provision of this new trail category is that there would be no Federal acquisition of land and administration would be bottom up, with local public involvement and local and State governments supporting the trails with only technical assistance to be provided by Federal agencies.

Finally, H.R. 588 would designate the first national discovery trail, the 6,300-mile American Discovery Trail, which would extend through 15 States, from Cape Henlopen State Park in Delaware to Point Reyes National Seashore in California.

H.R. 1513 would establish the Lincoln National Historic Trail in the State of Illinois as a component of the National Trails System to extend 350 miles from Lake Michigan to the Mississippi River, generally following the Illinois River and the Illinois-Michigan Canal Heritage corridor. This channel would promote Abraham Lincoln's legacy to Illinois and would emphasize the important, existing historic and cultural sites along the route. H.R. 1513 would also require an additional study to extend the Lincoln National Historic Trail down the Sangamon River from Beardstown to Springfield, Illinois.

We look forward to the testimony that will be received this morning on these bills, and I will recognize Mr. Bereuter, the sponsor of H.R. 588, and Mr. Weller, the sponsor of H.R. 1513. Also, Mr. Pickett from Virginia is here to introduce the American Discovery Trail Society. But before I do that, I recognize my friend from Minnesota.

[The statement of Mr. Hansen follows:]

STATEMENT OF HON. JAMES V. HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

The Subcommittee on National Parks and Public Lands convenes this hearing to receive testimony on H.R. 588, the National Discovery Trails Act of 1997, and H.R. 1513, the Lincoln National Historic Trail Act.

The first bill is H.R. 588, "The National Discovery Trails Act of 1997," introduced by Mr. Bereuter and co-sponsored by many of our colleagues, would amend the National Trails System Act of 1968 (Public Law 90-543), by creating a new category of long-distance national trail, and authorizing the American Discovery Trail (ADT) as the first trail in this new category.

The second bill is H.R. 1513, introduced by Mr. Weller to amend the National Trails System Act of 1968, by designating "The Lincoln National Historic Trail in the State of Illinois."

As we approach the 30th Anniversary of the National Trails System Act of 1968 we should reflect briefly on the impact this legislation has had. From the initial recognition of The Appalachian Trail in the Eastern United States and The Pacific

Crest Trail in the Western United States, the National Trails System today encompasses over 37,000 miles of trails in 45 states, consisting of 20 Congressionally designated national scenic and historic trails, administered by the National Park Service, the U.S. Forest Service and the Bureau of Land Management. In addition, there are over 800 recognized national recreation trails, that do not require Congressional authorization, which are administered by local, state and, private organizations, after designation by the Secretary of the Interior, or Secretary of Agriculture.

H.R. 538 will amend the National Trails System Act of 1968 to establish a new Congressionally authorized trail category, National Discovery Trails, which will be extended, continuous, interstate trails, providing outstanding outdoor recreation and travel opportunities. The National Discovery Trails would intertwine natural, cultural, and historic resources and include metropolitan, urban, rural and backcountry regions of the Nation. The most unique provision of this new trail category is that there is to be no Federal acquisition of land, and the administration would be "bottom up" with local public involvement and local and state governments supporting these trails, with only technical assistance to be provided by Federal agencies. Finally, H.R. 588 would designate the first National Discovery Trail, the 6,300 mile American Discovery Trail, which would extend through 15 states from Cape Henlopen State Park in Delaware to Point Reyes National Seashore in California.

H.R. 1513 would establish the Lincoln National Historic Trail in the State of Illinois as a component of the National Trails System. The trail would extend 350 miles from Lake Michigan to the Mississippi River, generally following the Illinois River and the Illinois and Michigan Canal Heritage Corridor. The trail would promote Abraham Lincoln's legacy to Illinois and the Nation, and would emphasize important existing historic and cultural sites along the route.

H.R. 1513 would also require an additional study to extend the Lincoln National Historic Trail down the Sangamon River from Beardstown to Springfield, Illinois.

We look forward to the testimony that we will receive this morning on these bills, and I recognize Mr. Bereuter, the sponsor of H.R. 588, and Mr. Weller, the sponsor of H.R. 1513. Also, Mr. Pickett from Virginia is here to introduce Mr. Lukei of the American Discovery Trail Society.

Mr. VENTO. Thank you, Mr. Chairman. I would like to welcome the witnesses and especially our colleagues, Mr. Bereuter, Mr. Weller and others that are here to offer their support.

I understand—earlier this session, Congressman Schaefer and I got together, and we have an informal group known as the Congressional Trails Caucus. This is a week in which there is a lot of focus of attention on these trails. Also, I understand there is a group in town this week concerned about other matters that have some impact on this.

In any case, I would just like to point out to the Chairman, I think it is prudent to have hearings and to move forward the issue that the American Discovery Trail has been subjected to, an overall study, so we have the benefit of the Park Service views on this, and analysis; and that will be very helpful, if and when, and I hope we do move forward with it.

I would just suggest that these trails are an increasingly important part of our recreational and cultural experience, Mr. Chairman, as you are well aware.

I note that, in my community, I have been invited to speak before a religious group that is celebrating its 150th anniversary with regards to the beginning of a trip. I am referring, of course, to the Mormon experience, and their role in terms of our culture and our community and building our community. In any case, those trails have been designated; I think we see them as important.

We have all sorts of opportunities for recreational trails. I myself use those types of trails extensively in and around our area. This weekend I was out biking for 40 miles on one of those. Yes, I made it back and forth, Mr. Chairman. In any case, I think they are going to play these green fingers and the opportunity to in fact use

those resources as a very important aspect, as is the impact that these designations have on the adjacent lands and the impact, for instance, in terms of individuals' concerns about that, so we have to be cognizant of both.

I think this offers the opportunity for true partnerships with State governments, local governments, in terms of providing recreational and the identification of cultural and historic resources; and I especially want to commend my colleague, Mr. Bereuter, who has been working on this for about 5 or 6 years, for his continuity of interest and effort and want to support him and Mr. Schaefer, who is my cochairman, or cochair of this informal group known as the Trails Caucus. We want to work with folks, and I appreciate—and I think most do—the fact you focused on this hearing today.

Thank you, Mr. Chairman.

Mr. HANSEN. Thank you. I appreciate the comments of the gentleman from Minnesota, and in my many years of serving on this committee with the gentleman from Minnesota, we have looked at a lot of trails. We did the Great Western Trail, extending from Mexico to Canada, up to the Rocky Mountains, and this is a very interesting thing we are doing in America at this particular time.

The gentleman from Nebraska, Mr. Bereuter, we are privileged to have you here. We will hear from you first; then the gentleman from Illinois, Mr. here to have you here. We will hear from you first; then the gentleman from Illinois, Mr. Weller.

The time is yours, sir.

STATEMENT OF THE HON. DOUG BEREUTER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEBRASKA

Mr. BEREUTER. Chairman Hansen, Congressman Vento, Congressman Jones, and members of the subcommittee, it is homecoming week for me. I spent my first two terms on this subcommittee. Although this is my first appearance as a witness in the Walter Jones Hearing Room, it must give you special satisfaction, Congressman.

I would like to begin by thanking you very much for scheduling this hearing and giving me an opportunity to express the case for the passage of H.R. 588, the National Discovery Trails Act, which I reintroduced on February 5, 1997. I first introduced this legislation during the 104th Congress as H.R. 3250.

I would like to begin by stating that in an exceptional display of support, H.R. 588 has already attracted a bipartisan mix of more than 50 cosponsors—and I might say, this is without any effort or one-to-one, person-to-person lobbying on my part. These cosponsors represent both rural and urban districts and cover very diverse geographic areas. The list of cosponsors includes members from 19 States, American Samoa, the Virgin Islands and the District of Columbia.

Mr. Chairman and colleagues, I believe it is easy to see why this legislation has attracted such widespread support. It represents the product of a true grass-roots effort and it is designed to provide a unique trail experience for millions of Americans. I believe that this legislation is a tremendously positive and exciting step forward in both the development and in the connection of trails in America.

The bill contains two important components. First, it creates a new category of trails, designated as the National Discovery Trails. This new category will complete a missing gap in the current National Trails System by establishing a link between urban and rural trails. Second, the legislation will designate the American Discovery Trail—I will call it ADT—as the first trail in the new category.

This trail, the ADT, was first proposed by the American Hiking Society and Backpacker magazine in 1989. In 1991, a scouting team hiked and biked its way across America, working with local citizen groups and local State and Federal land managers to map the route of ADT. Legislation enacted in 1992, Public Law 102–461, authorized a feasibility study for the trail, which the National Park Service completed in January of 1996.

The ADT is truly unique. It is the first trail to extend from coast to coast. It is also the first national trail designed to connect urban areas to wilderness areas. The designation of ADT, a multiuse trail, itself creates a national system of connected trails and links large cities and communities of all sizes across the Nation with majestic forest and remote desert landscapes. ADT also links such nationally known trails as the Appalachian and Pacific Crest Trails with numerous local trails across the United States. Along the way, it provides access to countless historic cultural and scenic landmarks.

I introduced the House version of this bill because I believe that the ADT will provide outstanding family-oriented recreational opportunities for all Americans. It will serve as the transcontinental backbone for a growing National Trails System by linking together a variety of local, regional and national trails and making them more accessible. In addition, ADT will offer important economic development benefits to the communities along the route.

States and communities are also justifiably excited about the increased tourism opportunities which the ADT will present and are asking to be included or want to know how they can hook on. In that regard, I have had several experiences in my own State of communities wanting to know how they can assure that they are a part of the trail. I received, for example, a letter from the mayor of York, Nebraska, my birthplace. Last year the city of York recognized the benefit of the ADT and took the initiative to request that the city be included on the route. I am pleased to say that their request was accommodated.

I also clearly want to stress and stress again that the ADT takes into account private property concerns by routing almost all of the trail on public lands—mostly public road, highway rights of way. I understand that a private property rights advocate, Bill Theis, also will testify later this morning, and I would like to reassure him and everyone else that one of the basic principles on which the ADT has been developed has been to avoid routing on private property.

The ADT is 6,356 miles long and almost entirely on public lands. As it is proposed, only approximately 58 miles of the route are located on private property and then only locations where there are existing rights-of-way or agreement with existing trails or by invitation. Private property rights would be fully protected through

language in the bill which mandates that, quote, "No lands or interests outside the exterior boundaries of federally administered areas may be acquired by the United States solely for the American Discovery Trail," so it doesn't provide eminent domain or opportunities, it simply does not raise this issue. And if that is raised because of the very straightforward reassurances to the contrary, I think you would understand that opposition in this respect would be a red herring.

I would also like to take a moment to mention the importance of the ADT in my home State as one example of the impact across the country. In Nebraska, the trail passes through Omaha, Lincoln, Grand Island, Kearney, North Platte, Ogallala, and numerous small communities. Trails groups throughout the State have been energized by the ADT, since they have realized the important role they will play in this unique national trails initiative.

Nebraska, of course, like many States, has a rich trails history, and I am pleased that the ADT gives trails enthusiasts the opportunity to explore the most popular and significant of the pioneer trails to the West Coast and the mountain region.

The Mormon trail, I might say, I participated with some people re-creating the trip from eastern Nebraska, two locations, one in my district and one near it, across the State, all the way to the Salt Lake City region. They will be arriving there, Mr. Chairman; you can tell me exactly when, but I think it is in late July. I noticed the impact it had on schoolchildren along the way as they made a special effort to explain what was happening, what life had been like in this vast, uncharted prairie country 150 years ago; and people came back from Utah, for example, to commemorate people who lost their lives along the way. But this route in Nebraska takes the same course as the Mormon Trail, the Oregon Trail and the California Trail, as well as a Pony Express Trail and the route of the first transcontinental railroad.

Additionally, I would highlight the trails effort by the city of Lincoln, Nebraska, in relation to ADT, they showed a high level of enthusiasm for the ADT, which has become the focal point for the city's trails programs. They received recently a great deal of fame and success in their trails effort, but I won't go into great detail, you have got that in the record.

The city of Lincoln's example demonstrates, I think, the positive impact the ADT has had on communities through counterpart activities already. The community has worked hard to create an outstanding trail system, and it is clear these efforts were energized by the ADT.

I think this is an appropriate opportunity to acknowledge and commend Mr. Reese Lukei, Jr., the ADT national coordinator. I understand he will also testify in front of this subcommittee for this legislation. From the beginning, Reese has been an energetic and tireless advocate for the ADT. His impressive efforts along with the American Hiking Society certainly raised awareness of the trail and support for it.

The ADT is supported not only by the American Hiking Society, but also the National Parks and Conservation Association, American Trails, American Volkssport Association and numerous local trails organizations. I would also like to briefly mention two books

about the ADT which have been published. I have them here. One is an explorer's guide, edited by Reese Lukei; and the other is a firsthand account of a journey along the trail written by Ellen Dudley and Eric Seaborg, members of the 1990–91 trail-scouting team who have submitted testimony for this hearing. These books describe the unique and fascinating qualities of the ADT.

[The information can be found at the end of the hearing.]

Mr. HANSEN. Finally, I would conclude by mentioning that although the ADT is national in scope, this important trails project is made possible by grass-roots efforts on the State and local levels. Enactment of this legislation is critically needed in order for the ADT to achieve its outstanding potential. With the passage of this bill, we will help ensure the ADT will offer benefits for generations to come.

I have not been on the entire 6,300 miles of the trail, Mr. Vento; I have been at both ends. But I think you have seen parts of it, and I have seen other parts of it and walked on them or biked on them, and this is an outstanding effort, I hope this committee will be able to advance.

Thank you.

Mr. HANSEN. Thank you, Mr. Bereuter. We appreciate your testimony.

[The statement of Mr. Bereuter follows:]

STATEMENT OF HON. DOUG BEREUTER, A REPRESENTATIVE IN CONGRESS FOR THE STATE OF NEBRASKA

Chairman Hansen, Delegate Faleomavaega, and Members of the Subcommittee: I would like to begin by thanking you very much for scheduling this hearing and giving me the opportunity to express the case for the passage of H.R. 588, the National Discovery Trails Act, which I re-introduced on February 5, 1997. I first introduced this legislation during the 104th Congress as H.R. 3250.

I would like to begin by stating that in an exceptional display of support, H.R. 588 has already attracted a bipartisan mix of more than 50 cosponsors. These cosponsors represent both rural and urban districts and cover very diverse geographic areas. The list of cosponsors includes Members from 19 states, American Samoa, the Virgin Islands and the District of Columbia.

Mr. Chairman, colleagues, I believe it's easy to see why this legislation has attracted such widespread support. It represents the product of a true grassroots effort, and it is designed to provide a unique trail experience for millions of Americans. I believe that this legislation is a tremendously positive and exciting step forward in both the development and in the connection of trails in America.

The bill contains two important components: First, it creates a new category of trails, designated as the National Discovery Trails. This new category will complete a missing gap in the current National Trails System by establishing a link between urban and rural trails. Second, the legislation will designate the American Discovery Trail (ADT) as the first trail in the new category.

This trail was first proposed by the American Hiking Society and Backpacker magazine in 1989. In 1990-91, a scouting team hiked and biked its way across America, working with local citizen groups and local, state, and Federal land managers to map the route of the ADT. Legislation enacted in 1992 (Public Law 102-461) authorized a feasibility study for the trail, which the National Park Service completed in January 1996.

The ADT is truly unique. It is the first trail to extend from coast-to coast. It's also the first national trail designed to connect urban areas to wilderness areas. This multi-use trail itself creates a national system of connected trails and links large cities with majestic forests and remote desert landscapes. The ADT also links such nationally noted trails as the Appalachian and the Pacific Crest trails with numerous local trails across the U.S. Along the way, it provides access to countless historic, cultural and scenic landmarks.

I introduced the House version of this bill because I believe that the ADT will provide outstanding, family-oriented recreational opportunities for all Americans. It

will serve as the transcontinental backbone for a growing national trails system by linking together a variety of local, regional and national trails and making them more accessible.

In addition, the ADT will offer important economic development benefits to the communities along its route. States and communities are also justifiably excited about the increased tourism opportunities which the ADT will present and are asking to be included or want to know how they can "hook on." In that regard, I would like to submit for the record the letter I received from the mayor of York, Nebraska. Last year the City of York recognized the benefits of the ADT and took the initiative to request that the city be included on the route. I am pleased to say that their request was accommodated.

I also clearly want to stress and re-stress that the ADT takes into account private property concerns by routing almost all of the trail on public lands. I understand that a private property rights advocate, Bill Theis, will also testify later this morning and I would like to reassure him and everyone else that one of the basic principles on which the ADT has been developed has been to avoid routing it on private property. The ADT is 6,356 miles long and almost entirely on public lands.

As it is proposed, only approximately 58 miles of the route are located on private property and then only in locations where there are existing rights-of-way or agreements with existing trails or by invitation. Private property rights would be fully protected through language in the bill which mandates that "no lands or interests outside the exterior boundaries of federally administered areas may be acquired by the United States solely for the American Discovery Trail."

I would also like to take a moment to mention the importance of the ADT in my home state. In Nebraska, the trail passes through Omaha, Lincoln, Grand Island, Kearney, North Platte, Ogallala and numerous small communities. Trails groups throughout the state have been energized by the ADT since they have realized the important role they will play in this unique national trail initiative.

Nebraska has a rich trails history and I am pleased that the ADT gives trails enthusiasts the opportunity to explore the most popular and significant of the pioneer trails to the West Coast—the Mormon Trail, the Oregon Trail and the California Trail—as well as the Pony Express Trail and the route of the first transcontinental railroad.

Additionally, I would highlight the trails efforts by the City of Lincoln, Nebraska in relation to the ADT. Lincoln has shown a high level of enthusiasm for the ADT, which has become a focal point for the city's trails program. I am pleased that Lincoln's extensive trails efforts were recently rewarded. Last month, the American Hiking Society announced that Lincoln was chosen as a charter member of the Trail Town USA Hall of Fame. A panel of judges including representatives from USA Today, the American Society of Travel Agents, the U.S. Chamber of Commerce, the National Park Service, and the U.S. Bureau of Land Management, rated the City of Lincoln as the number seven community in the nation for trails. The judges based the awards on more than a dozen criteria including miles of trails, future plans, and volunteer and government support. Two other urban areas in this top ten list are also located on the ADT route.

The City of Lincoln's example demonstrates the kind of positive impact the ADT has had on communities throughout the nation. The community has worked hard to create an outstanding trails system and it is clear that these efforts were energized by the ADT. Lincoln's strong commitment to the development of trails will continue to pay dividends in the form of increased tourism, economic development and recreational opportunities for its citizens.

This is an appropriate opportunity to acknowledge and commend Mr. Reese Lukei, Jr., the ADT's national coordinator. I understand that he will also testify before the Subcommittee in support of the legislation. From the beginning, Reese has been an energetic and tireless advocate for the ADT. His impressive efforts, along with the work of the American Hiking Society, have certainly helped raise awareness about the trail and support for it.

The American Discovery Trail is supported by not only the American Hiking Society, but also the National Parks and Conservation Association, American Trails, American Volkesport Association and numerous local trails organizations. I would also like to briefly mention two books about the ADT which have been published. One is an explorer's guide edited by Reese Lukei and the other is a firsthand account of a journey along the trail written by Ellen Dudley and Eric Seaborg, members of the 1990-91 trail-scouting team, who have submitted testimony for this hearing. These books describe the unique and fascinating qualities of the ADT.

Finally, I would conclude by mentioning that although the ADT is national in scope, this important trails project is made possible by the grassroots efforts on the state and local level. Enactment of this legislation is critically needed in order for

the ADT to achieve its outstanding potential. With passage of this bill, we will help ensure that the ADT will offer benefits for generations to come.

Thank you for allowing me the opportunity to testify in support of H.R. 588.

LETTER TO HON. DOUG BEREUTER FROM GREG ADAMS, THE MAYOR OF YORK, NEBRASKA

June 4, l997

Representative Doug Bereuter
2348 Rayburn, House Office Building
Washington, DC 20515
Dear Doug:

Your continued support of the National Discovery Trail System and the American Discover Trail Route is to be commended.

Completion of the American Discovery Trail Route in the York area would afford billing enthusiasts additional recreational opportunities and provide a direct link with larger population centers providing access to additional recreational facilities. Outdoor recreation interest, biking in particular, has grown tremendously in the York area in recent years and we believe this trend will continue into the 21st century

The economic benefit resulting from users of the proposed trail system is difficult to project. However, it is with certainty that York and other communities along the American Discovery Trail Route will realize a positive economic impact. Users, and in some cases their support groups, will need food, lodging, and supplies as they enjoy this recreational experience.

Again, we urge your continued support for the American Discovery Trail System.

Very truly yours,
CITY OF YORK

Greg Adams,
Mayor

Mr. HANSEN. The Honorable Jerry Weller, we are grateful to have you with us.

STATEMENT OF THE HON. JERRY WELLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. WELLER. Thank you, Mr. Chairman. I am also grateful for the hearing you are providing for H.R. 1513. I also want to thank Mr. Vento and Mr. Jones for the opportunity to be with you today and to testify on behalf of this legislation, which I feel is both an important and exciting initiative, a bill to designate the Lincoln Historic Trail, legislation that has earned bipartisan support in Illinois delegation.

Before I go on, I would like to take an opportunity to recognize Leonard Lock, Chairman of the city of Ottawa Historic Preservation Commission, and one of those who, almost 20 years ago, was a pioneer, leading an effort to establish the Illinois-Michigan Canal Heritage Corridor through Illinois. Mr. Lock has taken his time to join us today to testify—and will be testifying later this morning—to be with us and share his knowledge and insight on Lincoln's history throughout Illinois and, of course, his reason for naming this particular trail after Abraham Lincoln.

I would like to briefly talk about this bill, which would designate the Lincoln National Historic Trail as a component of the National Trails System. This trail would consist of a 350-mile stretch generally following the Illinois River and the Illinois-Michigan Canal Heritage Corridor. The trail would begin at the Chicago Portage National Historic site and conclude at the Lewis and Clark Trail at Wood River.

My legislation resulted from a feasibility study conducted by the National Park Service. The Park Service was directed by Congress to determine the feasibility and desirability of establishing the "Illinois Trail" as a National Scenic or National Historic Trail. I should mention here that my legislation changes the name from "Illinois Trail" to "Lincoln Trail," but it is the exact same trail that was studied. The Park Service concluded the proposed trail met the criteria for both national historic trails and national scenic trails, but that a historic trail would be most feasible.

As I mentioned, the trail would generally follow the Illinois River and the I&M Canal. The Illinois River was used for commerce and transportation during Lincoln's day, although French settlers were using it for trade long before Lincoln's time. As a matter of fact, Abraham Lincoln, while serving as a State legislator, was a proponent of building the canal between the Chicago River and the Illinois River at LaSalle, which was a major navigational improvement that helped position Chicago as a major economic center, which it has since become and achieved that goal.

There would be interpretive sites along the trail of historical significance. For instance, the trail would go through Ottawa, Illinois, the site of the first of the famous Lincoln-Douglas debates. Others include the old Beardstown courthouse, which is the only remaining courtroom where Abraham Lincoln practiced law.

I also might note that the studies show that this route comes at a very low cost with little land acquisition and is the route preferred by the State of Illinois according to the Park Service study.

The Park Service would develop and manage access areas and facilities to allow recreational boating on the historic waterway. The Park Service would be responsible for administration of the trail and would work with the Illinois Department of Natural Resources to coordinate trail facility development, as well as areas for picnicking and camping. Designation of the "Lincoln National Historic Trail" would increase tourism, conservation and recreation while reinforcing Abraham Lincoln's contributions to our Nation's history.

Creation of the Lincoln National Historic Trail will bring history and nature enthusiasts to the region for biking, camping, boating and other recreational activities. This increased tourism will improve local economies along the route. The folks that come to visit the Lincoln Trail will eat in local establishments, stay in local hotels, and patronize local establishments to rent and purchase skates, cycling equipment and other items. A U.S. Department of Interior study on the Impact of Rails-to-Trails found the average trail user spent between $4 and $11 a day, generating an annual impact of $1.2 million or more. Due to the length of the length of the trail, we would expect this number to be much higher. This plan is great for economic development throughout the State of Illinois.

There is some evidence that having a trail such as this adjacent to property will increase its value. The survey of real estate agents completed on a similar trail in Washington State revealed that property near the trail sells for an average of 6 percent more.

To summarize, my legislation, H.R. 1513, would designate the proposed "Illinois Trail" as a national historic trail, while changing

the name to the Lincoln National Historic Trail. I have also included a provision that requests a study of an extension of the trail along the Sangamon River from Beardstown to Springfield. This would be a water-based route and would emphasize important historic and cultural sites along the river, ending at Springfield, Abraham Lincoln's hometown.

Finally, I would like to express my support for the other piece of legislation the committee is looking at today, the American Discovery Trail, a bill by Congressman Bereuter. I am pleased to endorse his initiative.

I ask for your support, and I also want to thank you for this hearing today and the opportunity to present this legislation.

Mr. HANSEN. Thank you for your testimony.

[The statement of Mr. Weller follows:]

STATEMENT OF HON. JERRY WELLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Chairman and Members of the Subcommittee:

Thank you for having me here today to talk about a very exciting piece of legislation—a bill to designate the Lincoln National Historic Trail. Before I go on, I would like to recognize Leonard Lock, Chairman of the City of Ottawa Historic Preservation Commission, who has taken his time to come out to Washington to be with us today and share his knowledge and insight on Lincoln history throughout Illinois. Mr. Lock will present his testimony shortly.

I would like to briefly talk about this bill, which would designate the Lincoln National Historic Trail as a component of the National Trails System. This trail would consist of a 350 mile stretch generally following the Illinois River and the Illinois and Michigan Canal Heritage Corridor. The trail would begin at the Chicago Portage National Historic site, and conclude at the Lewis and Clark Trail at Wood River.

My legislation resulted from a feasibility study that was conducted by the National Park Service. The Park Service was directed by Congress to determine the feasibility and desirability of establishing the "Illinois Trail" as a National Scenic or National Historic Trail. I should mention here that my legislation changes the name from "Illinois Trail" to "Lincoln Trail," but is the exact same trail that was studied. The Park Service concluded that the proposed trail met the criteria for both national historic trails and national scenic trails, but that an historic trail would be most feasible.

As I mentioned, the trail would generally follow the Illinois River and I&M Canal. The Illinois River was used for commerce and transportation during Lincoln's day, although French settlers were using it for trade long before Lincoln's time. As a matter of fact, Abraham Lincoln, while serving as a state legislator, was a proponent of building the canal between the Chicago River and the Illinois River at LaSalle, which was a major navigational improvement that helped to position Chicago as a major economic center. There would be interpretive sites along the trail that have historical significance. For instance, the trail would go through Ottawa, Illinois—the site of the first of the infamous Lincoln-Douglas debates. Other historical sites include the old Beardstown Courthouse, which is the only remaining courtroom where Abraham Lincoln practiced law.

The Park Service would develop and manage river access areas and facilities to allow recreational boating on the historic waterway. The Park Service would be responsible for administration of the trail, and would work with the Illinois Department of Natural Resources to coordinate trail and facility development, as well as areas for picnicking and camping. Designation of the "Lincoln National Historic Trail" would increase tourism, conservation, and recreation while reinforcing Lincoln's contributions to our nation's history.

Creation of the Lincoln National Historic Trail will bring history and nature enthusiasts to the region for biking, camping, boating and other recreational activities. This increased tourism will improve local economies along the route. The folks that come to visit the Lincoln Trail will eat in local establishments, stay in local hotels, and patronize local establishments to rent or purchase skates, bicycling equipment and other such items. A U.S. Department of Interior study on the Impacts of Rails-to-Trails found that the average trail user spent between $4 and $11 per day, generating an annual impact of $1.2 million or more. Due to the length of the Lincoln

Trail, we could expect this number to be much higher. This plan is great for economic development throughout the state of Illinois. There is some evidence that having a trail such as this adjacent to property will increase its value. A survey of real estate agents completed on a similar trail in Washington State revealed that property near the trail sells for an average of 6 percent more.

To summarize, my bill, H.R. 1513, would designate the proposed "Illinois Trail" as a national historic trail, while changing the name to the "Lincoln National Historic Trail." I have also included a provision that requests a study of an extension of the trail along the Sangamon River from Beardstown to Springfield. This would be a water-based route, and would emphasize important historic and cultural sites along the river, ending at Springfield, Abraham Lincoln's birthplace.

Finally, I would like to express my support for the other piece of legislation we are looking at today, the American Discovery Trail bill by Congressman Bereuter. I am a co-sponsor of this legislation, and am pleased to lend my support. I urge the Committee to move favorably and approve H.R. 1513, to designate the "Lincoln National Historic Trail."

Mr. HANSEN. The gentleman from Minnesota, do you have questions for our colleagues?

Mr. VENTO. Mr. Chairman, with regards to Mr. Weller's legislation, I haven't examined the study, but there is this nomenclature issue with regards to what best description occurs; and the gentleman sitting next to you represents Lincoln, Nebraska, so the name gets used often, so I think you ought to think long and hard about that.

I asked the staff, Rick Healy on the Minority side—and I think the issue is, if you want to attach Lincoln's name, you might want to talk about the canal as being the Lincoln Canal and try to keep nomenclature accurate with regards to the Illinois Trail, because it does follow the river. So I would suggest that as an alternative; it isn't enough, but I think you want to be accurate with regards to how you designate that.

My colleague from Nebraska has put forth and been working—I said 5 years, and I guess it has been 8 years you have been working on this particular proposal; and it is a very ambitious proposal in terms of its length and breadth in covering the Nation. Later we are going to hear some corrections from the Park Service about this, and they are going to discuss some of the conflicts that are inherent.

I sponsored this bill with you, I think it is important enough, although it is a generic change to the basic trails legislation with regards to motorized use, in order to avoid or at least keep this tied together. I haven't looked at this in as much detail as I should have, Congressman Bereuter, but what segments, or how many miles? Have you separated any of the mileage out in terms of how much would be motorized and how much would not be motorized?

Mr. BEREUTER. No, I don't know the answer to that. Perhaps one of the witnesses involved in the initial pioneer scouting trail will. I would say that the predominant amount of the 6,000-plus miles are on rights-of-way, existing rights-of-way, but of course there are a number of areas it does cross State parks or national forests, and those oftentimes do not follow.

Mr. VENTO. I think it is a good concept to tie together national lands and State parks and other units along the way that give people the experience.

At the end of this, you said you hadn't covered it all, but I suppose when you run for President, this will be one of your commit-

ments, to in fact entirely tread this trail, or at least bike it part way.

Mr. BEREUTER. I am more realistic, I hope, about the opportunity to pass this legislation than I am about any intention to run for President, I think.

Mr. WELLER. May I respond to Mr. Vento's question regarding the nomenclature?

Mr. HANSEN. Surely.

Mr. WELLER. Illinois, we are very proud to call, "The Land of Lincoln" and of course, other than—we recognize he was born in Kentucky, but he spent his entire professional life, other than while he served briefly in the Congress and while he served as one of our Nation's greatest Presidents, in Illinois.

This trail would start in Chicago where Abraham Lincoln was nominated for President, and I just think, when you think of Illinois, you think of Abraham Lincoln; and that is why we feel it is an appropriate name for a national trail.

Mr. VENTO. This is a pristine logic, Mr. Chairman. I would just suggest, I think there are two separate sites; there is the homestead site for Lincoln in Illinois, in Springfield, but there is another site as well.

In any case, I think in terms of the public's looking at these, they expect it may bring those together or actually have a connection with, for instance, Kentucky; which I think makes the point that I am trying to, you know, in terms of communicating this to those that understand the history better than I, and as well as you, Mr. Weller.

In any case, I would offer it as a way of, you know, recognizing where his role was significant in terms of the establishment of the Michigan-Illinois Canal, the Heritage site, and obviously you would accomplish both goals, and you do it in such a way as to be consistent and so operating isn't obviously a big point.

Mr. WELLER. And I am most anxious to work with you in a bipartisan manner, and I appreciate that.

Mr. VENTO. Thank you, Mr. Chairman.

Mr. HANSEN. Thank you.

The colleague from Nebraska, I often wonder, at the National Governors Conference—the counties, the mayors—any support or comment or objection to your bill? Do any of these groups come forth?

Mr. BEREUTER. I have not received comments from them on it one way or the other. There have been news articles lately in some of the national publications, which indicate support from individual governors and, of course, wide numbers of mayors. I have had no one contact me in my own State in a negative sense, either public official or nonpublic, but I don't believe that any of the national associations of public officials of various varieties have taken a position on it one way or the other. Perhaps I am more delinquent in not asking them to do that.

Mr. HANSEN. You have kept them aware and apprised of what is going on, and so far you have had no comments?

Mr. BEREUTER. That is correct.

Mr. HANSEN. In your testimony, you make a point of the idea, it would not acquire private land or any private property. Do you

intend that that would occur anywhere? I mean, this is the most ambitious trail I have ever looked at, and I wonder if you envisioned any of that occurring along the line.

Mr. BEREUTER. As you know, there are only 58 miles that are not now on public rights-of-way or public lands, and those have existing agreements that have been acquired at this point. My view is that the only real source of opposition to this legislation could come from people that are concerned about the taking of private property, and so I simply wanted to set aside that issue, because the people who have worked with me over a period of time have indicated it is not necessary to have an opportunity for eminent domain, and in fact, they go beyond that and say we do not anticipate nor want the right, under the legislation, to acquire private property, even from willing sellers. Fifty-eight miles in 6,300 is such an insignificant amount, and there is no reason, of course, why one needs to have it all on public land as long as you have arrangements with the owners of the 58 miles.

Mr. Chairman and members of the subcommittee, I would say this. You may have noticed that the legislation, which prohibits the acquisition of private land, does not apply to the category of trails being created, only to the American Discovery Trail itself; and I would leave to your judgment, as a trail-by-trail consideration of future legislation, whether or not you wanted to prohibit the acquisition of private land on new trails that might be added under this category.

But I simply did not want to face that difficulty, because I don't think it is essential to the success of this trail, and I didn't want to have that raised as an argument against this particular trail, the American Discovery Trail. But you will have the judgment in the future, unless you would prefer to change the legislation and make the prohibition a categoric one that would apply to future trails.

Mr. HANSEN. I have noticed, in the little bit I have seen of your legislation, a lot of it is contiguous to interstates, State roads, areas such as that. They are constantly changing interstates or adding lanes and they are changing direction. Does that give you any concern at all? Do we have a conflict anywhere with that?

Mr. BEREUTER. We think that there needs to be an ongoing effort on the part of the nonprofit organization in working with the National Park Service, and of course, the Department of Transportation and its State equivalents, to modify the trail in the future as the specific route changes, because there is a right-of-way change. Generally those changes would be modest, it would seem, especially in the part of the country—you have a heavy roads system with lots of county roads in my part of the country, of course, on a square-mile basis. But in some parts of the country, like your own, there aren't that many alternatives in the more sparcely settled parts of the Nation west of you.

So I do think you need to have an ongoing effort as roads change, as rights-of-way are selected—for the route might change modestly, I would think—to redesignate that particular 2- to 5-mile, 10-mile stretch, whatever it might be.

Mr. HANSEN. On the Great Western Trail, we hooked up existing trails; we put signs up saying, "This is the Great Western Trail."

To this day, it isn't completed, but it starts in Mexico, and parts are motorized, there are parts of only walking trails. I guess we can take animals on most of them. Most of this is done by volunteers who have volunteered their time——

Mr. BEREUTER. That is correct.

Mr. HANSEN. [continuing] and have spent an awful lot of time improving the trails and have worked with local governments. It really hasn't cost the Federal Government much money at all. What do you anticipate, cost-wise, on this?

Mr. BEREUTER. The Park Service at this point would indicate that the comprehensive plan developed by the nonprofit organization, which would be presented to you and your equivalent in the other body, would cost $360,000; then the annual cost is estimated to be $200,000 for signing and the relatively small amount of maintenance that relates to the trail.

So we are obviously talking about a trails enthusiasts' volunteer effort. If they are talking about—only about that amount of signing, you know that doesn't go very far. I do think, as you probably were noting yourself, that the refinement of a trail, through the markings and through the development of it, is an ongoing process.

I am very proud of the fact that the Lewis and Clark Trail, basically a water trail, passes on the boundary of my State; and some time ago, with the help of this committee, I gave some incentives for local groups to designate all of the Lewis and Clark campgrounds. But again, the markers or the kiosks or the outlooks that were developed on public land, that had a lot of volunteer effort as well; and that effort is not complete in the surrounding States.

I think our State is ahead in marking all the campgrounds, but it has provided, incidentally, an opportunity for people in my State and from elsewhere around the country to actually retrace the Lewis and Clark expedition with excerpts from the journal for that day on the signs that are erected; and it is done in a fashion that is consistent with the logo that was established by the National Park Service, so that ultimately, it will tie the whole effort to at least some degree of similarity in marking.

Mr. HANSEN. I have noticed our colleague from Virginia, Mr. Pickett, hasn't arrived.

Mr. VENTO. Just a brief question for Mr. Bereuter. One of the concerns expressed by the Park Service is the exemption from the American Discovery Trail from two sections, and while one authorizes the acceptance of donations in collaboration, through cooperative agreements, the other authorizes land exchanges to protect national trails. These provisions, both of which would be voluntary in this—you know, someone conveying land or an easement or voluntarily entering into a cooperative agreement, or a land exchange, where you have a conflict with the Park Service or the Department of Interior, could accomplish that.

I take it your—you did this consciously, you left these out because you are concerned about not having any authority in here for gaining additional land within the context of it. But it seems to me—I understand the good faith you are trying to show, and even in spite of this, you are—concerns are being raised; but do you understand, my concern is that it seems to me that these tools are important administrative tools, especially for the length and

breadth of the trail, so I hope we can work out something, notwithstanding that.

You are being criticized today in spite of the fact you have done this, but I just think those are reasonable tools that I think the Park Service needs in this instance, especially considering the length, because you can avoid problems by using those tools.

Mr. BEREUTER. Mr. Vento, I knew of the concerns of the Park Service, but in an abundance of caution, we took this step to try to avert any kind of legitimate criticism about expansion of public lands and a concern that local governmental units might lose tax base. You will, of course, have the judgment on that issue. I certainly don't see anything wrong with donating funds, but when you donate land, you are back in a controversy. And I would just point out, once again, page 5, line 8, those three subsections that are exempted in this legislation do not apply to the category, you may have noticed, but it applies only to this trail, this ADT; it does not apply to the category being established.

Mr. VENTO. Of course, the issue here is some can be purchased by nonprofits; we don't have any control over that, so I think continuity would make some sense. If this were, I suppose, threshold questions with regards to what the impact would be, I would say in a rural county, you could have a donation of easement that might diminish the land value or do other things, I don't know, but it seems to me in terms of trying to avoid conflict and provide the type of experience and the meaningful designation that you have been advancing—but I understand your concern. I just wanted to make the observation with regards—because I think some of us would try to administer things, where we have such limited options makes it difficult to accomplish the goals we are trying to achieve, and I think you can understand what I am saying.

Mr. BEREUTER. I do.

Mr. HANSEN. You know, there is nothing easy in the world, especially in Congress, but we will work things out as we go along. I am sure there will be additional questions. In my mind, I am wondering about rights-of-way, gas lines, power lines, all of those things. I don't think we have ever done anything easy around here, have we?

Mr. VENTO. Not when it is 6,000 miles.

Mr. HANSEN. But I do appreciate our two colleagues giving their excellent testimony and the very tantalizing and intriguing proposals you have put before this committee. Thank you for being here. I wish Mr. Pickett could have been with us. We will take his testimony, however. We will excuse you and turn to our first panel.

Our first panel is Katherine Stevenson, Associate Director, Cultural Resources, Stewardship and Partnership, for the National Park Service. We are always grateful to have Katherine Stevenson with us. And Robert C. Joslin, Deputy Chief of the U.S. Forest Service. If those two would come up.

I hope you are all right. Can you suffer through this?

Ms. STEVENSON. Yes, sir. I had thought of telling you that this was the result of a climbing accident or something of the like, but I thought it wouldn't be best to lie to Congress.

Mr. HANSEN. I can understand that. I always like to make it a skiing accident and tell somebody; I really say, I fell down some stairs or something.

Anyway, can both of you handle 5 minutes or what time do you need? Is 5 minutes adequate? OK. You know the rules; just like a traffic light.

We invite both Mr. Weller and Mr. Bereuter to come up if they feel so inclined.

Ms. STEVENSON. Would you like me to testify on both H.R. 588 and H.R. 1513 at the same time.

Mr. HANSEN. If you wouldn't mind. Do you need a few more minutes, maybe 10 minutes?

Ms. STEVENSON. No, I don't need that much time.

Mr. HANSEN. Why don't we give you 7, because I think you are probably going to need the time. I know how good you are at this; you are an old hand at it. We will go ahead and recognize you at this time

STATEMENT OF KATHERINE H. STEVENSON, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, STEWARDSHIP AND PARTNERSHIP, NATIONAL PARK SERVICE

Ms. STEVENSON. Thank you, Mr. Chairman. I will submit the full testimony for the record if you would be so kind.

On H.R. 588, the National Park Service strongly supports enactment, if amended, as proposed in our testimony. As several witnesses before me have pointed out, the bill establishes a new category of long-distance trails, the national discovery trails, and also authorizes the American Discovery Trail as the first national discovery trail.

The National Park Service has been involved in this for a number of years, since 1990 when the ADT was proposed. In 1992, Congress directed a feasibility study, which we completed in December of 1995 and submitted to Congress in 1996. The trail proposed, as you have pointed out, extends over 6,000 miles and the criteria described in the bill will further the goals of the National Trails System by incorporating a variety of cities and towns and will increase public access to the trails system. The primary management responsibility will be with a strong partner and then with us, and we believe very strongly that the partner should be there from the beginning and have a major role in the development, as well as the designation, as has been the case.

The trail largely uses existing trails and trail systems, and you have heard a fair amount of testimony already, that only a handful of private parcels will be authorized, or will be involved, and that an underlying trail exists already, as do voluntary agreements with those private property owners.

On the ever-present issue of cost, the details will be in the comprehensive management plan. The feasibility study said the comprehensive management plan itself would cost $360,000 over the course of several years and that our estimated operating costs would be about $400,000 per year. I refer you to the proposed amendments in our testimony, pages 6 through 9, and I won't address those individually unless you wish.

In H.R. 1513, Interior supports the designation, but not the name or the focus on Lincoln. This bill would again amend the National Trails System Act by adding another national historic trail called the Lincoln National Historic Trail and designating a study trail that would extend the Lincoln Trail. In large measure, this proposal is the trail proposed in the feasibility study called the Illinois Trail that was transmitted to Congress by the National Park Service in 1991. The study itself was conducted from 1984 to 1987, so the study is some 10 years old.

We found the trail to be nationally significant for its historic and prehistoric use as a commerce and transportation corridor. While Abraham Lincoln has a connection, as has been pointed out earlier, to the Illinois and Michigan Canal portion of the trail and perhaps some other portions, we would argue the national significance lies in its role in the development of trade, commerce and transportation, as well as exploration, migration and settlement, so a much broader significance than that of Lincoln alone.

It may well be that a trail directly associated with the life of Lincoln is appropriate, but we have not yet studied this issue and could not support this named designation. Consequently, we recommend that the trail on the Illinois River and waterway route be designated as the Illinois Trail, and the additional study route be deleted until it could be part of an entire Lincoln proposal to be made at a later date.

Thank you very much for considering our comments. We look forward to answering any questions you may have.

Mr. HANSEN. Thank you. We appreciate your comments.

[The statement of Ms. Stevenson can be found at the end of the hearing.]

Mr. HANSEN. Mr. Joslin, we will turn the time to you.

STATEMENT OF ROBERT C. JOSLIN, DEPUTY CHIEF, U.S. FOREST SERVICE

Mr. JOSLIN. Thank you, Mr. Chairman and members of the subcommittee. Thanks for inviting us to come and share our views on H.R. 588, the National Discovery Trails Act of 1997. I brought with me Lyle Laverty, Director of Recreation, Heritage and Wilderness Resources in the Forest Service. As stated, my complete statement has been submitted for the record, so I will summarize that statement and then will be glad to answer questions from you and members of the subcommittee.

The Department of Agriculture does not object to the creation of a new category of trails as proposed by H.R. 588, the National Discovery Trails Act of 1997. You have already heard the background on the American Discovery Trail from Mrs. Stevenson, so I will not repeat it. The National Trails Systems Act consists of eight national scenic trails, 12 national historic trails and over 800 national recreation trails. The Forest Service is responsible for the overall management of more than 125,000 miles of trails in the national forest system.

Trails are a key ingredient to wonderful outdoor, recreational and scenic experience, which is why over 30 million recreation visitor-days are spent each year in trails in the national forests. The success of long distance trails, such as the American Discovery

Trail, is dependent on strong State and local support in conjunction with public and private partners. Working cooperatively through partnerships and volunteer groups, as stated in the National Trails Systems Act, would be essential elements of the success of the American Discovery Trail.

We wish to raise two concerns with regard to planning and administering the American Discovery Trail, as stated in H.R. 588. The first point deals with the comprehensive management plan. Section 2(c) of the bill would require that the administering Federal agencies shall enter into arrangements with a competent, trail-wide, nonprofit organization to submit a comprehensive plan.

It is unclear who has the ultimate responsibility for preparing and transmitting the comprehensive plan to Congress. Nonprofit organizations are not responsible to the public or the Congress for consistency with other trail management policies. Allowing non-Federal organizations to be held responsible for land management decisions made in the comprehensive plan also raises concerns under the Federal Advisory Committee Act. We recommend that the bill be amended to provide that the comprehensive management plan would be prepared by the administering Secretary in consultation with the management entity and that the secretary would submit the plan to Congress.

Our second concern deals with how the trail would be administered. H.R. 588 requires the administering Secretary to cooperate with a—quote, a, unquote, competent trail-wide nonprofit organization. This presumably implies that only one nonprofit organization will be involved in the administration of the 6,000-plus mile trail. We believe this is unduly restrictive.

We recommend changing the bill to include one or more private non-Federal entities, which would then provide the opportunity to optimize the benefits to the public and build collaborative stewardship among the public, the nonprofit organizations and the Federal Government.

This concludes my statement, Mr. Chairman, and I will be glad to take any questions you might have.

Mr. HANSEN. Thank you very much.

[The statement of Mr. Joslin can be found at the end of the hearing.]

Mr. HANSEN. The gentleman from Minnesota.

Mr. VENTO. Thank you, Mr. Chairman. I note with interest the testimony from Mr. Joslin, the Deputy Chief, and I appreciate the testimony. I refer specifically to page 4, Mr. Chairman, where he comments about the relationship between the nonprofit and the Park Service and Forest Service.

Mr. Joslin, Deputy Joslin, would you suggest there ought to be more clarification here, that the Park Service and Forest Service ought to be in a coordinating role of more than one nonprofit, so they—is that your suggestion here?

Mr. JOSLIN. No, sir. The suggestion there—the Park Service would have the administration over this, but the suggestion there is that we include language which would not specifically say, one, which is somewhat limiting, although the language may encompass that now. We believe it should be clarified.

Mr. VENTO. Director Stevenson, how many nonprofits work on, for instance, the Appalachian Trail? Isn't there a multiple number?

Ms. STEVENSON. Yes, sir, there are many, many nonprofits that work on it. Our experience has been if you have a single group, who is the lead group, that it makes it significantly easier for us to work with them, and it is their responsibility to work cooperatively with the smaller groups and get them together to have a single opinion.

Mr. VENTO. You differ with the Forest Service testimony here?

Ms. STEVENSON. It is a difference of opinion, yes, sir.

Mr. VENTO. Mr. Joslin, does the Forest Service have any nonprofit groups that they work with?

Mr. JOSLIN. Yes, we do, and in connection with the ATC, we agree with the way that works, but there are—the language in there, all we are saying is, if you have the language as it is now, perhaps you might not be able to incorporate——

Mr. VENTO. You are saying you can do one if you want to do one, but you ought to have the flexibility, is what you are saying, so there would be no objection to that?

Mr. JOSLIN. That is correct.

Mr. VENTO. Director Stevenson.

Ms. STEVENSON. Actually, we would have an objection. We feel very strongly there needs to be a lead group.

Mr. VENTO. But you can select or not select the lead group.

Ms. STEVENSON. That leaves you with the position of choosing among them, and if there is a lead group that has to be formed from a larger group, they among themselves decide who the lead group is and agree upon a method of dealing with us. Otherwise, you have enormous difficulty in relating to a large number of people.

Mr. VENTO. I think the concern is, at the end of the day, it is a coordinating role, and if in fact the designated nonprofit were not to be performing, there ought to at least be the recognition that the Forest Service or the Park Service can in fact work with the individuals. I realize it is more difficult to do in that vein, but I don't know that there have been—I guess there have been some problems with regards to the Appalachian Trail; is that correct?

Ms. STEVENSON. No, the Appalachian Trail has worked out very well with a single coordinating group.

Mr. VENTO. Has that—is it designated in the law, per se?

Ms. STEVENSON. I don't believe so.

Mr. VENTO. If it is worked out, I don't understand what the concern is about the added flexibility being added here. If you can do it without the designation in law, why would you want to limit your flexibility?

Ms. STEVENSON. Our experience was that that was come to after a long and arduous journey. There were many times there were significant differences of opinion. All we are trying to suggest is that we could circumvent some of those problems by saying up front that the groups would choose a single representative to represent all of them and then we would have one relationship, rather than many.

Mr. VENTO. In any case, I think an important point was made here when it was indicated that a significant number of volunteers

helped maintain and do a significant number of tasks that relate to enhancing the quality of the trails, that the Forest Service and the Park Service both have had significant volunteer efforts to maintain the trails, is that correct.

Ms. STEVENSON. That is correct.

Mr. VENTO. And I see Mr. Joslin is nodding his head too. Unfortunately, we are on an audio system.

Mr. JOSLIN. Yes.

Mr. VENTO. With regards to the language I referred to, with donations of easements, you obviously favor not having that language in the bill that is in the bill now, the limitations on donations and cooperative agreement.

Ms. STEVENSON. We feel it would be very advantageous for us to have the ability to use every tool at our disposal to make this trail work and therefore they should be included as options for us.

Mr. VENTO. To what extent—in terms of this cooperative agreement and conveying to the nonprofits the responsibility here, to what extent would the Park Service or Forest Service be involved in dealing with, for instance, State parks or State trails or other national units that might be—for instance, BLM, wouldn't the Park Service or Forest Service need to be involved at that particular point and work very closely in order to gain the confidence of those groups in providing easements and working with you and signing?

Ms. STEVENSON. I think I understand your question. We would cooperate with other Federal agencies and with State parks to the fullest extent along the trail.

Mr. VENTO. You both spoke of the fact of the comprehensive plan, but who in the end would be responsible for preparing and submitting the comprehensive plan?

Ms. STEVENSON. The National Park Service in this case.

Mr. VENTO. Even though the work would be done by the nonprofit group, I assume most of this is in here in this way to avoid the cost concerns; and if it were, I suppose, under a different period of time, we might look at it differently. The private group, would they have to comply with, for instance, all the environmental laws, like NEPA.

Ms. STEVENSON. We would prepare such a plan in cooperation with them and assure that all the appropriate laws were met. Then we would be the one who actually had to submit it, that is the process we choose now.

Mr. VENTO. You would have to go through NEPA yourself.

Ms. STEVENSON. We would meet all Federal laws.

Mr. VENTO. You used NEPA for the study, didn't you.

Ms. STEVENSON. I believe so.

Mr. VENTO. The question I would ask Mr. Bereuter, do you know what the breakdown is in terms of the motorized miles on the 6,000-mile trail.

Ms. STEVENSON. Actually, it is in the report itself.

Mr. VENTO. I will look in there then, if you don't know it off the top of your head, because my light has been on for a minute.

Mr. JOSLIN. Sixty-five percent of it is either paved or graveled.

Mr. VENTO. What does that mean? I mean, for instance, the trail I bike on is paved, this long trail that I do in the gateway, isn't necessarily motorized though.

Ms. STEVENSON. And we may not have that detail. Page 20 of the report has the trail statistics for paved, gravel, and trails and sidewalk.

Mr. VENTO. Even though it is paved or gravel doesn't mean—we have a lot of limestone paths and bike paths, for instance, in Wisconsin. I am from Minnesota, but I do go over there. So I am pointing out that in itself doesn't necessarily indicate it is motorized. In fact, we can't have motorized. In fact, I would get the roller-bladers off there. If you ever tried to pass one of them, they are all over the place.

Mr. HANSEN. The gentleman from Nebraska.

Mr. BEREUTER. No questions.

Mr. HANSEN. Does the gentleman from Illinois have any questions?

Mr. VENTO. The question he should be asking is on the nomenclature there.

Mr. HANSEN. I don't think he wants to. If I may ask, a major provision of H.R. 588 exempts the American Discovery Trail from land acquisition. The testimony states that the National Park Service believes the national discovery trail should not be exempt from Section 7(e) and (f) of the National Trails System Act. This creates the fear that private landowners have concerning this bill or further land acquisition in general.

All you have done is leave Section 7(g) in the bill, which would not allow condemnation. If you are not going to condemn things, is it the intent of the National Park Service to eventually acquire the trail right away for the American Discovery Trails and any subsequent national discovery trails?

Ms. STEVENSON. May I ask Tom Ross, who is one of our trail specialists and very familiar with the Act to answer that?

Mr. HANSEN. Bring him up. Identify yourself and grab that mike on the other side. Tell us who you are for the record.

Mr. ROSS. Yes, sir. Good morning, Mr. Chairman. My name is Tom Ross. I am the Acting Assistant Director for Recreation and Conservation Programs with the National Park Service. I believe the question you raised was in regard to our request to have authority to use those two subsections, under Section 7. They would allow the opportunity for us to participate with the trail organizations in cooperative agreements and also for the Federal Government to carry out land transfers under that authority. Specifically in our testimony, we are in agreement with the bill, which precludes any kind of Federal acquisition authority for this particular trail.

Mr. HANSEN. Do you envision possibly at a later date the National Park Service will ask Congress to authorize and appropriate funds for acquisition.

Mr. ROSS. No, sir. The intent of the entire Discovery Trail category is to build upon the efforts of State, local and the nonprofit groups that are involved in establishing trails and not to create any new federally owned areas.

Mr. HANSEN. Well, do you have any further questions, Mr. Vento.

Mr. VENTO. I just wanted to comment to my colleague in Illinois, there is an Illinois boyhood site for Lincoln in Springfield and one

in Kentucky, so there are three different sites. I was trying to recall what the circumstance was.

With regards to your last question, Mr. Chairman, I think the issue that is going to arise is that, of course, if you build this framework, this 6,000-mile framework, it is possible States or local governments or nonprofits will, in fact, fill in the areas and help you. Of course, that does arise.

What comes back to us at that particular time, then, as we were to work with that, would be the question of operating expenses, which have greatly been diminished by all the volunteer efforts. This is the logical extension in terms of what we are doing. There are some questions about the conflicts that occur.

When I joked about the roller-bladers, they also have—they are doing ways of inventing. I mean, once you put the trails in place, you end up with a tremendous number of people. So the caring capacity issue with regard to the trails, especially around some urban areas, is a real important question, you know. So I just would point that out in terms of trying to deal with these.

I mean, there are a lot of questions that arise with regard to motorized use. For instance, if you are actually using freeways or highways, we have fences around them so that people aren't walking around on them. So in these cases, you would not have a contiguous area you could walk in. Is that the point, Ms. Stevenson, or the other member of the Park Service? Can you answer that question? How do you anticipate use of the trail differing in terms of the motorized use, other types of uses? In some areas, you would not be able to take your roller blades; is that right.

Mr. ROSS. That is correct, sir. I think, as the study indicates, a good portion of the American Discovery Trail, initially, will be along roadways and sides of roadways, and that by its nature would not be able to preclude any sort of motorized use.

Mr. VENTO. You can bike though, can't you?

Mr. ROSS. Yes, sir.

Mr. VENTO. That is the important thing.

Mr. HANSEN. We have always been kind of concerned about the trails and I think the general consensus is we feel good about them and they are a part of our culture and history and that type of thing. On the other side of the coin, they seem to be like many government programs. They start out very innocuous and before we long we are pouring money into them and I think that is what Mr. Bereuter is trying to work out.

On the great western trail we worked on, we have scrupulously tried to make sure we are not pouring any Federal money into this thing. I cannot believe the amount of people that go up and clear that trail and they have started societies and organizations and memberships and fraternities and the whole 9 yards about it, and part of the thing in life is to have on your badge that you have both hiked the Appalachian trail, what do they call it, the Pacific Crest Trail and also the Great Western Trail, and I admire the folks who can do it.

I guess we get a little nervous if we anticipate, one, private property being desecrated without a willing seller or willing right of way and, two, the money that has to come out of Congress. On the

other side of the coin, there are things that are worth appropriating money for because of the historical nature of it.

Mr. Weller, if I may point out, there seems to be some concern on names in your particular area. Some of us, we have heard, there might be an amendment to change it to Land of Lincoln National Historic Trail. Have you heard that, and if you haven't, would you agree to it?

Mr. WELLER. I was not aware of a Land of Lincoln National Historic Trail and the sponsor of that particular amendment has not discussed it with me.

Mr. VENTO. It is getting better all the time, isn't it?

Mr. WELLER. I am proud Congressman Lipinski represents the area to the north and the city of Chicago is working closely with me, and I am anxious to work with members of the committee in a bipartisan way to move this legislation forward. Clearly, Abraham Lincoln played a very important role for this Nation and Illinois is the land of Lincoln. I am anxious to work with this committee as we move through this process, but I do believe the Lincoln name as part of this national historic trail would be important. I think it is important he have his name as part of that name.

Mr. HANSEN. We appreciate Katherine Stevenson and Robert Joslin for being with us, and the gentleman, is it Watt?

Mr. ROSS. It is Ross, sir.

Mr. HANSEN. Thank you for your testimony. Excuse me for not picking that up.

Our second panel is Bill Theis, David Lillard and Reese Lukei. If they would come forward. I understand Mr. Pickett wanted to be here to introduce one of our witnesses. I haven't seen him yet.

We have room for our third panel, Mr. Leonard Lock. Mr. Lock, if you would like to come up, we might as well have you all at the same time. We are grateful for our friend from Virginia, Mr. Pickett. You can join us up here, if you would like to or wherever you are comfortable. We will turn to our friend from Virginia, colleague, Owen Pickett, to any opening statement he may have and any introduction of witnesses he may want to cover

STATEMENT OF THE HON. OWEN B. PICKETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. PICKETT. Mr. Chairman, I want to thank you very much for this opportunity. I know you are having a very busy hearing this morning, but I appreciate you giving me the opportunity to come here and introduce to the committee Mr. Reese Lukei of Virginia Beach. He is a gentleman who not only talks about matters involving the National Trail System, but I think perhaps his record of actually using the system either equals or exceeds that of just about anyone else I have ever had occasion to be associated with. So he comes here today with a clear and fully justified bias in favor of the National Trail System, and yet he brings an objective and realistic view that has been built upon, his own experience in using the system, and in helping others and encouraging others to use it also. So I look forward to the testimony of Mr. Lukei here today.

I commend him for coming and lending his support, and I thank you very much, Mr. Chairman, for this opportunity to present him

and tell you a little bit about his background in the National Park System and what it means to him and to our Nation.

[The statement of Mr. Pickett follows:]

STATEMENT OF HON. OWEN B. PICKETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

The American Discovery Trail, administered by the American Trails Society, is our nation's first coast to coast multi-use hiking trail. The trail is a 6,356 mile long route that links a patchwork of trails—35 percent existing, the others newly created—that will serve as a connector between the east and west coasts of the United States and inspire interest in outdoors by providing new and better places to explore nature. Although the trail has already been mapped across America, it still needs to be authorized by this Committee in order to be included as a part of the American Trails System.

I was introduced to the American Discovery Trail project by a constituent of mine, Mr. Reese Lukei. Through his efforts, I became a cosponsor of H.R. 3250, the "American Discovery Trails Act 1996," in the 104th Congress, and I am proud to be an original cosponsor of this legislation in the 105th Congress. I am very pleased to have one of my constituents in Washington, today to testify on behalf of this most worthwhile legislation.

Mr. Lukei, an avid trail enthusiast, has been involved in community, state, and national trail projects for several years. He is currently the National Coordinator for the American Discovery Trail, the Vice President of Virginia Trails, an active volunteer with the Back Bay National Wildlife Refuge, located in Virginia Beach, Virginia, and is licensed by the United States Fish and Wildlife Service to trap and band raptors. Mr. Lukei has received numerous awards from the American Hiking Society, the Daughters of the American Revolution, and the Fish and Wildlife Service for outstanding service and contribution to the trails community. And perhaps the most important of all, he has hiked in all 50 states, every province and territory in Canada, except Newfoundland, seven countries in Europe, and all 2,100 miles of the Appalachian Trail. If this does not make Mr. Lukei an expert on the subject of trails . . . I don't know what would!

Reese, if I missed anything I apologize, but with limited time and such exceptional background and credentials, it would take me the rest of the morning to present your achievements to the Committee. I would like to reaffirm my strong support for this legislation and thank the Chairman for allowing to speak today.

Mr. HANSEN. Thank you very much. I appreciate you being with us. Mr. Weller, did you want to have any introductory remarks of this panel?

Mr. WELLER. Well, thank you, I made reference to Mr. Lock who is part of your panel, I want to thank you for the opportunity for him to testify. Leonard Lock is chairman of the city of Ottawa Historic Preservation Commission and is a Lincoln scholar and has been a real leader in conservation efforts and open space initiatives. I also want to point out that the Illinois-Michigan Canal Heritage Corridor, which has come up today, resulted from the efforts of people like Leonard Lock.

Leonard was one of the leaders, almost a generation ago, in helping to establish the national heritage corridor and with the sponsorship of Tom Corcoran, who served in the Congress and was my mentor in the political process. I want to welcome Mr. Lock and also thank the Chairman for his opportunity to testify.

Mr. HANSEN. Thank you. You folks heard the rules. Can you handle it in 5 minutes? If you can't, let me know, we will give you a couple minutes longer, but really that is our rules, 5 minutes. You see the light in front of you, it's just like a traffic light. Green, go; yellow start winding up; and red cut it off. We don't give you a ticket if you go over, especially in a loose hearing like this one, but we appreciate if you stay somewhat close. We will start with Mr. Lillard and just go across.

STATEMENT OF DAVID LILLARD, PRESIDENT, AMERICAN HIKING SOCIETY

Mr. LILLARD. Thank you, Mr. Chairman. My name is David Lillard. I am the President of the American Hiking Society. I would like to thank you for the opportunity to address the subcommittee today. First, I will address the issue of establishing the national discovery trail category within the National Trail System Act and then speak briefly on the authorization of the American Discovery Trail.

The National Trail System Act has made possible 20 long-distance, primarily multi-State trails, but the current construction of the Act does not fully address the changing demand for outdoor recreation in America, which is at an all time high. As called for by President Ronald Regan's Commission on Outdoors, today's families need outdoor recreation opportunities that are closer to home.

Also outlined by President Reagan's Commission, trails and greenways provide cost-effective recreation and bring focus to local and regional park planning by linking existing parks and forests with places where people live and work. The idea of linking people with parks and linking existing parks and trails with one another truly makes a system of the National Trail System, rather than a collection of trails, yet no long distance trail designation within the current Act encourages or accommodates trails which are developed for such purposes.

So the national discovery trail category fulfills the Reagan Commission's recommendations for such linkages. In addition to linking existing parks and trails with one another and with communities, discovery trails by their intent also link outdoor recreation with local commerce. By bringing discovery trails into cities, small town and suburbs, local businesses have provided a regional focus for commercial activity.

Discovery trails also promise a vehicle for promoting regional tourism, an opportunity already seized upon by the tourism offices of the States of Nebraska, Colorado and West Virginia. So although the benefits and primary use of discovery trails would be local and regional, the new category of trail does indeed recognize corridors that are nationally significant. Discovery trails are nationally significant because they provide the possibility of linkages we have talked about. They invite States and local governments to think cooperatively about a national trail while making their own decisions that meet their own needs and they allow Americans to discover for themselves the regional diversity which is America, a discovery that will foster an appreciation of shared American values and an understanding of regional differences, whether East and West or urban and rural.

Although they are nationally significant, discovery trails do not require Federal management on trail lanes outside of Federal acreage. In fact, as we discussed, Discovery Trail categories require in place a citizen-led, nonprofit organization to support the trail before it is even designated by Congress. Still, there is a very important Federal role in Discovery Trails, that of the convenient and the technical assistance.

The Federal Government has a vast range of expertise and experience that would help State, local and other Federal

decisionmakers, as well as nonprofit organizations to coordinate their activities and their planning. This is a bold idea for Federal involvement in trails. It says to Americans, if your community wants our assistance, we will participate in your efforts. It also challenges States which develop discovery trails to utilize innovative means for conserving trail corridors, including conservation easements, voluntary transfer of development rights, privately funded land trust and conservancy, so I stress local and voluntary and private and local involvement.

This emphasis on linkages makes the most of the American investment in parks and trails, the reliance on local decisionmaking, and the private sector involved in the administration of Discovery Trails have been enthusiastically embraced by the trail community and the Members of this chamber, an enthusiasm illustrated by the more than 50 cosponsors of the measure.

On the authorization of the American Discovery Trail within the new category, the ADT fully meets the criteria for the National Discovery Trail designation in H.R. 588. First, it meets the linkage criteria by linking together cities of Washington, Cincinnati, Kansas City and Denver and also links nationally significant trails as has been outlined.

Second, it does meet the qualification criteria of a nonprofit organization. The ADT Society is incorporated as a 501(c)(3) and was formed specifically to promote and care for this trail. Clearly, at the local level people want this trail. Third, it meets interstate criterias as has been clearly outlined.

In closing, the American Discovery Trail is a nationally significant grand idea. It presents new ways of getting big things done by putting them into the hands of people who care about them the most. It has generated a lot of excitement within the States long underserved by Federal recreation programs, such as Nebraska and Kansas and others and these States deserve our gratitude and encouragement, along with Federal recognition and assistance on the project. ADT was ahead of its time when it was conceived, but this Congress gives us hope that its time has come. Thank you.

[The statement of Mr. Lillard can be found at the end of the hearing.]

Mr. HANSEN. Thank you.

Mr. Lukei.

STATEMENT OF MR. LUKEI, JR., NATIONAL COORDINATOR, AMERICAN DISCOVERY TRIAL SOCIETY

Mr. LUKEI. Chairman Hansen and members of the subcommittee, I am Reese Lukei, Jr.. I am and have been for the past 7 years, the national coordinator of the American Discovery Trail, a project begun in 1989 by the American Hiking Society and Backpacker Magazine to, one, establish our Nation's first coast-to-coast multiuse recreational trail through a nationwide grass-roots effort.

Two, connect as many existing local and regional national trails together as possible. Three, route the trail through large metropolitan cities, bringing it closer to where people live. And, four, provide encouragement to local citizen groups and municipalities to develop and maintain trails in their area. Under the National Trail System Act, eight national scenic trails have been created under the model

established by the trail and are mostly located in remote areas, avoiding urban areas.

In the past 30 years, a number of studies by Federal agencies, the outdoor recreation industry and the housing industry, all indicate that recreational trail use has increased tremendously and is expected to continue to do so, and that people want to recreate closer to where they live. The proposed long distance trail category, national discovery trails, and the American Discovery Trail, will recognize these trends.

The ADT is a first long-distance trail that has been intentionally designed to link trails together and to pass through or near large metropolitan areas. Thirty-two million Americans live within 20 miles of the 6,000, 356-mile route of the ADT. The American Discovery Trail connects five of the eight national scenic trails, 10 of the 12 national historic trails and over 200 local and regional trails.

Two of those trails are the proposed Lincoln National Historic Trails, which—maybe it is going to be Lincoln National Historic Trail, which Congressman Weller is here to speak to today and the great western trail, which had legislation successfully sponsored last year by Chairman Hansen. This has been accomplished through the involvement of several thousand citizen volunteers under the outstanding leadership of our 15 State coordinators who paid all their own expenses.

Much credit is also due to the local, State and Federal land managers, town councils, planning commissions and economic development and tourism divisions, for their cooperation, assistance and encouragement. We have been sensitive to private landowners with whom we have held many meetings.

Of the 6,356 miles of the American Discovery Trail, only 58 miles are on private property and all of that is on existing trails and with the landowners' permission. The ADT has provided incentive to many local projects, such as the Ute Pass Corridor Trail in the Pikes Peak area of Colorado.

I request that the written statement of Richard V. Bratton, Mayor of Green Mountain Falls and Chair of the Pikes Peak Area Council of Governments be made a part of the public record and I quote from his written statement. "The ADT will provide a unique and important connection between urban and back-country trail systems. ADT will help us to realize a nonmotorized link between the second largest city in Colorado, Colorado Springs, and the mountain communities that surround Pikes Peak. The concept of the ADT has already been instrumental in assisting us in our local fund-raising efforts, supporting grant requests and capturing the interest of State, county and local elected officials. The ADT is key to our success." That is the end of his quote.

[The information can be found at the end of the hearing.]

Mr. LUKEI. The ADT is already producing economic benefits for the communities along its route. Ellen Dudley and Eric Seaborg, who were referred to earlier as having written the American Discoveries book of their experience, who laid the foundation of the ADT's route in 1990 and 1991 scouting expedition, comment in their written statement to the subcommittee that trails attract tourists and businesses that cater to trail travelers which are al-

ready springing up on many sections of the American Discovery Trail.

On behalf of the ADT State coordinators, the thousands of citizen volunteers and the land managers who have worked hard for 8 years to create the American Discovery Trail, a trail that millions of Americans will use, I request that you recommend to your colleagues in the House of Representatives the passage of House bill H.R. 588, the National Discovery Trails Act of 1997.

Thank you for allowing me to present my comments and I believe I can answer some of the questions that were previously presented to some of the prior committee members.

[The statement of Mr. Lukei can be found at the end of the hearing.]

Mr. HANSEN. Thank you very much.

Mr. Theis.

STATEMENT OF BILL THEIS, MEMBER, S.T.O.P. (STOP TAKING OUR PROPERTIES) STEERING COMMITTEE

Mr. THEIS. Thank you, Mr. Chairman and members of the committee. I am a former teacher, turned businessman. The property rights movement first attracted my attention in 1989 as a result of proposed legislation that would have expanded the Indiana Dunes National Lake Shore in northwest Indiana. In 1994, I was elected to serve a 4-year term as the trustee/assessor of Pine Township in Porter County, Indiana, and currently I serve the property rights movement as a member of the Stop Taking Our Property Steering Committee and the Great Lakes Regional Chair for the Alliance for America.

I come before you today in total support of recreational trails. My own youth has very fond memories of summers I spent hiking the Appalachian trail when it was privately owned. This was back in the very early sixties, late fifties. However, I find myself philosophically opposed to the idea the Federal Government should be in the recreation business. I can't find any authority for this type of action in the Constitution.

Further, I find myself opposed to the concept of federally subsidized recreation. My own personal passion is fishing. One of the best kept secrets in Northwest Indiana is the Lake Michigan fishing. We have wonderful lake trout and steelhead and king salmon and cohoe salmon. I fish on two teams that fish the tournaments, and I would not come before this body and ask you to subsidize my hobby, and I don't think that the Federal Government should be getting involved in subsidizing other people's hobbies.

It is very difficult for me to understand why this bill is even being considered when congressional concern seems so focused on balancing the budget without making cuts in social security and Medicare. Therefore, I must stand firmly in opposition to House bill 588. However, I realize there are people who are philosophically opposed to my particular stand on this issue and if you do choose to move forward with the legislation, I urge you to give serious consideration to the following suggestions.

The bill states no lands or interests outside the exterior boundaries can be taken. There is a problem here. In 1966, we could exchange the words we have heard here today so far on the trail system with the words, "Indiana Dunes National Lake Shore," where

there was not an intent to take anybody's home. It was going to be strictly willing seller. It was going to be strictly voluntary and strictly cooperative.

The end result was Thursday, September 5th, the U.S. Park Service evicts woman and son. Despite all the promises, things tend to change in Congress over the years, and I don't know if anybody on this committee was here when that happened, but this is one of over 700—and this is national parks figures, people who have lost their homes and business in the Indiana Dunes National Lake Shore. And I would like to present the Chairman, I will leave it with the committee, a video tape of the Federal marshals pulling the moving van up in front of the house, escorting her out of the house and moving her lifetime possessions out.

Other examples—this type of legislation is always subject to future editions and changes and other examples include view scapes, sound scapes, easements, covenants, buffer zones, and, yes, the exemption from condemnation gets lifted. The Appalachian trail serves as a good example of how original trail acts tend to get expanded by these types of legislative devices.

I have with me today Mr. David Guernsey, who can answer questions in detail because he was here when this happened and he also made this a part of the record of this committee, and we talk here that the provisions in National Trail System Act of 1968, the Park Service was to put up a 1,000-foot corridor to protect the Appalachian trail.

They offered to donate the land and the Park Service said, no, and I see my yellow light went on here and I want to get some other things so maybe we can address that in questions. Two, the second suggestion I have is we put a sunset clause of some sort on there so that this proposed plan doesn't drag on and on and on and on for years. Thirdly, the provision to enter into arrangements with the trail-wide nonprofit organization is just unacceptable. If the trail system is to have any chance of success, I would suggest we look at the Indiana Rails to Trails Act that was passed last summer. It was very, very successful and it was agreed to by all and there are several things in there that I bring to your attention, the first of which is that any proposed trail had to have the official approval and participation of every unit of local government through which the trail passed.

I have heard lots of testimony here today that everybody is in favor of this. Nobody asked me. I did an instant poll with 300 property rights and resource organizations on Sunday when I was telling them about this bill and not a single one of the organizations was contacted or asked about this. Despite the immense amount of planning, these groups are being ignored. If it is to have any chance of success, that needs to be included. There is also a little thing called a fence requirement that takes care of the liability.

Any property owner, who is adjacent, and that is an issue we haven't addressed here today, is the adjacent property owners, have issues of privacy and liability. In Indiana, any property owner who requests a fence, that is a trail organization, is responsible for putting that privacy fence up, which then, of course, limits the liability. So it brings us down to the three basic questions: Do we

want it, and who is we? Does this include all affected parties? Do we need it? And I think we need to differentiate, especially in today's budgetary times, between the wants and the needs. We face that every day with our own township.

And thirdly, can we afford it? There is no mention in the bill about moneys, but I am already hearing a figure of 360,000 here, 200,000 there, so this committee has a really tough decision to make. Is the trail more important than our parents' social security? Is the trail more important than the medicare? Is the trail more important than maybe giving some of the taxpayer money back to the American public? Thank you for allowing me to testify today. I will be glad to answer any questions.

[The statement of Mr. Theis can be found at the end of the hearing.]

Mr. HANSEN. Thank you, Mr. Theis.

Mr. Lock, we will recognize you, sir.

STATEMENT OF LEONARD E. LOCK

Mr. LOCK. Mr. Chairman and Members of Congress, my name is Leonard Lock. I am from Ottawa, Illinois, which is the site of the first Lincoln-Douglas debate, and since there is a question on the floor concerning the name of the trail, I will try to address that issue, if I may.

Tom Gilbert, who I talk to on the telephone all the time, wrote: "As you know, Lincoln heritage is one of the several important themes of the proposed Illinois National Historic Trail, along with Mississippian Indian culture, French exploration and transportation." I am going to submit a proposal that will include all of those, and, also, eventually, include the Congressman from Kentucky, that the Lincoln National Historical Trail, this would be Phase 1. Phase 2 would go from Springfield to Vincennes, Indiana, to of course, his birth place in Kentucky. All of these could be incorporated. This could be phase one.

Lincoln was a Member of Congress, as you know, and he made a very important statement June 20, 1848, when he said that sugar had been, for the first time, shipped from New Orleans to Buffalo, New York. There was a navigational gap in the Nation, and the canal, which is the ditch that put Chicago on the map, made that become a reality.

Most of this information is included in my written statement, and I am going to include that so that this should be read to get the full impact. And as Congressmen, I am not trying to tell you what to do, but Abraham Lincoln was a master at satire, and some of these were hilarious. What he did to the former Attorney General that was a member of the legislature in the old capital in Vandalia, Illinois, is hilarious. I urge you to read it. He also did the same thing to David Dudley Field at the Chicago Rivers and Harbors Convention in 1847, where 10,000 people came.

Lincoln wanted to be Illinois DeWitt Clinton. When he first ran for public office, and incidentally he was defeated, he said he supported internal improvements. He never changed that, to his Presidency and his two annual messages to Congress. He told his friend Joshua Speed in Springfield that ran a store, he wanted to be Illinois DeWitt Clinton. And he also made a speech in Vandalia, he

made it in Congress and he made it for the Chicago Rivers and Harbors Convention. So he was associated with the canal.

For example, he came to hearings in my hometown of Ottawa for legal claims against the canal. He also took a trip down the canal with his family. He was in Washington, DC as a Congressman. He went to Buffalo, and then he came down to the Great Lakes and went down the entire canal on October 8, 1848, and he went as far as Peoria, of course from LaSalle, Peru, he went by steamboat, then went to Peoria, Illinois, and then by stagecoach to his own home.

And here, to include everyone, for example, if I just may take, the State of Illinois obtains its name from the great Village of the Illinois, from which there was an SOS out a few years ago, that is Save Our Site, and it was purchased by the State, and that is where the Mission of the Immaculate Conception occurred, and that is Pere Marquette. The other trails would be the Chicago Portage, Pere Marquette, W.D. Boyce, and Chief Shabbonah and Lincoln-Douglas Debate Trail.

And here are all the various things regarding the entire trail, the Illinois-Michigan Canal, the Illinois River, and the branch to Springfield. Presidential messages to the Congress are rarely noted for their literary significance, but the annual message to Congress of December 1, 1862, is Lincoln's literary masterpiece.

In that, President Lincoln said (Dec. 1, 1862): "The military and commercial importance of enlarging the Illinois-Michigan Canal and improving the Illinois River is presented in the report of Colonel Webster to the Secretary of War, and now transmitted to Congress. I respectfully ask attention to it."

The story of the canal and the Illinois River is a story of Illinois and the Nation. This historic travel began the transformation of a backwards wilderness into the world's richest reservoir of civilization's blessing. The work of the pioneers should be preserved and woven into the cultural life of present and future citizens of the Nation, for school children in Illinois and across the Nation and throughout the world sing:

"We have an old mule named Sal. We want to ride on Mr. Lincoln's national historic trail." And in conclusion, this may be one of the logos for the Lincoln National Historic Trail, which would eventually include Illinois, Indiana and Kentucky. In conclusion, I might add, I have been told many times that a foreign visitor coming in to the United States is first interested in seeing Disney Land, second, the Lincoln site.

[The statement of Mr. Lock can be found at the end of the hearing.]

Mr. HANSEN. Well, thank you very much. Mr. Bereuter.

Mr. BEREUTER. I have no questions, Mr. Chairman.

Mr. HANSEN. Mr. Vento.

Mr. VENTO. Well, Mr. Chairman, I commented earlier about the motorized versus nonmotorized aspect. How do you envision, Mr. Lukei, the relationship in terms of motorized versus other uses of the trail? Important uses like straight line roller blades.

Mr. LUKEI. Actual recreational and motorized uses only two or three small sections of the trail, one in southwest Utah, on the Piute Trail, which is actually an ATV trail, and the other are two

trails in which snowmobiles are allowed. One is a Hoover Valley Nature Trail and one of the other trails in Iowa.

There is a distinction between motorized recreational use. We are on a number of roads. They are mostly back country, farm-to-market roads, on which recreational vehicles, such as ATVs and snowmobiles are illegal, that is why they are called off-road vehicles. Therefore, the roads we are on are roads which hiking, bicycling and horseback riding are legal activities.

I would also point out that while currently the route is about one one-third on existing trails, one-third on some type of dirt or gravel road and many are roads that have limited access like Forest Service roads, and in Nebraska, the irrigation system out there has maintenance roads which allow recreational use on them and we follow some of those irrigation roadways, and the others are back-country roads that, again, recreational motor use are not permitted on.

So this is intended to be a nonmotorized recreational trail. There is very little conflict in those areas with respect to motorized use. Actually, in Mr. Hansen's State of Utah, we were intentionally routed on the Piute Trail near Circleville, by the Forest Service and by the local citizens who built that trail.

Mr. VENTO. I understand that. I know even in the State of Minnesota, we have 15,000 miles of snowmobile trail and sometimes there is a common use with the snowmobile and cross-country skiers and other types of uses. And we found out, because snowmobiles have sort of a cleat in the track that they actually cause a lot of damage to the trail, you know, so they wear it down and the maintenance costs have gone up, but they do pay a certain fee and so forth so it can be maintained. But it is increasingly an issue even there, much less within the voyagers.

Mr. Theis, we were pleased to find our way up here together today and I read your testimony and I noticed that you feel the Federal Government shouldn't be involved in any type of recreation activities because you think we have more important tasks. I suppose you made an exception for fishing, didn't you.

Mr. THEIS. As a matter of fact, I didn't.

Mr. VENTO. We were talking about fishing in Lake Michigan and we talked about doing it in Lake Superior or some other puddle in Minnesota, but you realize there is a lot of effort and investment in terms of recreation in sport fishing by the Federal Government, Fish and Wildlife Service, and, you know, dealing with invasive species and a lot of other aspects.

Obviously fishing in Lake Michigan would look a lot different if we didn't do something about things that occur there, ruffies and the invasive species. I am trying to think of the other muscles, zebra muscles. Actually, you think we ought to get out of it and let someone else do it. You were talking about sport fishing. You are not a commercial fisherman, are you?

Mr. THEIS. I am sport fisher. It is my understanding in Indiana the stalking and taking care of the lake is done by the DNR and we are required to pay a fishing license and the better part of that money goes toward that activity, so in a sense, all the sports fishermen are paying their own way.

Mr. VENTO. We would all like to think that, but if you look a little closer, you will find that general taxpayers pay a lot. We would like to think they could pay their own way, and I suppose some trail users feel they pay their way when they pay the income tax, too.

Mr. THEIS. The State DNR, at least in Indiana, is constantly making the legislature to raise the fishing license so they can cover the cost, so I think a significant part is taken care of that way.

Mr. VENTO. We hear a lot about it. We went through a process of raising fees for entrance users and any other way we can extract it to the point we are now getting backlash from some corridors, Mr. Chairman, about that, as they are implemented. It is interesting to me, the Forest Service, they always look better in Washington than they look on the ground in Minnesota and I would say in Utah it is different, but in any case, I think they pay 10 or 15 percent at the most of what the cost is of running some of the agencies. And I think the same would be true of some of the forests or the Fish and Wildlife Service, which we as sports persons depend upon. I don't object to it, I just wanted to make the observation. I understand your concerns and I just think that that one ought to receive a little more consideration.

Mr. HANSEN. Did you want to respond, Mr. Theis?

Mr. THEIS. Yes, I will respond and another comment comes to mind, Mr. Chairman, if I can take a minute to do that. I think maybe in the interest of fairness, if we are going to have fishing and hunting licenses for fishing and hunting people, maybe we should consider having hiking licenses for the hiking people so it is at least partially subsidized. But on another thought, as I listen here today, and I have done my research, a thought has come to mind. There is an alternative here to all of this.

If nobody is objecting to the idea of a trail of a national significance and historic and good idea, the objection is what it might become above and beyond that. Well, that if that is really the only purpose for it, maybe we don't need legislation, and the idea came to mind, as Mr. Bereuter talked about the Lewis and Clark Trail. Senate Resolution 57 said God bless the Lewis and Clark Trail. It is nationally significant. It is wonderful and we want to recognize it, and that was the end of it. And perhaps with the trail, all we need is a resolution, rather than a legislation that might be expanded and eventually lead to condemnation of property and whatever.

Mr. VENTO. Mr. Chairman, we can reduce ourselves to passing commemoratives and probably everybody would be happy because we wouldn't do anything for or to someone. I want to comment on the Illinois River Trail and I appreciate the work that has been done by the witness, Mr. Lock, on this issue, but much of what you talk about, of course, is the Illinois-Michigan Canal, and so I guess, again, I will reiterate, you did explain a logic where you were going to connect the birth place and the boyhood home and the Springfield site so maybe you want to comment about that further for me.

Mr. LOCK. Yes, I would. I have a photostatic copy of—the Lincoln National Life Foundation has done a study including all the trails, and so has Lloyd Ostenkoff in the back of his book, regarding Lincoln and his entire life and that includes, Illinois, Indiana and Ken-

tucky, the major States. That should be a goal of Congress, very long-term, and this could certainly be phase one, and I think it is equally as important. I think the debate site in Ottawa is equally as important as his birth place in Kentucky and I would support both.

If I may enter into the record, I did bring this along for the Library of Congress and all of Congress. It is called *Lincoln's Connection with the Illinois Michigan Canal and* (also includes) *the Illinois River, his return to Congress and his Invention* and there was an Abe Lincoln boat that went out of Morris, Illinois, and this is available and I will give it to the Chairman for everyone in Congress.

Mr. HANSEN. Thank you. Mr. Weller.

Mr. WELLER. Just a brief comment. I think Mr. Lock, who is a scholar and a noted historian in the area with his knowledge of Lincoln, has done a fine job of reinforcing Abraham Lincoln's connection with Illinois and an area that would be included in the national trail, and I want to thank you for including Mr. Lock and giving him the opportunity to testify today.

Mr. HANSEN. Thank you.

Mr. Pickett.

Mr. PICKETT. Thank you, Mr. Chairman. I notice that this legislation places the administration of this trail system under the Secretary of the Interior, in cooperation with a competent trail-wide, nonprofit organization, and other affected land managing agencies. Mr. Lukei, I noticed that you were the national coordinator for the American Discovery Trail Society.

How do you feel about this arrangement and do you think adequate provision is being made to involve the various voluntary organizations that are concerned with trails and hiking?

Mr. LUKEI. Yes, sir, I certainly do, and in fact the model that is used worldwide for the management of trails is a model established by the Appalachian Trail and while we are not building a trail that is identified as a remotely located trail, the management of that trail is a model for it and the reason for that is, as Katherine Stevenson, from the Park Service pointed out, the agencies need one lead agency or one nonprofit organization, with which they can communicate and enter into agreements.

There are actually 63 organizations that have responsibility for maintaining and managing parts of the Appalachian Trail, but they all operate under the umbrella organization of the Appalachian Trail Conference. We foresee a very similar management situation with respect to the American Discovery Trail. There would be one nationwide organization, the American Discovery Trail Society, which would have the overall responsibility and the umbrella responsibility, working with the 150 or so organizations that we have already identified along the route. I think that is not only a very efficient way, but it is the most effective way and the Appalachian Trail has shown that is the way to manage these long distance trails.

Mr. PICKETT. Thank you very much. I know the Appalachian Trail has a great record of being a very successful undertaking and if that is going to be used as a model, I feel better about the way this legislation is going to be administered. I want to thank the

witnesses for being here today and for offering their testimony concerning this legislation.

Mr. HANSEN. Thank you. Appreciate the gentleman's comments. You have all raised some very interesting questions. This committee has wrestled with many of the problems concerning how we do trails. We are talking designated trails here, but there are trails through public lands and private land, all over the 50 States, basically.

The question, Mr. Lukie, you brought up motorized vehicles. It is tough to determine. Go to the 1964 Wilderness Act. It doesn't say motorized, contrary to popular belief. It says mechanized, so when some of these go through a wilderness area, frankly, we really don't even have a decision yet what is mechanized. It is to the eye of the beholder. And to some people—is a backpack still mechanized? The question came up in this committee and we argued it for 40 minutes one day.

I guess technically it is. Is an oarlock mechanized when a river goes through a wilderness area? Technically, I guess it is. There are very few things you can take, maybe like our Native Americans, you wouldn't take too much. The question comes up, when you are going parallel to an existing road, why not used a mechanized vehicle or a motorized vehicle, even, these little motor scooter-type things or motorized mountain bikes, I think they call them Hondas or Yamahas or whatever they are, and the question comes up by many of the bikers, and biking is a big thing.

As you know, in the State of Utah, Mohab has turned into what is a biking capital. There are thousands of mountain bikes. Everyone has to have a $1,000 mountain bike now that is made out of things that only went to the moon a few years ago and that is light and can do the whole bit. We used to by Schwinn bicycles for $50. Now, all my kids, they all have to have these mountain bikes that are made out of things that I don't even understand.

So the problem comes down to, because it is really kind of a tacky problem, and I appreciate all of you folks addressing some of these problems. We have to sit here and either turn our heads or put our heads in the sand or make legislation that has a lot to do with thousands and millions of folks. So you have to be kind of careful on these things.

You folks are talking designated trails, that is one thing. Look at the trails that are sandwiched all over America and Alaska. It is amazing to me, and any suggestions you may have concerning that would be more than welcome. The question on both of these bills, I always admire my two colleagues who have come up with these. These are bold, innovative, stimulating, intriguing ideas, but they are always fraught with a few problems in them, and the ones that are going to leap out on these bills, especially Mr. Bereuter's bill, will be acquiring private property.

There is a lot to be said for what the government should be in and what it shouldn't be in, I don't argue that. The 10th amendment is clear on that, even though I think from the days of FDR, the 10th amendment is a dinosaur, but it shouldn't be. What do we exempt and what don't we exempt? I just want to thank my two colleagues for very intriguing and interesting pieces of legislation

that they brought up and we will look forward to see how these progress.

The gentleman from Nebraska.

Mr. BEREUTER. Mr. Chairman, may I conclude by thanking you for a hearing on the bill, 588. I would remind the subcommittee what Daniel Burnham said when he laid out the plans for Chicago after it burned down: Make no small plans. I like Mr. Lukie's response to the question raised just a few minutes ago about the cosponsorship with the reference to the, what we call out in the West, Mr. Pickett, the Appalachian, but I know you said Appalachian, regional trail, and you ought to be right, I suppose, since you live closer to it. But I do think the experience there has demonstrated why, in the dispute between the Forest Service and Park Service, the sponsor of the legislation comes down on the sides of the Park Service, believing there should be a single nonprofit organization, which would work with a whole variety of other local organizations which provide the volunteer, the labor and the skill and the care for the trail. Again, thank you very much.

Mr. HANSEN. I thank you, gentlemen. Let me just point out that what is done around here is predicated on who wants to get something accomplished. I noticed some of our witnesses talked about NEPA, the Wilderness Act, FLPMA, all of those are very important Acts. However, maybe it doesn't prohibit the President of United States from completely violating those things on September 18, 1996, and putting 1.7 million acres of monument to the State of Utah, which doesn't fit any of the criteria, which is my plug to change the antiquities law, which I will be bringing to the floor in a short time.

Mr. BEREUTER. Will the Chairman yield just one more time?

Mr. HANSEN. I will yield.

Mr. BEREUTER. I notice I am seated in Mr. Pombo's seat and that is one more reason to exercise caution on the private land issue.

Mr. HANSEN. Let me just add my thanks to my colleagues and witnesses and all the folks who have made a point to be here today. We appreciate you coming and it has been very informative, and I am looking forward to reading the information that Mr. Lock has brought up. I hope I have the opportunity to read that, kind of being a history buff on the gentleman we are talking about.

Thank you very much. This hearing will stand adjourned.

[Whereupon, at 11:51 a.m., the subcommittee was adjourned.]

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105TH CONGRESS
1ST SESSION

H. R. 588

To amend the National Trails System Act to create a new category of long-distance trails to be known as national discovery trails, to authorize the American Discovery Trail as the first trail in that category, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 5, 1997

Mr. BEREUTER (for himself, Mr. CASTLE, Mr. COSTELLO, Mrs. KELLY, Mr. HASTINGS of Florida, Mr. HAMILTON, Mr. PICKETT, Mr. MCINTOSH, Mr. BUNNING, Mr. EVANS, Mr. DAN SCHAEFER of Colorado, Mr. HEFLEY, Mr. FROST, Mr. MOLLOHAN, Ms. WOOLSEY, Mr. FALEOMAVAEGA, Mr. MILLER of California, Ms. NORTON, Mr. SKAGGS, Mr. POSHARD, Mr. FAZIO of California, Mr. DAVIS of Illinois, Mr. STARK, Mr. BARRETT of Nebraska, Mr. MORAN of Virginia, Mr. LIPINSKI, Mr. VENTO, Mr. EHLERS, Mr. WELLER, Mr. BOEHLERT, Mr. FAWELL, Mr. LEACH, Mrs. TAUSCHER, Ms. PELOSI, Mrs. MORELLA, Mr. RAHALL, and Mr. HINCHEY) introduced the following bill; which was referred to the Committee on Resources

---

A BILL

To amend the National Trails System Act to create a new category of long-distance trails to be known as national discovery trails, to authorize the American Discovery Trail as the first trail in that category, 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,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the "National Discovery
3 Trails Act of 1997".

4 **SEC. 2. NATIONAL TRAILS SYSTEM ACT AMENDMENTS.**

5 (a) NATIONAL DISCOVERY TRAILS ESTABLISHED.—
6 (1) IN GENERAL.—Section 3(a) of the National
7 Trails System Act (16 U.S.C. 1242(a)) is amended
8 by inserting after paragraph (4) the following:
9 "(5) National discovery trails, established as
10 provided in section 5, which will be extended, contin-
11 uous, interstate trails so located as to provide for
12 outstanding outdoor recreation and travel and to
13 connect representative examples of America's trails
14 and communities. National discovery trails should
15 provide for the conservation and enjoyment of sig-
16 nificant natural, cultural, and historic resources as-
17 sociated with each trail and should be so located as
18 to represent metropolitan, urban, rural, and
19 backcountry regions of the Nation.".

20 (2) FEASIBILITY REQUIREMENTS; COOPERATIVE
21 MANAGEMENT REQUIREMENT.—Section 5 of such
22 Act (16 U.S.C. 1244) is amended by adding at the
23 end the following new subsection:
24 "(g)(1) For purposes of subsection (b), a trail shall
25 not be considered feasible and desirable for designation

1 as a national discovery trail unless it meets all of the fol-
2 lowing criteria:
3 "(A) The trail must link to one or more areas
4 within the boundaries of a metropolitan area (as
5 those boundaries are determined under section
6 134(c) of title 23, United States Code). It should
7 also join with other trails, tying the National Trails
8 System to significant recreation and resources areas.
9 "(B) It must be supported by a competent
10 trailwide nonprofit organization. Each trail should
11 have extensive local and trailwide support by the
12 public, by user groups, and by affected State and
13 local governments.
14 "(C) It must be extended and pass through
15 more than one State. At a minimum, it should be a
16 continuous, walkable route.
17 "(2) The appropriate Secretary for each national dis-
18 covery trail shall administer the trail in cooperation with
19 a competent trailwide nonprofit organization.".
20 (b) DESIGNATION OF THE AMERICAN DISCOVERY
21 TRAIL AS A NATIONAL DISCOVERY TRAIL.—Section 5(a)
22 of such Act (16 U.S.C. 1244(a)) is amended—
23 (1) by redesignating the paragraph relating to
24 the California National Historic Trail as paragraph
25 (18);

1 (2) by redesignating the paragraph relating to
2 the Pony Express National Historic Trail as para-
3 graph (19); and
4 (3) by adding at the end the following:
5 "(20) The American Discovery Trail, a trail of
6 approximately 6,000 miles extending from Cape
7 Henlopen State Park in Delaware to Point Reyes
8 National Seashore in California, extending westward
9 through Delaware, Maryland, the District of Colum-
10 bia, West Virginia, Ohio, and Kentucky, where near
11 Cincinnati it splits into two routes. The Northern
12 Midwest route traverses Ohio, Indiana, Illinois,
13 Iowa, Nebraska, and Colorado, and the Southern
14 Midwest route traverses Indiana, Illinois, Missouri,
15 Kansas, and Colorado. After the two routes rejoin in
16 Denver, Colorado, the route continues through Colo-
17 rado, Utah, Nevada, and California. The trail is gen-
18 erally described in Volume 2 of the National Park
19 Service feasibility study dated June 1995 which
20 shall be on file and available for public inspection in
21 the office of the Director of the National Park Serv-
22 ice, Department of the Interior, the District of
23 Columbia. The American Discovery Trail shall be

1 administered by the Secretary of the Interior in co-
2 operation with a competent trailwide nonprofit orga-
3 nization and other affected land managing agencies.
4 No lands or interests outside the exterior boundaries
5 of federally administered areas may be acquired by
6 the Federal Government solely for the American
7 Discovery Trail. This trail is specifically exempted
8 from the provisions of sections 7(e), 7(f), and 7(g).".
9 (c) COMPREHENSIVE NATIONAL DISCOVERY TRAIL
10 PLAN.—Section 5 of such Act (16 U.S.C. 1244) is further
11 amended by adding at the end the following new sub-
12 section:
13 "(h) Within three complete fiscal years after the date
14 of enactment of any law designating a national discovery
15 trail, the administering Federal agency shall enter into ar-
16 rangements with a competent trailwide nonprofit organi-
17 zation to submit a comprehensive plan for the protection,
18 management, development, and use of the trail, to the
19 Committee on Resources of the United States House of
20 Representatives and the Committee on Energy and Natu-
21 ral Resources of the United States Senate. The Secretary
22 shall ensure that the comprehensive plan does not conflict
23 with any existing agency direction and that the nonprofit
24 organization consults with affected land managing agen-
25 cies, the Governors of the affected States, county and local

political jurisdictions, and local organizations maintaining components of the trail. Mandatory components of the comprehensive plan include—

"(1) specific objectives and practices to be observed in the administration and management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved, model agreements necessary for joint trail administration among and between interested parties, and an identified carrying capacity of the trail and a plan for its implementation;

"(2) a trail protection plan to preserve the values for which the trail is being established and recognized by the Federal Government;

"(3) general and site-specific development plans including anticipated costs; and

"(4) the process to be followed by the nonprofit organization, in cooperation with the appropriate Secretary, to implement the trail marking authorities in section 7(c) conforming to approved trail logo or emblem requirements.".

SEC. 3. CONFORMING AMENDMENTS.

The National Trails System Act is amended—

1 (1) in section 2(b) (16 U.S.C. 1241(b)), by
2 striking "scenic and historic" and inserting "scenic,
3 historic, and discovery";
4 (2) in the section heading to section 5 (16
5 U.S.C. 1244), by striking "**AND NATIONAL HIS-**
6 **TORIC**" and inserting "**, NATIONAL HISTORIC,**
7 **AND NATIONAL DISCOVERY**";
8 (3) in section 5(a) (16 U.S.C. 1244(a)), in the
9 matter preceding paragraph (1)—
10 (A) by striking "and national historic" and
11 inserting ", national historic, and national dis-
12 covery"; and
13 (B) by striking "and National Historic"
14 and inserting ", National Historic, and Na-
15 tional Discovery";
16 (4) in section 5(b) (16 U.S.C. 1244(b)), in the
17 matter preceding paragraph (1), by striking "or na-
18 tional historic" and inserting ", national historic, or
19 national discovery";
20 (5) in section 5(b)(3) (16 U.S.C. 1244(b)(3)),
21 by striking "or national historic" and inserting
22 ", national historic, or national discovery";
23 (6) in section 7(a)(2) (16 U.S.C. 1246(a)(2)),
24 by striking "and national historic" and inserting
25 ", national historic, and national discovery";

1 (7) in section 7(b) (16 U.S.C. 1246(b)), by
2 striking "or national historic" each place such term
3 appears and inserting ", national historic, or na-
4 tional discovery";
5 (8) in section 7(c) (16 U.S.C. 1246(c))—
6 (A) by striking "scenic or national his-
7 toric" each place it appears and inserting "sce-
8 nic, national historic, or national discovery";
9 (B) in the second proviso, by striking "sce-
10 nic, or national historic" and inserting "scenic,
11 national historic, or national discovery"; and
12 (C) by striking ", and national historic"
13 and inserting ", national historic, and national
14 discovery";
15 (9) in section 7(d) (16 U.S.C. 1246(d)), by
16 striking "or national historic" and inserting "na-
17 tional historic, or national discovery";
18 (10) in section 7(e) (16 U.S.C. 1246(e)), by
19 striking "or national historic" each place such term
20 appears and inserting ", national historic, or na-
21 tional discovery";
22 (11) in section 7(f)(2) (16 U.S.C. 1246(f)(2)),
23 by striking "National Scenic or Historic" and insert-
24 ing "national scenic, historic, or discovery trail";

1 (12) in section 7(h)(1) (16 U.S.C. 1246(h)(1)),
2 by striking "or national historic" and inserting "na-
3 tional historic, or national discovery"; and
4 (13) in section 7(i) (16 U.S.C. 1246(i)), by
5 striking "or national historic" and inserting "na-
6 tional historic, or national discovery".

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105TH CONGRESS
1ST SESSION

H. R. 1513

To amend the National Trails System Act to designate the Lincoln National Historic Trail as a component of the National Trails System.

IN THE HOUSE OF REPRESENTATIVES

MAY 1, 1997

Mr. WELLER (for himself, Mr. LIPINSKI, and Mr. POSHARD) introduced the following bill; which was referred to the Committee on Resources

---

A BILL

To amend the National Trails System Act to designate the Lincoln National Historic Trail as a component of the National Trails System.

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

SECTION 1. DESIGNATION.

Section 5(a) of the National Trails System Act (16 U.S.C. 1244(a)) is amended by adding the following new paragraph at the end thereof:

"( ) The Lincoln National Historic Trail, a trail of approximately 350 miles extending from Lake Michigan to the Mississippi River, as generally described in 'The Proposal' in the Department of

1 the Interior report entitled 'Illinois Trail, National
2 Trail Feasibility Study and Environmental Assess-
3 ment', dated September 1987, with an extension of
4 the water route down the Mississippi River to con-
5 nect with the Lewis and Clark National Historic
6 Trail near Wood River, Illinois. A map generally de-
7 picting the route shall be on file and available for
8 public inspection in the Office of the Director of the
9 National Park Service, Washington, District of Co-
10 lumbia. The trail shall be administered by the Sec-
11 retary of the Interior.".

12 **SEC. 2. STUDY TRAIL.**

13 Section 5(c) of the National Trails System Act (16
14 U.S.C. 1244(c)) is amended by adding the following new
15 paragraph at the end thereof:

16 "( ) An extension of the water route Lincoln
17 National Historic Trail, down the Sangamon River
18 from Beardstown to Springfield.".

○

BRIEFING ON H. R. 1513
A bill to amend the National Trails System act of 1968 to designate the Lincoln National Historic Trail as a component of the National Trails System

H. R. 1513 was introduced by Mr. Weller on May 1, 1997. Original co-sponsors include Mr. Lipinski and Mr Poshard.

This bill would authorize the Lincoln National Historic Trail in the State of Illinois. The trail consists of a 350 mile route from Lake Michigan to the Mississippi River, generally following the Illinois River and the Illinois and Michigan Canal Heritage Corridor. I this the intent of the sponsors to promote the legacy of Abraham Lincoln in the State of Illinois and the Nation, and would emphasize important existing historic and cultural sites along the rout (SEE ATTACHED MAP).

The bill would also authorize an additional study by the National Park Service to extend this trail along the water route down the Sangamon River from Beardstown to Springfield, Illinois.

This would seem to be a routine designation of a National Historic Trail, however, there are several interesting facts relating to this trail. First, the National Park Service feasibility study/environmental assessment studied this trail as the Illinois Trail, not the Lincoln Trail. . The study found that this trail is highly feasible because the proposed historic route is an existing navigable waterway with numerous points of access and interest. The acquisition costs of any additional land are considered minimal (less than $500,000), with annual operation and maintenance of $450,000). The National Park Service would administer the trail on behalf of the Secretary of the Interior. The State of Illinois would coordinate trail and facility development by local jurisdictions, and develop and manage its own areas along the trail. The U.S. Army Corps of Engineers would participate as operators of the Illinois Waterway, and there is strong local, regional, and private non-profit organization support. Also, coordination would be forthcoming from the Illinois and Michigan Canal National Heritage Corridor Commission.

The Department of the Interior supports enactment of H.R. 1513, but only if amended, to change the name and focus of the designated trail to address the broader historic uses of the Illinois Trail and not be limited to just the uses associated with Abraham Lincoln.

STATEMENT OF ELLEN DUDLEY AND ERIC SEABORG

MEMBERS OF THE ORIGINAL TEAM THAT SCOUTED

THE AMERICAN DISCOVERY TRAIL ROUTE (1990-91)

PRESENTED TO THE UNITED STATES HOUSE OF REPRESENTATIVES

RESOURCES COMMITTEE
SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS

JUNE 10, 1997

SUBJECT: H.R. 588

THE NATIONAL DISCOVERY TRAILS ACT OF 1997

Seven years ago this month, in June of 1990, we dipped our toes in the Pacific Ocean north of San Francisco and took our first steps eastward to explore a route for what would become the country's first ocean-to-ocean trail--the American Discovery Trail.

Fourteen months and 4,835 miles later we waded into the Atlantic, having trekked from California to Delaware to test and document this transcontinental trail for hikers, bicyclists, and horseback riders--in short, a Route 66 for the non-motorized traveler.

We were members of the three-person trail-scouting team organized by Backpacker magazine and the American Hiking Society, given the mission of traversing the entire proposed American Discovery Trail under our own power--hiking or bicycling every mile--and taking detailed notes so others could follow in our footsteps.

In scouting the route, we relied on the recommendations of individuals, local organizations, local businesses, and local, state, and federal officials in each of the states along the trail route. They suggested routes for us to test--linking hiking trails and country roads, jeep tracks and rail trails, towpaths and dirt roads, small town sidewalks and big city greenways.

As a result of the efforts of countless people all across the country, there is now a perfect transcontinental pathway for the non-motorized traveler, a way for those who would like to experience this country in a way not possible speeding along a highway encased in a steel cocoon. Now people can discover America the old-fashioned way, slowly, out in the open, under the sky.

The benefits of this "slice of Americana" trail are many, both tangible and intangible.

First of all, the most tangible benefit: Trails attract tourists, and businesses that cater to trail travelers are already springing up on many sections of the American Discovery Trail, generating much needed income in small towns, mountain hollows, farmlands and ranchlands. For example, restaurants, snack shops, bike shops, and bed-and-breakfasts have opened along the rail-trail portions of the American Discovery Trail in West Virginia and Missouri.

Because this trail links mountaintops with Main Streets, people of all ages and abilities are able to touch the lands and

meet the people just as we did, not just in remote wilderness areas but in settlements and towns all across the heart of this country. And just as we did, they are able to relive the history, enjoy the beauty, and bask in the friendliness of the warmhearted people who dwell along this trail route that crosses the real heart of America--far away from tourist meccas and interstate exits.

That chance for people-to-people exchanges is perhaps the greatest benefit of the American Discovery Trail.

In earlier times, Americans met one another far more easily, exchanging greetings as they strolled their town sidewalks and country lanes. Today, as citizens we have become isolated from one another in so many ways, but especially as we travel around in our automobiles, both in our daily lives and on our vacations.

The American Discovery Trail offers an opportunity for people--especially those from cities--to rediscover the warmth and friendliness that has always been the heart and soul of this country. In effect, this trail could become "America's sidewalk" where city folk and farmers, ranchers, cowboys, and people from small towns can meet and talk.

The American Discovery Trail offers a chance for everyone--young and old alike--to:

o discover, as we did, beauty where we least expected it, in the unsung deserts, plains, and prairies;

o discover, as we did, our country's heritage, crossing deserts like the Pony Express riders, high plains like the Santa Fe Trail traders, Sierra foothills like the Gold Rush prospectors, mountains and prairies like the early explorers and pioneers;

o discover, as we did, a new love for their country and fellow citizens.

All across the country--month after month for more than a year--we were sustained by the friendliness, warmth, and generosity of people who had no idea of who we were but saw that we were lost, hungry, or cold. We wrote a recently published book about our heartwarming experiences. Its title is "American Discoveries" (Mountaineers Books, 1996) but our first choice for a title was "The Kindness of Strangers" because that is the essence of the American Discovery Trail experience.

Including the American Discovery Trail in the national trails system and creating a new category of national discovery trails will be a gift to our children--a lasting legacy that will provide an opportunity for them to discover the best about our country--its history, beauty, and, most of all, a spirit of kinship with their fellow Americans.

STATEMENT OF KATHERINE H. STEVENSON, ASSOCIATE DIRECTOR, CULTURAL RESOURCE STEWARDSHIP AND PARTNERSHIPS, NATIONAL PARK SERVICE, DEPARTMENT OF INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS OF THE HOUSE COMMITTEE ON RESOURCES, ON H.R. 1513, A BILL TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO DESIGNATE THE LINCOLN NATIONAL HISTORIC TRAIL AS A COMPONENT OF THE NATIONAL TRAILS SYSTEM.

JUNE 10, 1997

Mr. Chairman, thank you for the opportunity to appear before your committee today regarding H.R. 1513, a bill to amend the National Trails System to designate the Lincoln National Historic Trail as a component of the National Trails System.

The Department of the Interior supports enactment of H.R. 1513, but only if amended to change the name and focus of the designated trail to address the broader historic uses of the Illinois Trail and not be limited to just the uses associated with Abraham Lincoln. In large measure, the proposal you have before you in this bill is the proposal in the national trail feasibility study report for the "Illinois Trail" that was transmitted to Congress by then-Secretary of the Interior Manuel Lujan, Jr., on September 12, 1991. The study was conducted between the years 1984 and 1987.

The report was prepared by the National Park Service, in conjunction with the State of Illinois, in response to a 1983 amendment to the National Trails System Act (16 U.S.C. 1244(c)(26)) directing the Secretary of the Interior to determine the feasibility and desirability of establishing the "Illinois Trail" route as a National Scenic or National Historic Trail. The approximately 300-mile route was described in the legislation as "extending from the Lewis and Clark

Trail at Wood River, Illinois, to the Chicago Portage National Historic Site, generally following the Illinois River and the Illinois and Michigan Canal."

The report contains a proposal for a National Historic Trail consisting of the historic water route between Lake Michigan and the Mississippi River and a parallel land trail between LaSalle-Peru and the Chicago Portage in Summit. If authorized by Congress, a plan would be prepared to provide for development and management of river access areas and facilities to enhance recreational boating on the historic waterway, as well as interpretive facilities at appropriate sites along and near the waterway to explain the trail's historical use as a route of exploration, trade and commerce, transportation and communication, and migration and settlement. Specific details about the development and management of the trail would be determined through the process of developing the plan. Implementation of the plan would be a partnership effort among all public and private interests with the National Park Service providing overall coordination and direction. If the Trail were administered by the National Park Service, operating costs could range from $150,000 to $300,000 a year. Funding for this addition to the National Trails System is not currently assumed in outyear budget estimates. Establishment of this new trail, even if authorized by Congress, would be contingent on Administration priorities and available resources.

H.R. 1513 takes the trail proposal in the report and renames it the "Lincoln" National Historic Trail. It also proposes studying an addition to the route evaluated in the feasibility study to connect Springfield, Illinois, a center of importance in the life of Abraham Lincoln, to the Illinois River route.

In transmitting the report to you in 1991, the Department of the Interior included draft legislation to authorize the Illinois National Historic Trail. We still support authorization of the trail under that name.

We have concerns, however, about the proposal to authorize this concept as the Lincoln National Historic Trail. While our evaluation of the route's eligibility for authorization as a national historic trail did note several connections to the life of Abraham Lincoln, we do not believe that the criteria in the National Trails System Act would support designation of this historic route under the name Lincoln, as proposed in H.R. 1513.

To qualify as a national historic trail, a route must meet three criteria (16 U.S.C. 1244(b)(11)):

"(A) It must be a trail or route established by historic use and be historically significant as a result of that use.

"(B) It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, exploration, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of native Americans may be included.

"(C) It must have significant potential for public recreational use or historic interest based on historic interpretation and appreciation. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under this category."

The nationally significant historic use of the Illinois Trail route identified by the National Park Service and others who participated in the study was the use of the Illinois River for commerce and transportation from prehistoric periods to the present day. The river was a main route of transportation and communication for prehistoric Indians from the Woodland (1000 B.C.-A.D. 700) and Mississippian (A.D. 700-1600) periods. The first Europeans to the Illinois River valley, the Frenchmen Jacques Marquette and Louis Joliet, recognized the value of the river as a main thoroughfare in connecting the Mississippi River to the Great Lakes. For a time the French centered their western administrative headquarters, called Fort St. Louis, along the river at Starved Rock and then later at Lake Peoria.

Navigational improvements to this route began in the early 19th century. Early efforts focused on construction of a canal between the south branch of the Chicago River and the head of navigation on the Illinois River at LaSalle. As a state legislator from 1834 to 1842, Abraham Lincoln gave wholehearted support for building the canal. Completion of the Illinois and Michigan Canal propelled Chicago into a position of national economic importance. After the Civil War, the State of Illinois and Federal Government began work to complete a slack water system of four locks and dams. Improvements have continued to the present day. Each year since the second World War, the waterway has seen increased growth in barge traffic. As a result, the water route from the Mississippi River to Lake Michigan has outstripped its own importance of any previous time as one of the nation's leading waterways.

The national significance of the Illinois River/Illinois and Michigan Canal water route is evidenced by its relative importance during the prehistoric and historic periods of use. The concentration of Woodland and Mississippian Indian village sites and burial mounds in the lower Illinois River valley and the location of Cahokia Mounds (capital of the Mississippian culture) a few miles south of the study route exhibit the great importance of the river and its valley to these cultures.

The reason for the Illinois River's prominence, during the French and subsequent periods, is that it afforded the shortest and most easily manipulated portage between the Mississippi River watershed and the lower Great Lakes. This aspect of the Illinois waterway's importance is commemorated and interpreted at the Chicago Portage National Historic Site. Other canals, such as the Ohio and Erie, the Miami and Erie, and the Wabash and Erie, were built between the Mississippi or its major tributaries and the Great Lakes, but because of its importance and economic value, only the linkage made by the Illinois and Michigan Canal remains in use today by means of its modern day successor--the Chicago Sanitary and Ship Canal. In time, both of these canals were supplemented by locks and dams to overcome seasonal low-water problems on the remainder of the Illinois Waterway. Today, the original linkage is being commemorated and preserved as the Illinois and Michigan Canal National Heritage Corridor.

As just described, the historic use and significance of this route spans a much greater time period than the life of Abraham Lincoln. While not minimizing in any way the contributions of Abraham Lincoln to the history of our country, we believe that focusing merely on the connections he had with this historic route in its designation would diminish the importance of the many other

elements of history and prehistory found along the route. Indeed, if the determination of the historic use of this route and the national significance of that use on broad patterns of American history is limited to Lincoln's connection to it, we doubt that the route would qualify as a national historic trail.

Consequently, we recommend that in authorizing a national historic trail along the Illinois River and waterway route, the name "Illinois" be given to the designation. Accordingly, we also recommend that the section 2, authorizing an additional study of the Sangamon River from Beardstown to Springfield, be deleted.

We appreciate the opportunity to testify and would be glad to answer any questions you may have.

STATEMENT OF KATHERINE H. STEVENSON, ASSOCIATE DIRECTOR, CULTURAL RESOURCE STEWARDSHIP AND PARTNERSHIPS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS OF THE HOUSE COMMITTEE ON RESOURCES, ON H.R. 588, THE NATIONAL DISCOVERY TRAILS ACT OF 1997.

JUNE 10, 1997

Mr. Chairman, thank you for the opportunity to appear before this committee to present the Department's views on H.R. 588, the National Discovery Trails Act of 1997.

We support enactment of H.R. 588 if amended according to our testimony. We strongly support the concept of the American Discovery Trail and believe that the best way to integrate it into the existing National Trails System is through carefully establishing a new category of national discovery long-distance trails.

The American Discovery Trail (ADT) was proposed in 1990 as a continuous mid-continent, coast-to-coast trail to link metropolitan areas to the Nation's major long-distance trails, as well as to shorter local and regional trails. It was envisioned by its founders as a strong backbone for America's National Trails System.

In October 1992, through P.L. 102-461, Congress directed the Secretary of the Interior to study the feasibility and desirability of adding the ADT to the National Trails System. This study was completed in December, 1995, and submitted to Congress last year. The ADT route, as described in this legislation and mapped in the feasibility study, extends for over 6,000 miles from Cape Henlopen

State Park in Delaware to Point Reyes National Seashore in California, crossing the states of Nevada, Utah, Colorado, Nebraska, Kansas, Iowa, Missouri, Illinois, Indiana, Ohio, a bit of Kentucky, West Virginia, Maryland, and the District of Columbia.

The feasibility study team visited many parts of the Trail's route, analyzed its purposes and goals as a stand-alone project and as an integral part of the National Trails System. They developed the following three alternatives based on their findings:

Alternative 1 examined the ADT as a potential national scenic trail.

Alternative 2 recognized the unique characteristics of this trail and suggested a new category of trail within the National Trails System.

Alternative 3 explored taking no Federal action.

H.R. 588 is based on Alternative 2, a new category of long-distance trail.

We believe that the National Trails System can be improved by adding this new category, which links America's cities together, is open to a variety of trail users (as determined by local conditions), and relies on a relationship of equals between the Federal Government and a nonprofit partner. However, such trails

must be limited to those that meet specific requirements and are of national interest and significance.

If created as proposed in this legislation, the ADT, as well as the new category of national discovery trails, will further the goals of the National Trails System in several significant ways -- ways which help update the System to reflect current popular and political realities. The ADT will:

1) link America's long-distance trails to a variety of cities and towns, thereby providing population centers direct access to our Nation's remarkable trails system;

2) welcome into the National Trails System a new category of trails for which the primary responsibility for protecting and maintaining these trails lies not with the Federal Government, but with others;

3) be built largely upon existing trails and trail systems, thereby eliminating the need for Federal acquisition; and

4) require that an effective private-sector partner is present from the start, rather than following designation. It is our experience that trails created without such partners tend to flounder and do not serve the public well. In this case, the nonprofit partner would shoulder much of the coordination and certification responsibility, which in the past, has fallen to

the Federal Government in caring for long-distance trails created under the National Trails System Act.

The importance of a strong partner. The Appalachian Trail was the model and impetus for the National Trails System. When that trail was established as a national scenic trail in 1968, it was well-supported by a vibrant nonprofit organization, the Appalachian Trail Conference, with thousands of members and decades of trail-building and maintaining experience. For the National Park Service, helping protect and administer the Appalachian Trail from the beginning has been a mutual partnership, with both the Conference and the Service offering their skills and strengths to keep the trail viable and intact.

However, some of the trails subsequently established as part of the National Trails System have not had (and still do not have) strong partner organizations. In some cases, the federal agency administering a trail has had to wait for such a group to get started or to assist in organizing it. Trail partnerships are essential to the well-being of the National Trails System. We strongly support the amendment to the National Trails System Act in H.R. 588, which insists that one of the criteria for establishing a national discovery trail is that there already exist a competent organization for the proposed trail, backed up by State and local public support.

Trail protection. By far the most controversial issue associated with the National Trails System is trail corridor protection and, specifically, Federal land acquisition. The organizers of the ADT recognized this early on and routed this Trail to minimize its impact on private lands. It is our understanding that there are only a handful of private parcels crossed by the Trail, and these occur where an underlying trail already exists, such as the Buckeye Trail in Ohio. The feasibility study team felt strongly that local and State jurisdictions should bear the primary responsibility for protecting and enhancing the ADT and its corridor on both sides. The Federal Government should only be a facilitator and agent of last resort.

Trail costs: The National Park Service today administers 15 of the Nation's 20 national scenic and historic trails. They range in length from 300 to 5,600 miles. Operating costs range from $25,000 to over $720,000 per year. Because of its length and complexity, costs for the ADT will fall somewhere in the middle of this range. The feasibility study team estimated the Trail's comprehensive management plan would cost approximately $360,000 over several years, and that annual Federal operating costs of the Trail as a national discovery trail will be about $400,000 a year. There should be no land acquisition or protection costs for the Federal Government, since primary responsibility for trail corridor protection lies with State, local, and nonprofit partners. It should be noted that authority already exists within the National

Trails System Act to appropriate any necessary funds to support this Trail, or other trails created as national discovery trails. Funding for this addition to the National Trails System is not currently assumed in outyear budget estimates. Establishment of this new trail, even if authorized by Congress, would be contingent on Administrative priorities and available resources.

Amendments. We suggest the following amendments to H.R. 588:

1. On page 2, line 21 strike "Section 5" and insert "Section 5(b)".

2. On page 2, line 23 strike "subsection" and insert "paragraph".

3. On page 2, line 24 strike "(g)(1)" and insert "(12)".

Amendments 1-3 would keep the entire discussion of trail feasibility in the same section of the National Trails System Act.

4. On page 3, at the end of line 19 add "Where national discovery trails are congruent with other local, state, national scenic, or national historic trails, the designation of the discovery trail shall not in any way

diminish the values and significance for which those trails were established."

This amendment would ensure that discovery trails have the same significance as other trails in the system.

5. On page 4, line 3 strike "and" and add "(3) by redesignating the paragraph relating to the Selma to Montgomery National Historic Trail as paragraph (20)".

6. On page 4, line 3 strike "(3)" and insert "(4)".

7. On page 4, line 5 strike "(20)" and insert "(21)".

Amendments 5-7 are necessary since the establishment of the Selma to Montgomery National Historic Trail in the 104th Congress, which is numbered 20.

8. On page 5, line 1 strike the remainder of the sentence and insert "managed by a competent trailwide nonprofit organization in close cooperation with the appropriate Secretary and other affected land managing agencies and trails organizations."

This amendment will clarify the relationship of the nonprofit trail partner to the Federal Government.

9. On page 5, line 8 strike "sections 7(e), 7(f), and" and insert "subsection".

The NPS believes national discovery trails should not be exempt from subsections 7(e) and 7(f) of the National Trails System Act. An exemption from subsections 7(e) and 7(f) may unduly restrict Federal activity needed to protect this Trail. Subsection 7(e) authorizes acceptance of donations and collaboration through cooperative agreements, and 7(f) authorizes land exchanges to protect national trails.

10. On page 5, line 13 strike "(h)" and insert "(g)".

This is a technical amendment.

11. On page 6, lines 10 and 11 strike "of the trail and a plan for its implementation" and insert "for critical segments of the trail and a plan for their implementation where appropriate."

We suggest this amendment because the reference to "identified carrying capacity" creates a difficult requirement which has been almost impossible to address in other trail plans.

Mr. Chairman, we support designation of the ADT as the first of a new category of national discovery trails. We believe it is innovative and worthy of designation with the amendments suggested. The feasibility study has shown that people across the Nation are clearly enthusiastic about this effort. The American Discovery

Trail and future discovery trails will link America's towns and cities, creating a true National Trails System.

This concludes my prepared remarks. I will be glad to answer any questions you may have.

STATEMENT OF

ROBERT C. JOSLIN, DEPUTY CHIEF
NATIONAL FOREST SYSTEM

FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
House Resources Committee
Subcommittee on National Parks and Public Lands

United States House of Representatives

Concerning

H.R. 588 "National Discovery Trails Act of 1997"

June 10, 1997

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

We appreciate the opportunity to provide the views of the Department of Agriculture regarding legislation for the National Discovery Trails Act of 1997.

The Department of Agriculture does not object to the creation of a new category of trails as proposed by H.R. 588, the National Discovery Trails Act of 1997. The Administration provided testimony on a similar bill, S. 1725, on May 16, 1996, before the Subcommittee on National Parks, Historic Preservation, and Recreation, of the Senate Energy and Natural Resources Committee. However, because the review of the feasibility report that was required under P.L. 102-461 was incomplete, the Administration could not support the bill at that time. That study has since been completed and was sent to Congress on July 15, 1996.

The provisions of P.L. 102-461 provided for the study of the American Discovery Trail as a possible National Scenic Trail. The American Discovery Trail, upon designation, would be the longest trail in the system covering over 6,000 miles, reaching from Point Reyes National Seashore in California across the United States to Henlopen State Park and the Atlantic Ocean in Delaware.

The National Trails System Act consists of 8 national scenic trails, 12 national historic trails, and over 800 national recreation trails. The Forest Service is responsible for overall management of more than 125,000 miles of trails in the National Forest System. Trails are a key ingredient to a wonderful outdoor recreational and scenic experience. In fact, over 30 million recreation visitor days are spent each year on trails in the national forests.

The success of a long-distance trail such as the American Discovery Trail is dependent on strong state and local support in conjunction with public and private partners. Working cooperatively through partnerships and volunteer groups, as stated in the National Trails System Act (NTSA), will be the essential element of the success of the American Discovery Trail.

The NTSA provides very broad authority for the Secretaries of Agriculture and the Interior to work with state and local

governments, private organizations, and landowners in the planning, establishment and maintenance of trails. In particular, the 1983 amendments to the Act provided broad authorities under section 7(h) to enter into cooperative agreements with these entities to operate, develop, and maintain designated trails and under section 11, to assist volunteering organizations in planning, developing, maintaining, and managing trails.

H.R. 588 would amend the NTSA "to create a new category of long-distance trails to be known as national discovery trails and to authorize the American Discovery Trail as the first national discovery trail." While the Department of Agriculture does not object to the enactment of this bill, we wish to raise two concerns with regard to planning and administering the trail and to offer several suggestions to the Subcommittee as it considers H.R. 588.

We are concerned about how the American Discovery Trail would be administered by the nonprofit organization. While the existing National Trails System Act provides broad authority for working with private organizations, the Act has always retained ultimate responsibility and accountability with the Secretary charged with administration of a trail. Even the Appalachian National Scenic Trail, the ultimate success story of nonprofit cooperation, provides for administration by the Secretary of the Interior in consultation with the Secretary of Agriculture.

H.R. 588 creates the new concept of administration by the Secretary of the Interior "in cooperation with a competent trailwide nonprofit organization and other affected land management agencies." We do not know what type of legal mandate is involved with the term "cooperation" either on the part of the administering Secretary who must assume ultimate responsibility for this trail, or on the part of the Federal land managing agency that manages land over which a national discovery trail would pass.

Additionally, this provision requires the administering Secretary to cooperate with "a" competent nonprofit organization. This presumably implies that only one nonprofit organization will be involved in administration for a 6,000 mile trail. We believe that is unduly restrictive. For example, we note that over 31 trail clubs help to manage the 2,100 miles of the Appalachian Trail. We recommend changing the bill to include "one or more private non-federal entities" which would then provide the opportunity to optimize the benefits to the public and build collaborative stewardship among the public, the nonprofit organizations, and the Federal Government.

We are also concerned with the provisions in the planning requirements. Section 2(c) of the bill would require that "the administering Federal agency shall enter into arrangements with a competent trailwide nonprofit organization to submit a

comprehensive plan ...." It is unclear who has the ultimate responsibility for preparing and transmitting the comprehensive plan to Congress. It is inherently inconsistent to charge the Secretary with the authority to administer the trail and then relegate that Secretary's role in the essential planning to that of a consultant. Nonprofit organizations are not responsible to the public or the Congress or, for that matter, for Federal appropriations, or for consistency with other trail management policies. Allowing non-Federal organizations to be responsible for land management decisions made in the comprehensive plan also raises concerns under the Federal Advisory Committee Act. Only the administering Secretary can assume those responsibilities and should, therefore, be the one responsible for preparing and submitting any management plan to the Congress. We recommend that the bill be amended to say that the comprehensive management plan would be prepared by the administering Secretary in consultation with the management entity, and that the Secretary would transmit the plan to Congress.

In summary, the Department of Agriculture does not object to the designation of the ADT and would be happy to work with the Subcommittee to address our concerns raised here today.

This ends my statement and I will be happy to answer your questions on this bill.

Establishing, protecting and maintaining foot trails in America

STATEMENT OF
AMERICAN HIKING SOCIETY
BY
DAVID LILLARD, PRESIDENT

PRESENTED TO THE
CONGRESS OF THE UNITED STATES
U.S. HOUSE OF REPRESENTATIVES

COMMITTEE ON RESOURCES
SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS
June 10, 1997

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My name is David Lillard, and I am the president of American Hiking Society, a national nonprofit organization serving 10,000 individual members and the more than 500,000 members of our 100 affiliated clubs.

Thank you for the opportunity to address the subcommittee today on the matter of amending the National Trails System Act by adding a new category of long-distance trail—National Discovery Trails, and by authorizing the American Discovery Trail as the first trail within that category.

Establishing the National Discovery Trail category within the National Trails System Act.

The National Trails System Act has made possible 20 long-distance, primarily multi-state trails. Eight of these, known as national scenic trails, were established primarily as hiking trails through backcountry and wilderness areas, while the 12 national historic trails mark sites along significant migration or travel routes of U.S. history. Americans have been well served by the investment in these trails, which receive more than 10 million visitors each year.

The demand for outdoor recreation in America is at an all-time high, but the types of facilities most needed has changed in recent years. As called for by President Ronald Reagan's Commission on Americans Outdoors, today's families need outdoor recreation opportunities closer to home. Also as outlined by President Reagan's Commission, trails and greenways provide cost-effective recreation and bring focus to local and regional park planning by linking existing parks and forests with the places where people live and work.

This idea of linking people with their parks and linking existing parks and trails with one another truly makes a "system" of our National Trails System, rather than a collection of trails. It is what makes the federal investment in parks and trails one which pays clear and lasting dividends to local communities. Yet, no long-distance trail designation within the current National Trails System Act encourages or accommodates trails which are developed for such purpose. The National Discovery Trail category fulfills the Reagan Commission's recommendation for such linkages.

In addition to linking existing parks and trails with one another and with communities, Discovery Trails by their intent also link outdoor recreation with local commerce. By bringing Discovery Trails into cities, small towns and suburbs, local businesses are provided both a regional focus for commercial activity and an ability to shape the trail in the interest of the community. Discovery Trails also promise to be a vehicle for promoting regional tourism—an opportunity already seized upon by the tourism offices in the states of Nebraska, Colorado and West Virginia. Although the economic benefits and primary usage of Discovery Trails would be local and regional, the new category of the National Trails System Act indeed recognizes trail corridors that are truly nationally significant.

Discovery Trails are nationally significant because they provide the possibility of linkages among such regions as the mountains of Utah, the small towns of Iowa, and beaches of Delaware. They are nationally significant because they invite states and local governments to think cooperatively about a nationally significant resource while making their own decisions based upon their own needs. They are nationally significant because they allow Americans to discover for themselves the regional diversity that is America, a discovery that will engender an appreciation of shared American values and understanding of regional differences—whether east and west, or urban and rural. And Discovery

Trails are nationally significant because they are a grand idea worthy of recognition by the United States Congress.

Although they are nationally significant, Discovery Trails do not require federal management on trail lands outside of federal acreage. In fact, the National Discovery Trail category requires a citizen-led nonprofit organization to support a discovery trail before it is even designated by Congress. The activities of the nonprofit administrator include: drafting a comprehensive plan for the trail in cooperation with the administering federal agency, coordinating the activities of local jurisdictions on trail standards and potential routes; encouraging the private sector to become involved in the development, promotion and management of the trail; and ensuring the ongoing, active involvement of citizens in the stewardship of, and decision making for the trail.

Still, there is an essential role for federal agencies — that of the convenor, technical assistant and, when available and sought by states and local governments, funding through sources devoted to such purposes. The federal government has a vast range of expertise and experience that would help state, local and other federal decision makers, and the administering nonprofit organization coordinate their activities and planning. This allows federal agencies to do what they do best: manage recreation lands already held by the federal government and provide technical assistance to state and local agencies and volunteer organizations. This is a bold idea for federal involvement in national trails. It says to Americans: "If your community wants this trail and wants our assistance, we will participate in your efforts."

It also challenges states who develop Discovery Trails to utilize innovative means for conserving trail corridors, including conservation easements, voluntary transfer of development rights, privately funded land trusts and conservancies, or, for states and counties that so choose, purchasing from willing sellers parklands that accommodate the trail corridor.

This emphasis on linkages that make the most of the American investment in parks and trails, the reliance on local decision making, and the private-sector administration of National Discovery Trails have been enthusiastically embraced by the trail community and Members of this chamber, an enthusiasm illustrated by the 50 cosponsors of this measure.

Authorization of the American Discovery Trail within the new category.

The American Discovery Trail meets all of the criteria for National Discovery Trail designation in HR 588 and should, in the view of American Hiking Society, be the first trail listed under the category.

First the ADT meets the linkage criteria by linking areas within the boundaries of distinct metropolitan areas. For example, it connects Washington, D.C., with Cincinnati, and Kansas City with Denver. The American Discovery Trail also links other trails, making the first-ever effort to connect such Congressionally authorized trails as the North Country National Scenic Trail winding through Ohio with the Pacific Crest National Scenic Trail crossing the mountains of California, as well as with hundreds of other trails in between.

Second, the trail meets the competent trailwide nonprofit organization criteria. The American Discovery Trail Society incorporated as a non-profit organization in the Commonwealth of Virginia in February 1996. The primary purpose of the organization is to conceive, create, develop and promote the American Discovery Trail and to educate the public in the use and appreciation of the trail. In the fall of 1996, the Society qualified as an exempt organization under section 501(c)(3) of the Internal

Revenue Code. Membership is growing rapidly and there is an ADTS presence in each state through which the trail passes.

Clearly, at the local level people want this trail, and they have formed the ADT Society as an instrument of their efforts.

Third, the ADT meets the interstate criteria. It traverses 15 states and the District of Columbia. Already, the route is continuous and walkable — in places on traditional pathways on federal lands or state parks, in places along quiet country roads, and in places along urban trails and sidewalks.

The American Discovery Trail is a nationally significant, grand idea. It presents new ways of getting big things done by putting them into the hands of the people who care most about them. It has generated excitement within states long underserved by federal recreation programs, such as Nebraska and Kansas and others. These states deserve our gratitude and encouragement, along with federal recognition and assistance on this important project.

The American Discovery Trail was well ahead of its time when it was conceived, but this Congress gives us great hope that its time has come.

Statement of

RICHARD V. BRATTON

MAYOR, TOWN OF GREEN MOUNTAIN FALLS, COLORADO

and CHAIRMAN, UTE PASS CORRIDOR TRAILS COMMITTEE

Presented to the United States House of Representatives

Resources Committee

SUBCOMMITTEE ON

NATIONAL PARKS AND PUBLIC LANDS

June 10, 1997

Subject: H.R. 588

THE NATIONAL DISCOVERY TRAILS ACT OF 1997

Chairman Hansen and members of the Subcommittee:

My name is Dick Bratton. I am Mayor of the Town of Green Mountain Falls, Colorado and also serve as Chair of the Ute Pass Corridor Trails Committee, an organization of local citizens which is coordinating the planning and construction of a regional link in the American Discovery Trail (ADT).

The purpose of this statement is to provide you with the perspective of a mayor of a community located on the route of the ADT, and to also inform you of the strong support of our grass roots citizens in our region.

We support the creation of a new category of trails called "National Discovery Trails" as proposed in H.R. 588 and the inclusion of the American Discovery Trail as the first trail in this new category.

Although many common benefits of trails are obvious, the ADT will provide a unique and important connection between urban and backcountry trails systems. The ADT will help us to realize a non-motorized link between the second largest city in Colorado, Colorado Springs, and the mountain communities that surround Pikes Peak. It will also provide badly needed access to the Pike National Forest, Mueller State Park, Florrisant Fossil Beds National Monument, and the Cripple Creek National Historic District.

Our portion of the American Discovery Trail is a 40 mile link called the Ute Pass Corridor Trail. It will extend the existing Colorado Springs urban trail network westward up Ute Pass around Pikes Peak to Cripple Creek. It will provide a continuous non-mototized multi-purpose trail that will accomodate hiking, jogging, bicycling, cross country skiing and horseback riding. The route will have interpretive stations for environmental education, watchable wildlife, and the history of the Ute Indians, explorers, trappers, pioneers, mining and railroads. It will truly facilitate the "discovery" of our natural and cultural heritage by our youth and the generations to follow.

The environmental benefits of the ADT are often overlooked, but thay can be significant. As Chair of the Pikes Peak Area Council of Governments, I can attest to the strong local concerns for controlling air pollution. The benefits of the ADT to facilitate alternate means of transportation in our area are recognized by our Council and regional transportation officials. Two ISTEA grants have already been approved for our portion of the ADT. Today we see numerous cars with bicycles on roof racks going up Ute Pass, when the occupants could be riding those bikes and leave the car in the garage. The Ute Pass Corridor Trail will allow urban dwellers to escape to the mountains without a motorized vehicle. It will also facilitate short trips between local mountain communities including providing a safe way for children to reach local schools.

The concept of the American Discovery Trail has already been instrumental in assisting us in our local fund raising efforts, supporting grant requests, and capturing the interest of State, County, and local elected officials. The ADT is key to our success so far. Passage of H.R. 588 will most certainly enhance our efforts to give our citizens what they desire.

We urge you to give favorable consideration to H.R. 588, The National Discovery Trails Act of 1997.

I regret not being able to appear before you in person. If you or your staff would like me to respond to any questions, I can be reached as follows:

Richard V. Bratton
P.O. Box 200
Green Mountain Falls, CO 80819
719-684-9811

CITY REGION STATE NEWS
GAZETTE TELEGRAPH SECTION B
WEDNESDAY, JAN. 8, 1997

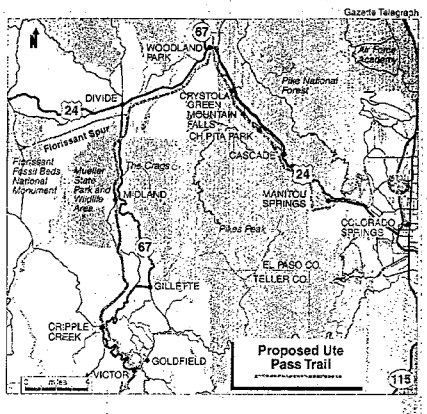
Group hopes historic route can become trail bonanza

Ute Pass committee gathering support, funding

By **Sherry Carter Tuell**
Gazette Telegraph

For 10,000 years, Ute Indians used the pass as a route to the Colorado plains to hunt buffalo and to Manitou Springs to pay tribute to the Creator.

White explorers and pioneers started trickling through the pass in the early 1800s, followed by gold seekers in 1858. A year later, 16-mule freight wagons carried supplies to miners in the gold fields. In 1887, the Colorado Midland Railway replaced the freight wagons. Today, U.S. Highway 24 and Colorado Highway 67 trace parts of the ancient route.



Now a group of residents hopes to transform the 39.2-mile route into the Ute Pass Corridor Trail for hikers, bikers, horseback riders, cross country skiers and even skateboarders and in-line skaters.

The all-volunteer, 20-person Ute Pass Corridor Trails Committee wants to use the ancient Indian trail and some offshoots to build a system of connected trails from Manitou Springs to Victor. It also would include

See **TRAIL**/B5

Trail/Link to national path sought

From B1

a 6.4-mile spur from Divide to Florissant Fossil Beds National Monument and another 7.2-mile spur north from Woodland Park into Pike National Forest.

It also would be a vital link in the proposed 6,356-mile Ameridan Discovery Trail, which would stretch between San Francisco and Delaware.

The National Discovery Trail Society, which is lobbying for congressional approval, is depending on local groups such as the Ute Pass committee to stitch together regional trails to form the national trail.

The committee, led by Green Mountain Falls Mayor Dick Bratton, hopes to link the Ute Pass Corridor Trail to the Discovery Trail in 10 years, for an estimated $3.6 million.

Bratton said the trail would get bicyclists off the cliff-hugging Highway 24; offer alternative, nonmotorized routes between several towns; and provide an opportunity to learn about the history and wildlife of the area.

The trail would cover diverse terrain, from eight Midland Railway tunnels bored more than a century ago through solid mountain granite near Manitou Springs to 100-year-old mining structures in Victor. In between, trail users would catch spectacular views of Pikes Peak from Woodland Park, and take in treeless, panoramic vistas at Divide.

The committee plans to raise construction money through state and federal grants and local funds.

It has obtained $100,000 in grants, part of which paid for an engineering study for the trail between Manitou Springs and Woodland Park.

The rest will be spent to build a 1.6-mile, 10-foot wide segment from Green Mountain Falls Town Lake to the Ute Pass Elementary School in Chipita Park.

FOR MORE INFORMATION

To volunteer for the Ute Pass Corridor Trails Committee or learn more about the project, call Dick Bratton at 684-9811.

Statement of

REESE F. LUKEI, JR.

NATIONAL COORDINATOR OF THE

AMERICAN DISCOVERY TRAIL

A PROJECT OF THE AMERICAN DISCOVERY TRAIL SOCIETY

Presented to the United States House of Representatives

Resources Committee

SUBCOMMITTEE ON

NATIONAL PARKS AND PUBLIC LANDS

June 10, 1997

Subject: H.R. 588

THE NATIONAL DISCOVERY TRAILS ACT OF 1997

Chairman Hansen and members of the Subcommittee:

My name is Reese F. Lukei, Jr. I am the National Coordinator of the American Discovery Trail, a project of the American Discovery Trail Society to develop and establish our nation's first coast-to-coast multi-use hiking trail, and to have it authorized as the 21st long-distance trail under the National Trails System Act of 1968 in a new long-distance trail catagory to be known as National Discovery Trails.

The National Trails System Act of 1968 mandates a "national system of trails." Under this Act, eight National Scenic Trails and 12 National Historic Trails have been designated by Congress. In addition over 800 shorter and mostly local National Recreation Trails have been designated by the Secretaries of Agriculture and the Interior. While some of these trails do connect or overlap, there has been no previous intentional effort to link them together into a system nor to include urban areas as part of long-distance trails.

NATIONAL DISCOVERY TRAILS:

During the past 30 years there have been many new developments affecting trails and the people who use them. With a greater awareness of the benefits of outdoor exercise to our personal health and a greater awareness of our environmental surroundings, people have discovered trails in ever-growing numbers. Over 800 trails have been designated National Recreation Trails, mostly in urban areas. Cities large and small have or are developing trails systems to accomodate this increased demand. In 1996 on National Trails Day, over 1,000,000 people participated in over 3,000 events on trails in their local area. The proposed National Discovery Trails catagory and the American Discovery Trail are an outgrowth of this intense interest in trails, especially at the local level.

National Discovery Trails would have several important features that would enhance the National Trails System and meet the needs of trail users. Currently there are no congressionally designated trails that are primarily intended to tie existing trails and urban areas into the national network envisioned by the National Trails System Act. National Discovery Trails provide this opportunity by linking existing and developing national, regional, and local trails into an integrated system, much like the interstate highway system. Similiarly, these national trails would connect urban areas where most Americans live and work with rural and backcountry regions. Trail users would have an opportunity to experience a wide variety of physiographic regions and human settlement patterns and could gain a sense of national connection.

Recent studies, listed in Addendum A, addressing the issue of outdoor recreation, and specifically trails use, by the federal government, the outdoor industry, the housing industry, and a coalition of citizen organizations have all indicated a greater need for trails. The proposed catagory of National Discovery Trails and the American Discovery Trail project have intentionally addressed the following aspects of these studies:

* Trails should be established closer to where people live and work;
* Trails should be developed through grassroots efforts working in partnership with land managers;
* Trails should be linked to form an interconnected system.

National Discovery Trails would be defined to fulfill four specific purposes:

* Specifically emphasize linkages with other national, regional and local trails;
* Emphasize connections with urban and metropolitan areas;
* Include existing trails and could be located along roadways if necessary to make the trail continuous;
* Administration of the trail to be shared between land managers and a competent trailwide nonprofit organization.

AMERICAN DISCOVERY TRAIL:

The American Discovery Trail (ADT) has been designed, developed and established to address the intent and objectives of the National Trails System Act and the National Discovery Trails definition.

Project Objectives:

The effort to establish the ADT began in the fall of 1989 as a joint project of the American Hiking Society, a national nonprofit organization devoted to establishing, protecting and maintaining foot trails in America, and Backpacker Magazine. The following major objectives were identified:

* Establish the first permanent coast-to-coast multi-use hiking trail through a nationwide grassroots effort in cooperation with federal, state and local land managers;
* Connect together as many existing national, regional, state and local trails as possible;
* Include in the trail route major metropolitan areas as well as smaller cities and towns, thus bringing the trail as close to where people live and work as possible;

* Provide incentives and encourage the development of new trails and trail support organizations, and increase citizen participation in the upkeep of the trails they use.

Trail Route:

The ADT is 6,356 miles long and traverses 15 states and the Dictrict of Columbia. It begins (or ends) on the shores of the Pacific Ocean at Point Reyes National Seashore just north of San Francisco. From there it crosses California, Nevada, Utah, and Colorado, where in Denver it splits into two routes. The northern Midwest route winds through Nebraska, Iowa, Illinois, Indiana and a short section of Ohio. The southern Midwest route explores Kansas, Missouri, Illinois, and Indiana. After reconnecting just west of Cincinnati, the route continues through Kentucky, Ohio, West Virginia, Maryland, Washington, DC, and Delaware, where it ends (or begins) with two feet in the Atlantic Ocean at Cape Henlopen State Park. Addendum B lists ADT trail mileage in each state.

Trail Development:

The route of the ADT was developed through the cooperative efforts of citizens working with federal, state and local land managers, state and local economic development and tourism commissions, state and local planning and transportation departments, and state departments of natural resources through each states' trails coordinator. The activities within each state have been coordinated and administered through the efforts of a volunteer ADT Coordinator. The original route was determined by a three person scouting team in 1990-91 during which they hiked and biked the trails and roads that were selected by the citizen committees in each state. Subsequent to that event, efforts have continued to refine the route and to obtain the permission of land managers to mark the route with ADT markers. Over 3,000 miles of the route are currently marked.

The ADT links together 5 of the 8 National Scenic Trails, 10 of the 11 National Historic Trails, 23 National Recreation Trails, 35 rail-trails and over 100 other regional, state and local trails. In addition the ADT passes through 14 National Parks, 16 National Forests, dozens of State Parks and Forests, and many local recreational areas. The National Park Service feasibility study estimates that the corridor of the ADT route contains over 10,000 historic, cultural and natural sites of significance.

The ADT is the first long-distance trail that has been intentionally routed to pass through or near some of our largest cities such as San Francisco, Oakland, Sacramento, Reno, Denver, Omaha, Lincoln, Des Moines, Davenport, Kansas City, St. Louis, Chicago, Evansville, Cincinnati, and Washington, DC. Many smaller

cities and towns are also on the route of the ADT, bringing the trail close to where people live. 32 million Americans live within 20 miles of the ADT route. But there are also many opportunities to visit remotely located forests, deep canyons, and the vast wide open deserts of the west. The variety of experiences that one can expect is as large as one can dream, from city sidewalks and parks to the most distantly located mountain top.

Local Incentive:

The ADT has provided an incentive to local citizen groups to develop new trail projects, regional or citywide planning efforts, and has been of assistance to projects already underway by citizens or municipal entities. Some examples are:

Delaware Greenways Project - Delaware
Washington, Baltimore & Annapolis Recreational Trail - Maryland
North Bend Rail-Trail - West Virginia
Buckeye Trail - Ohio
Cardinal Greenway - Indiana
River-to-River Trail - Illinois
Great River Trail - Illinois and Iowa
Gateway Trailnet - Illinois and Missouri
Flint Hills Nature Trail - Kansas
Waterloo/Evansdale/Cedar Falls Regional Trails System - Iowa
Nebraska State Trails Plan - Nebraska
Ute Pass Trail Corridor - Colorado
Great Western Trail - Utah
Washoe Lake State Park - Nevada
Western States Trail - California
East Coast Greenway - Portland, Maine to Miami, Florida
Trans-Canada Trail - Canada

At least four new trails organizations have been formed as a result of the ADT:

River to River Trail Society - southern Illinois
Southern Indiana Hiking Club - Corydon, Indiana
Tri-City Hikers - Evansville, Indiana
Comstock Hiking Club - Virginia City, Nevada

There are currently 40 trail projects underway in 12 ADT states totaling over 1,000 miles that will by approximately the year 2002 move the route of the ADT off paved or gravel roads and onto trail. All of these projects are as a result of local citizen efforts in cooperation with the appropriate state or local agencies.

Private Property:

Fifty-eight miles of the trail crosses private property, and then only by landowner invitation on existing rights-of-way or by agreement. States with no trail on private property are Delaware, Maryland, Washington, DC, Kentucky, Missouri, Kansas, Nebraska, Colorado, and Utah. Addendum C lists the private property locations.

Project Funding:

The development of the ADT has been accomplished with a minimal amount of federal government funds, and that has come through the cooperative efforts of the personnel in the local and regional offices of the National Park Service, USDA Forest Service and Bureau of Land Management, plus the cost of the National Park Service feasibility and desirabilty study.

Funding of the project, estimated at $3 million, has come from the members of American Hiking Society, the volunteer state coordinators who have funded their own efforts, and our major corporate sponsors, Backpacker Magazine, Coleman/Peak One, Ecco USA, Magellan Systems, Royal Robbins, Inc., Trails Illustrated and about 20 other businesses in the outdoor industry.

Grassroots Support and Partnerships:

The American Discovery Trail has generated a nationwide constituency of grassroots groups, private sector businesses, and local, state and federal agencies to establish a route which is at once nationally and locally significant as it weaves its way through communities large and small, and through national, state and local parks and forests. It is equally important for connecting trails which alone might not be of national significance, but linked together are essential to a comprehensive national system and form a whole greater than the sum of its parts.

In its short lifetime, the ADT development effort has strengthened and broadened the trails community. In an era when government is reaching out to the private sector, looking for strong partnerships, the ADT represents partnership on every level: a strong partnership between a national nonprofit advocacy group and private sector businesses, partnerships between local trails groups and local agencies working to find the best route across this country, and partnerships with local businesses and state agencies which see the ADT as a source of potential economic benefit.

Summary:

The American Discovery Trail is about people and for people. It is a trail that winds through forests, mountains, communities large and small, and has involved a large number of active volunteers and partnerships with trails organizations, local and national businesses, and a hugh number of local, state and federal agencies. The ADT combines the qualities of national scenic, historic, and recreation trails, but its real strength is that it provides a connection. The connection is between trails, between cities and the backcountry, and between the Atlantic and Pacific Oceans. The American Discovery Trail deserves to be the first National Discovery Trail. The American Discovery Trail Society urges your support of House bill H.R. 588

Thank you.

Addendum A - National Studies and Surveys

President's Commission on Americans Outdoors:

The 1988 President's Commission on Americans Outdoors called for "the creation of a vast network of hiking and jogging trails, bikeways, and bridalpaths." The commission envisioned a nationwide system of trails that would "tie this country together with threads of green," linking communities and providing access to the natural world.

National Trails Agenda Project:

The 1990 "Trails for All Americans" report of the National Trails Agenda Project, an affiliation of nonprofit organizations representing a wide variety of trail users, and supported by the National Park Service, identified several goals for a national system of trails, including:

* Trail opportunities should exist within 15 minutes of most American's home or work place;
* The system should be made up of a combination of federal, state, local and private trails, with entities working together to make an interconnected system;
* Trails must be planned as part of the nation's infrastructure as are sewers, utilities and highways;
* Planning for trail corridors and networks should be a grassroots effort to ensure there is adequate support for their development, management, and long-term protection.

USDA Forest Service:

The USDA Forest Service long range planning forecast, An Analysis of the Outdoor Recreation and Wilderness Situation in the United States: 1989-2040, projects a significant increase in trail related activities in future years with a desire that these activities take place closer to where people live.

Trail Activity	Percent Increase by the Years 2000	2010	2020	2030	2040
Walking for pleasure	116	131	146	164	177
Day hiking	131	161	198	244	293
Backpacking	134	164	196	230	255
Running/jogging	133	163	197	234	262
Bicycle riding	125	148	173	202	222
Horseback riding	123	141	160	177	190

Urban Land Institute:

In 1995 the Urban Land Institute released a study conducted by American Lives, Inc. indicating what American home buyers are seeking when shopping for a new home. Of the 39 features that 1994 buyers defined as crucial in persuading them to buy in a particular new community, "plenty of hiking and biking paths" ranked 3rd. The report states that,"Ideally the paths meander through wooded areas and parklands, and abut some homeowners' lots to enhance a 'sense of interactivity among private houses and leisure-time, fun activities' by residents of all ages.

1995 Human Powered Outdoor Recreation - State of the Industry Report:

This report issued by the Sporting Goods Manfacturers Association and the Outdoor Recreation Coalition of America contains many significant statements and statistics related to who uses trails, for what purpose, and where these trails are located.

* Over 75% of people age 16 and older participate in some form of outdoor recreation.
* Walking is the most popular activity, enjoyed by over 70% Of Americans.
* Places close to where the most people live serve recreationists more often than our National Parks.
* The main reasons people recreate outdoors are to have fun, for relaxation, and for exercise or their health.
* The estimated total annual economic contribution of human powered outdoor recreation is $35 billion including direct and associated economic contributions.

Addendum B - American Discovery Trail State Mileage

State	Miles
Delaware	45
Maryland	250
Washington, DC	17
West Virginia	276
Ohio	456
Kentucky	10
Indiana	521
Illinois	496
Missouri	346
Kansas	574
Iowa	504
Nebraska	515
Colorado	931
Utah	560
Nevada	466
California	389
Total miles	6,356

Addendum C - American Discovery Trail - Private Property Locations

Private Property Location	Miles
Ohio - Buckeye Trail, 10 sections involving Mead Paper, General Electric and eight other land owners	30
Iowa - Hoover Valley Nature Trail, a nonprofit owned rail-trail	25
Indiana - campus of Hanover College	1
California - Tahoe National Forest, five locations that are part of Western States Trail. Two parcels to be purchased, three with easements.	3/4
Indiana - Indiana Power and Light right-of-way near New Albany	1/2
Nevada - Temporary location until trails completed in Washoe Lake State Park	1/2
Illinois - Gravel road near Pomona - part of River to River Trail. Easement in process.	1/8
West Virginia - Farm field near Spelter. Temporary until Harrison County rail-trail completed in 1997.	1/8
Total miles on private property	58

H.R. 588

TESTIMONY OF

WILLIAM E. THEIS

STOP--Stop Taking Our Property
Steering Committee

UNITED STATES HOUSE OF REPRESENTATIVES

COMMITTEE ON RESOURCES

SUBCOMMITTEE OF NATIONAL PARKS AND PUBLIC LANDS

June 10, 1997
10:00 a.m.
Longworth House Office Building
Room 1334

Mr. Chair and Members of the Committee, thank you for allowing me to speak today. I am a former teacher turned businessman. The Property Rights movement attracted my attention in 1989 as a result of proposed legislation that would have expanded the Indiana Dunes National Lakeshore in Northwest Indiana. In 1994, I was elected to serve a four year term as the Trustee/Assessor of Pine Township in Porter County, Indiana. Currently, I serve the Property Rights movement as a member of the STOP Steering Committee and as Great Lakes Regional Chair for the Alliance For America.

I come before you today in total support of recreational trails. My youth has fond memories of summers spent hiking the Appalachian Trail when it was privately owned. However, I find myself philosophically opposed to the idea that the Federal Government should be in the recreation business. I can find no authority for this action in the Constitution. Further, I find myself opposed to the concept of Federally subsidized recreation. It is very difficult for me to understand why this bill is being considered when Congressional concerns appear to be focused on balancing the budget without making cuts in Social Security and Medicare. Therefore, I must firmly stand in opposition to H.R. 588.

If you choose to move forward with this legislation, I would urge you to give serious consideration to the following suggestions.

1. H.R. 588 states that "no lands or interests outside the exterior boundaries of federally administered lands may be acquired". It would be of great comfort to the property rights organizations to include a provision for full compensation if their affected property is somehow diminished in value. Traditionally, this type of legislation is subject to future additions and changes. Examples would include "viewscapes, soundscapes, easements, covenants, buffer zones and condemnations etc". The Appalachian trail serves as a good example of how original trail acts tend to get expanded by these types of legislative devices.

2. It would be prudent to put a "sunset" clause in the legislation in order to avoid "limbo" status such as we now have with the Endangered Species Act.

3. The provision to "enter into arrangements with a competent trailwide nonprofit organization to submit a comprehensive plan for the protection, management, development, and use of the trail..." is unacceptable. If such a trail system is to have any chance of success, it would be imperative that the proposal have the support and participation of all affected local elected officials------not non-governmental organizations (NGO). The Indiana Rails to Trails Act contains such a provision that has met with great success.

In conclusion, I leave you with three unanswered questions that need to be answered if logic and common sense are to prevail. These are the same questions the Pine Township Advisory Board struggles with on each and every budget proposal. The result is a township that operates with a balanced budget and is totally debt free.

1. Do we want it? (Does "we" include all affected parties?)

2. Do we need it? (Do we really need another system of trails?)

3. Can we afford it? (What are our spending priorities?)

Without positive answers to these questions and addition of the suggestions listed, I remain strongly opposed to any further consideration of H.R 588.

Thank you again for this opportunity. I will be glad to answer questions you may have at this time.

III

105TH CONGRESS
1ST SESSION

S. RES. 57

To support the commemoration of the bicentennial of the Lewis and Clark Expedition.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 13, 1997

Mr. DORGAN (for himself, Mr. BOND, Mr. BURNS, Mr. CONRAD, Mr. COCHRAN, Mr. CRAIG, Mr. DASCHLE, Mr. GORTON, Mr. JEFFORDS, Mr. KERREY, Ms. MOSELEY-BRAUN, Mrs. MURRAY, Mr. SMITH of Oregon, Mr. REID, Mr. COVERDELL, Mr. ASHCROFT, Mr. FRIST, Mr. AKAKA, Mr. JOHNSON, Mr. MURKOWSKI, Mr. BUMPERS, Mr. THOMAS, and Mr. THOMPSON) submitted the following resolution; which was referred to the Committee on Energy and Natural Resources

MAY 22, 1997

Reported by Mr. MURKOWSKI, with amendments

[Omit the part struck through and insert the part printed in italic]

MAY 23, 1997

Considered, amended, and agreed to

RESOLUTION

To support the commemoration of the bicentennial of the Lewis and Clark Expedition.

Whereas the Expedition commanded by Meriwether Lewis and William Clark, which came to be called "The Corps of Discovery", was one of the most remarkable and productive scientific and military exploring expeditions in all American history;

★(Star Print)

Whereas President Thomas Jefferson gave Lewis and Clark the mission to ". . . explore the Missouri River & such principal stream of it, as, by its course and communication with the waters of the Pacific ocean, whether the Columbia, Oregon, Colorado or any other river may offer the most direct & practicable water communication across this continent for the purposes of commerce. . .";

Whereas the Expedition, in response to President Jefferson's directive, greatly advanced our geographical knowledge of the continent and prepared the way for the extension of the American fur trade with Indian tribes throughout the area;

Whereas President Jefferson directed the explorers to take note of and carefully record the natural resources of the newly acquired territory known as Louisiana, as well as diligently report on the native inhabitants of the land;

Whereas Lewis and Clark and their companions began their historic journey to explore the uncharted wilderness west of the Mississippi River at Wood River, Illinois on May 14, 1804, and followed the Missouri River westward from its mouth on the Mississippi to its headwaters in the Rocky Mountains;

Whereas the Expedition spent its first winter at Fort Mandan, North Dakota, crossed the Rocky Mountains by horseback in August 1805, reached the Pacific Ocean at the mouth of the Columbia River in mid-November of that year, and wintered at Fort Clatsop, near the present city of Astoria, Oregon;

Whereas the Expedition returned to St. Louis, Missouri, on September 23, 1806, after a 28-month journey covering 8,000 miles during which it traversed 11 future States:

Illinois, Missouri, Kansas, Nebraska, Iowa, North Dakota, South Dakota, Montana, Idaho, Washington, and Oregon;

Whereas the explorers faithfully followed the President's directives and dutifully recorded their observations in their detailed journals;

Whereas these journals describe many plant and animal species, some completely unknown to the world of science or never before encountered in North America, and added greatly to scientific knowledge about the flora and fauna of the United States;

Whereas accounts from the journals of Lewis and Clark and the detailed maps that were prepared by the Expedition enhanced knowledge of the western continent and routes for commerce;

Whereas the journals of Lewis and Clark documented diverse American Indian languages, customs, religious beliefs, and ceremonies; as Lewis and Clark are important figures in American history, so too are Black Buffalo, Cameahwait, Sacagawea, Sheheke, Watkueis, Twisted Hair, Tetoharsky, Yellept, and Comowool;

Whereas the Expedition significantly enhanced amicable relations between the United States and the autonomous Indian nations, and the friendship and respect fostered between the Indian tribes and the Expedition represents the best of diplomacy and relationships between divergent nations and cultures;

Whereas the Native American Indian tribes of the Northern Plains and the Pacific Northwest played an essential role in the survival and the success of the Expedition;

Whereas the Lewis and Clark Expedition has been called the most perfect Expedition of its kind in the history of the world and paved the way for the United States to become a great world power;

Whereas the President and the Congress have previously recognized the importance of the Expedition by establishing a 5-year commission in 1964 to study its history and the route it followed, and again in 1978 by designating the route as the Lewis and Clark National Historic Trail administered by the Secretary of the Interior through the National Park Service; and

Whereas the National Park Service, along with other Federal, State, and local agencies and many other interested groups are preparing commemorative activities to celebrate the bicentennial of the Expedition beginning in 2003: Now, therefore, be it

Resolved, That the Senate—

(1) expresses its support for the work of the Lewis and Clark Trail Heritage Foundation, the National Lewis and Clark Bicentennial Council and all the Federal, State, and local entities as well as other interested groups that are preparing bicentennial activities to celebrate the 200th anniversary of the Lewis and Clark Expedition during the years 2004 through 2006;

(2) expresses its support for the events to be held in observance of the Expedition at St. Louis, Missouri in 2004 and Bismarck, North Dakota in 2005, and

many other cities during the bicentennial observance; and

(3) calls upon the President, the Secretary of the Interior, the Director of the National Park Service, American Indian tribes, other public officials, and the citizens of the United States to support, promote, and participate in the many bicentennial activities being planned to commemorate the Lewis and Clark Expedition.

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MR. THEIS [illegible] FOR RECORD David Guernsey

Settler's Advocate

May 1, 1997
Vol. 4, #4

Common Sense from New York and New England

Northern Forest Stewardship Act

Are Fears Overblown?

We can already hear the screams of protest from ngressional staff that we don't understand the proposed bill l that we are overreacting to baseless fears. We can not afford gnore such protests.

We have just received a legal analysis of the bill, prepared the Pacific Legal Foundation for the Maine Conservation hts Institute, which lends quite a bit of credence to our nings. A presentation by Mr. Chuck Cushman at a recent CRI Congress gave even further proof how the provisions of bill are time-honored techniques, part of an inexorable cess to deprive us and our communities of the ability to use land to address the problems we will face in the future. It is eed unfortunate that congressional staff does not see fit to nd such informative affairs.

The Saddleback Syndrome

The Saddleback Ski Area has been an integral part of the ngeley, Maine, economic fabric since the 1950's. It fell on d times during the 1970's, and was finally bought by a cessful Massachusetts businessman intent on modernization expansion. The new owner jumped through all Maine's ironmental hoops, enduring such asinine suggestions as "Why 't you put the lifts underground?" Then the National Park vice entered the fray.

Under the provisions of the National Trail System Act of 8, the Park Service was to acquire a 1000 foot corridor to ect the Appalachian Trail. Saddleback offered to donate the essary land - over 300 acres. The Park Service demanded 0 acres, which would effectively prohibit the expansion which nomic viability required. They subsequently announced they e condemning a crippling 900 acre parcel, calling it a "willing er" transaction - an incredible bit of hutzpah.

Last year Maine's legislature "memorialized" the artment of the Interior "to accept the offer of the ski area ted on Saddleback Mountain of a gift of land to serve as a idor to forever protect the Appalachian Trail" and "to reach a dy, reasonable and fair settlement". Maine's Congressional gation, which has unanimously endorsed the Stewardship did a bit of finger waving. Nothing changed. The owner threw in the towel and has put the ski area up for sale. lve years dealing with the Park Service is enough for anyone.

The Rangeley community is justifiably up in arms. They have lost a substantial asset, an individual who was willing to make a major, long term financial investment in the community. Replacing him will be next to impossible. Rangeley Town Manager Sharon Perry blistered Park Service official Pamela Underhill in a recent letter, complaining

"One must stop and ask oneself if in the process of protecting our environment did we somehow lose sight of the importance of protecting our individual rights?" "To stymie the expansion of this facility under the cloak of protectionism alone is to promote ignorance."

Ms. Perry misses the point. Federal environmental agencies care not a whit about individual rights or the welfare of local communities or the concerns of their Congressional delegations. Federal environmental agencies are an integral part of a vast environmental complex where career advancement is based on ruthlessness and allegiance to environmental special interests - not on dedicated public service. The system is hopelessly corrupt. Congress is either unable or unwilling to do anything about it.

Congressional Credibility Crisis

When Congress passed the National Trails System Act, they didn't tell us that it would be used to suffocate the economic dreams of small rural communities. When Congress passed the Clean Water Act, they didn't tell us that dry land would be locked up when underground water was declared navigable. When Congress passed the Endangered Species Act, they didn't tell us it would be used to close down entire industries. Congress didn't tell us that they would be powerless to stop such growing, cavalier abuse of legitimate environmental process.

Now our Congressional delegation is telling us that the Northern Forest Stewardship Act is not threat, that we are worrying needlessly. The environmental community has a lot better record than Congress. They accomplish what they set out to do, and they are set on using the Stewardship Act as the starting framework to convert vast areas of the Northern Forests into wilderness reserves, "where [natural] processes such as fire can operate unencumbered."

Our Congressional delegation owes it to us to explain how they will protect us from more Saddleback style outrages. They must convince us that they can control the bureaucracy **before** they sign on to any more seraphic sounding land protection schemes. They owe us field hearings on the Northern Forest Stewardship Act - **NOW.**

For further information call David Guernsey 207-265-2049, FAX 207-265-5062

Sports: Wolves host CP Bulldogs in Duneland grid opener Friday

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U.S. Park Service evicts woman, son

By Paulene Poparad
News-Dispatch correspondent

BEVERLY SHORES — U.S. marshals evicted a woman and her grown son Wednesday morning from a National Park Service-owned home 20 months after her lease-back rights to occupy the property expired.

Pearl Arobine and son Peter Stanger were served with a U.S. District Court order outside the 810 Lake Front Drive home. The order was entered July 11 by federal Judge J.T. Moody and commanded marshals to deliver possession of the property to the U.S. government and to oust Arobine and any other people residing there.

Arobine and Stanger complied, but Pine Township Trustee Bill Theis and others expressed disbelief that the park service would displace Arobine.

"This is pitiful," said her neighbor, Bob Tr[illegible]aki. "Legally (the Nation-

According to Indiana Dunes National Lakeshore Superintendent Dale Engquist, "We just don't have any way to continue to allow someone after a reasonable period of time to use government housing. We are officials of the U.S. government and we can't do that."

Added Engquist, "I have empathy and sympathy for (Arobine). I hope someone can help her. We've been in contact with every public agency we can think of, with members of her family and her friends, but we can't do anything without her cooperation."

Engquist said Wednesday's eviction is the second in the 30-year history of the national park. The first occurred last year on Edgewater, also in Beverly Shores.

Arobine's eviction comes at a time when special use permits are being granted because the park service doesn't have sufficient funds to maintain or tear down va-

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TESTIMONY
OF

Leonard E. Lock, Jr., Chairman
City of Ottawa Historic Preservation Commission
on

H.R. 1513 to designate the:

Lincoln National Historic Trail

June 10, 1997

Before Subcommittee on National Parks and Public Lands

Committee Room 1334
Longworth House Office Building
10:00 A.M.

NATIONAL HISTORIC
TRAIL

LINCOLN NATIONAL HISTORIC TRAIL

PRESS RELEASE

For information, please contact:

Leonard Lock, Jr., Chairman
City of Ottawa
Historic Preservation Commission
PHONE: 815/434-4016

SUMMARY:

Thomas L. Gilbert of the National Park Service, August 11, 1996: "As you know, Lincoln heritage is one of several important themes of the proposed . . . National Historic Trail, along with Mississippian Indian culture and French exploration, and transportation."

The Lincoln National Historic Trail would be administered by the National Park Service in cooperation with other federal, state and private agencies and organizations. The Trail would be land-based on the Illinois-Michigan Canal from Chicago to Lasalle-Peru and water-based on the Illinois River from Chicago to Wood River, Illinois, connecting into the Lewis and Clark National Historic Trail, as part of the National Trails System of the National Park Service.

Congressman Jerry Weller has introduced H.R. 1513, a bill to amend the National Trails System Act to designate the Lincoln National Historic Trail as a component of the National Trails System.

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I&M CANAL

1848-1998 150 Years 1848-1998

SESQUICENTENNIAL

Lincoln National Historic Trail

By: Leonard E. Lock, Jr., Chairman
City of Ottawa
Historic Preservation Commission

The National Park Service wrote in 1987: "The growing division of the country between north and south was reflected in the use of the Illinois River and Illinois-Michigan Canal by Senator Stephen A. Douglas and Abraham Lincoln to travel to towns in the 1850's, bringing their separate views of slavery and the expansion of that institution into the territories! The political skill that Lincoln demonstrated in his talks gained him the Republican nomination and election to the presidency in 1860."

Thomas Gilbert, Manager of Trials for the National Park Service in Madison, Wisconsin, wrote on July 26, 1994: "The . . . National Historic Trail is a viable proposal because it was found to qualify and to be both feasible and desirable."

Gilbert, of the National Park Service, continued: "The National Park Service feasibility study of the . . . (National Historic) Trail concluded that the route met the criteria for both national historic trials and national scenic trails. However, the study concluded that creating a national historic trail would be, in this case, much more feasible than a national scenic trail. If and when Congress passes the necessary amendment to Section 5(2) of the National Trails System Set, we will proceed with the preparation of a comprehensive management plan and administration of the trail.

The Illinois Department of Conservation in a January 1994 report read: "The Department supports and will pursue additional partnership with the National Park Service to realize . . . National Historic Trail status for the . . . Trial, the Illinois River Waterway and Illinois and Michigan Canal . . . (deemed appropriate by a 1986 National Park Service study)."

"The Illinois Historic Preservation Agency . . . advises the National Park Service regarding management of the National Historic Trails in Illinois."

Here is the priceless Lincoln legacy on the Illinois and Michigan Canal as follows:

While serving in the Illinois House of Representatives in 1835, "Honest Abe Lincoln" told his friend, Joshua Speed at Springfield, that he aimed at being called "the DeWitt Clinton of Illinois," achieving for his state what a constructive statesman had done for New York in getting the Erie Canal built. Thus, Abe

Lincoln can properly be called "Illinois' DeWitt Clinton" for the Illinois and Michigan Canal.

As a member of the Illinois House of Representatives on March 5, 1841, the Sangamon Journal reported, "Lincoln sought diligently, both in committee and on the House floor, measures to complete the Illinois and Michigan canal." A great deal, if not all, the completed language of this bill was unquestionably of Lincoln's hand.

"Lincoln offered an amendment allowing Illinois to spend an additional sum in bonds for completion of the I&M Canal. Someone made a motion to slice the sum in hand, and 'Honest Abe' concurred with the measure without debate. Wickliffe Kitchell, a former Illinois attorney general, who had resigned to enter the Illinois House, declared with amazement that Illinois "already prostrated by debt . . . that gentlemen (Lincoln) thought it would be for the best interest of the state to go still deeper."

"Kitchell then ridiculed Lincoln.

"Honest Abe 'begged leave to tell an anecdote.' The gentleman's course the past winter, he said, reminded him of an eccentric old bachelor who lived in the Hoosier State. Like the gentleman from Montgomery (Kitchell) he was very famous for seeing big bugaboos in everything.

"He lived with an older brother and one day he went out hunting. His brother heard him firing back of the field and went out to see what was the matter. He found him loading and firing as fast as possible at the top of a tree. Not being able to discover anything in the tree, he asked him what he was firing at. He replied, a squirrel - and kept on firing. His brother, believing there was some humbug about the matter, examined his person and found on one of his eyelashes a big louse crawling about.

"It is so with the gentleman from Montgomery, Lincoln said. He imagined he could see squirrels every day, when they are nothing but lice. The Journal stated that after Lincoln's anecdote, the house 'was convulsed with laughter.' A spectator said the laughter was so great at the time "all business was at once suspended.' In vain the speaker rapped with his gavel. Members of all parties, without distinction, were compelled to laugh. They not only laughed, but they screamed and yelled: they thumped upon the floor with their canes; they clapped their hands; they threw up their hats . . .

"For the remainder of the session he (Kitchell) lapsed into profound obscurity."

As the middle west developed, there were requests for the federal government to aid in the developing of harbors, canals and

rivers for shipping. President James K. Polk has no such interest in these inland waterways. He maintained only salt-water ports were of federal interest, meaning the Atlantic coast would be favored.

A great deal of interest prevailed in the area waterways and a Harbor and River Convention was held in the small city of Chicago, July 4, 5, 6, 7 of 1847. Over 10,000 delegates attended, sleeping in tents, hotels, boats and huts.

The feeling for and against developing Midwest waterways went strong. New York sent 300 delegates. Other eastern states sent equally large representation.

Many speeches were made and one Easterner, very prominent in legal matters, gave an arousing talk against Midwest development. The cause seemed lost for Northern Illinois. Then a call went out to hear the new representative in Congress from Sangamon County, Abraham Lincoln.

The audience hushed into silence. Who was the man who dared to reply to David Dudley Field, the great jurist from New York, who bitterly opposed the development?

A tall, gaunt, awkward man about 38 years old, rose, addressed the chair. The audience gazed in astonishment at the new speaker with the bony face, the lofty forehead and unkempt hair. His unique appearance and mannerisms attracted the audience. His deliberate, unusual voice held them. Lincoln indicated that Field was treading on dangerous ground. He said that he was astounded at the logic of so distinguished a constitutional lawyer. He grew warm in his comment about his respect to the founders of our Republic and made reference to the Pilgrims and other daring progressive sections of the humanity which came to build the foundation of our Republic.

The truth of these statements forced itself upon the listeners, who were irresistibly drawn by the strange eloquence. They followed Abe, enchanted, as he wove a chain of strong evidence against David Dudley Field. Lincoln asked how many states New York covered. He declared that the Federal government was annually appropriating millions of dollars on the Hudson River and that his enormous expenditure could be saved since Field's own logic reasoned that the rivers which flow in but one state cannot hope to get federal funds. Then, added Lincoln, according to the geography of the East, the great Hudson, flowing only in New York State, shall be from now on without the federal missions.

The effect was electric. A backwoodsman had vanquished a silk stocking orator. He had thrown a new light on the constitutional fallacy as viewed by New York and other older states. He declared and convinced his listeners that the federal government should be

and would be interested in anything that would bring strength and perpetuity to the federal constitution. Lincoln had shown that Chicago was on the Great Lakes waterway which bathed the shores of Michigan, Illinois, Ohio, Pennsylvania and New York, while the far northwest held promise of future states. A reorganization and refinancing of the Illinois and Michigan were accomplished. The state appointed the Canal trustees who were able to obtain the loans to complete the job in 1848.

Lincoln got "the hang of the House," as he called it, and made several speeches on internal improvements, public roads, rivers, harbors, canals, saying in one speech that so far as he could see there was the same wrangling in the state legislatures and in counties and towns as there was in the national Congress, over improvements. "One man is offended because a road passes over his land, and another is offended because it does not pass over his: one is dissatisfied because the bridge for which he is taxed crosses the river on a different road from that which leads from his house to the town: another cannot bear that the country should be got in debt for these same roads and brides: while not a few struggle hard to have roads located over their lands, and then stoutly refuse to let them be opened until they are first paid the damages."

As a first step toward fair dealing out of the nations' money for needed improvements among the states, Lincoln suggested statistical information to guide congressmen, saying he did not see much force in one members objection "to counting all the pigs and chickens in the land." Though the speech was mainly constructive and practical, it was lighted with the observation, "An honest laborer digs coal at about seventy cents a day, while the President digs abstractions at about seventy dollars a day. The coal is clearly worth more than the abstractions."

Mainly, the speech was coaxing, advisory, conciliatory, hoping to get practical work done. "Difficulty though there be, let us meet and encounter it. Determine that the thing can and shall be done, and then we shall find the way. Let us contribute his might in the way of suggestions." He was voicing the wishes of the Chicago river and harbor convention. To pay for canals with canal tolls and tonnage duties, before canals were dug, was like the Irishman and his new boots. "I shall never git 'em on till I wear 'em a day or two, and stretch 'em a little."

In a speech in the United States House of Representatives on "Internal Improvements," June 20, 1848, Abraham Lincoln stated: "take for instance, the Illinois and Michigan Canal, considered apart from its effects, it is perfectly local. Every inch of it is within the State of Illinois. That canal was first opened for business last April. In a very few days we were all gratified to learn, among other things, that sugar had been carried from New Orleans through this canal to Buffalo in New York. This sugar took

this route doubtless because it was cheaper than the old route. Supposing the benefit of the reduction in the cost of carriage to be shared between seller and buyer, the result is, that the New Orleans merchant sold his sugar a little dearer, and the people of Buffalo sweetened their coffee a little cheaper than before - a benefit resulting from the canal, not to Illinois where the canal is, but to Louisiana nd New York, where it is not.

In other transactions, Illinois will, of course, have her share, and perhaps the larger share too, in the benefits of the canal; but the instance of sugar clearly shows that the benefits of an improvement are by no means confined to the particular locality of the improvement itself."

Just as the benefits of an improvement, as Lincoln said in 1848, "are by no means confined to the particular locality of the improvement itself," this principle should substantiate justification for the Illinois and Michigan Canal National Historic Trail.

Ottawa's Washington Square, site of the first famous Lincoln-Douglas debate, and the Illinois and Michigan Canal are tangible links in the history of the United States. They are a special part of America's heritage commemorating the nations's past ranking the same status as Bunker Hill in Boston, Mass.; Mount Vernon, VA, the Alamo in Texas, or the Chesapeake and Ohio National Historical Park in Washington, D. C. - a special part of America's heritage worth of a place on the Department of the Interior's roll of landmarks commemorating the nation's past.

The Illinois and Michigan canal was the greatest of the Midwest canals. This historic artery of travel was a triumph of early enterprise and contributed immeasurably to the growth of Chicago and Northern Illinois. Just as the Erie Canal made New York City the dominant metropolis in the East, so did the Illinois and Michigan Canal propel Chicago into prominence as a lading grain market and meat packing center in the Midwest. Linking Chicago to the Mississippi River, the canal completed a continuous waterway from Buffalo, New York, to New Orleans - thus a national artery of travel.

The National Park Service plaque at Channahon, Illinois, reads: "Illinois and Michigan Canal (Locks and towpath) has been designated a Registered National Historic Landmark - under the provisions of the Historic Sites Act of August 21, 1935. This site possesses exceptional value in commemorating and illustrating the history of the United States. United States Department of the Interior. National Park Service. 1963."

The National Park Service, Criteria for Parklands, states the following regarding Registered National Historic Landmarks: "If it is further determined that the area (Illinois and Michigan Canal in

this case) might qualify for National Park status, further studies may be conducted. However, in addition to being of national significance, areas considered for inclusion in the National Park System must further meet the criteria of suitability and feasibility."

The National Park Service Feasibility Study and Environmental Assessment concluded that: "The proposed Illinois (National Historic) Trail route would qualify as a national historic trail. The objective of such a trail would be to identify and preserve for public use and enjoyment, the major historic transportation link between two of the nations' great waterway systems -- the Mississippi River and the Great Lakes/St. Lawrence River. The Illinois Waterway, along with the Erie Canal, afforded an all-water transportation link between New York and New Orleans. Successors to the Erie and the Illinois and Michigan canals have continued to provide that linkage to the present day. A national historic trail would give people an opportunity to understand and appreciate the significance of this transportation system and the evolution of uses to the present day. The interpretive theme would be the importance and impact of the Illinois River and the Illinois and Michigan Canal as a route of transportation, migration and commerce in the development of our nation."

"Now he belongs to the ages", is the oft-quoted remark made at Lincoln's deathbed. He belongs to our age as well. He belongs to the Nation and Illinois and in a very real sense, Abraham Lincoln and all that he represented, belongs to the national landmarks - especially Washington Square and the Illinois and Michigan Canal.

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Lincoln, his wife and their two sons, traveled the entire length of the Illinois and Michigan Canal on October 8, 1848, during a trip from Washington, D.C., to Springfield, Illinois.

The Story of Little Eddie Lincoln

Sometime soon, when you take your children for a walk along the old Illinois-Michigan Canal towpath and try to tell them the story of the I-M Canal, it may be hard for them to imagine that this little ditch was one of the main lifelines of mid-America. Perhaps you might tell them the little-known story of Little Eddie. Every word is true.

If you had been standing on the canal towpath on October 8, 1848, you would have seen a long, slender passenger boat coming toward the Fox River Aqueduct of the I-M Canal in Ottawa. Little Eddie would have been standing on the deck, holding his dad's hand. His mother and his brother, Robert Todd Lincoln, would have been

standing beside him. Little Eddie loved the trip, and this is sad because he was never to make another.

Eddie was on his way home, but he must hardly have known what home meant, because he had lived very little at all in a real home.

His dad had been sent to congress when Eddie was 1-1/2 years old and his mother and dad took the boys for a month's visit with relatives in Kentucky; then they went up the Ohio River and over the mountains to Washington. But Eddie's mother did not like living in a boarding house, so she took the boys back to Kentucky. The lonesome father wrote little letters to Eddie. In one he reported a fruitless search in the stores of Washington for little plaid stockings for "Eddie's dear little feet," but said he would make another try at it.

Eddie, like his dad, was very fond of cats and one day in Kentucky in 1848, a little kitten came across the yard and Eddie asked a man if he could have it. He carried it triumphantly into the house, fed it bread and water. Eddie's grandmother hated all cats and had a servant throw it out of the house, even though Eddie protested loudly.

At last, the family decided to return to their home in Illinois, journeyed to Buffalo, New York and sailed on the steamer, Globe, for Chicago, took the I-M Canal to LaSalle-Peru, boarded another steamer to Peoria, then went by stagecoach to Springfield, their home town. But when they arrived, they found they could not stay in their own house because it was rented. So they lived in hotels, boarding houses, or with relatives until the home was finally available in the summer of 1849.

But soon after they moved into the house Eddie became ill, and after two months, not yet four years old, he died. He had traveled many thousands of miles and had lived at home less than three-fifths of his short life.

An unsigned poem named "Little Eddie" appeared a week later in the Illinois Journal, a newspaper.

People who know about these things believe Eddie's dad wrote it. The last stanza of "Little Eddie" says:

Angel boy - fare thee well, farewell Sweet
Eddie, we bid thee adieu!
Affection's wail cannot reach thee now,
Deep though it be, and true
Bright is the home to him now given,