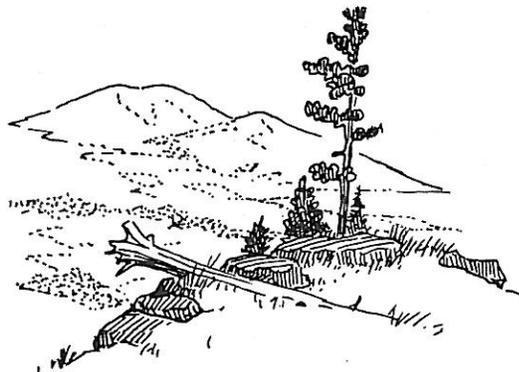


The **ADIRONDACKS**
NEW YORK'S FOREST PRESERVE
and a
PROPOSED NATIONAL PARK



STATE OF NEW YORK

CONSERVATION DEPARTMENT

I N T R O D U C T I O N

On July 30, 1967 a report outlining a proposal for an Adirondack Mountains National Park was presented to Governor Rockefeller and Secretary Udall of the Department of the Interior for study and consideration.

Governor Rockefeller requested Conservation Commissioner Kilborne to analyze the report and the impact of such a proposal on the Adirondack Park and the on-going programs of the Conservation Department.

In order to make the report as meaningful as possible the Department has reviewed the policies and management practices of the National Park Service. Recent field surveys have been made of three important National Parks having widely varying characteristics--Yellowstone, Yosemite and Grand Teton. This information has been used throughout the report.

In order to appraise the proposed National Park, a familiarity with the origin, development and present nature of the existing Adirondack Park is essential. This background material is presented in Section I.

Section II is an analysis of the private land to be acquired by the federal government under the National Park proposal. This section gives the number of private parcels, their size, use and value.

It is also necessary to consider the Conservation Department's plans and programs for the Adirondack Park in order to assess intelligently the National Park proposal. This information is given in Section III.

Section IV describes the impact of the proposed National Park in several vital areas. In the time available, it was not possible to analyze each of these areas in depth and detail. In some instances, it has been necessary to use a sample to typify an entire area. In other instances, it has been possible merely to make general observations rather than specific analyses.

July 1967
Gandy Kerr
Bureau, Forest Recreat.

TABLE OF CONTENTS

Summary	1
I. - Historical and Legal Background	5
II. - Analysis of Private Land Within the Proposed National Park	11
III. - Conservation Department Programs and Plans in the Adirondack Park	
- Lands and Forests	13
- Fish and Game	22
- Conservation Education	26
IV. - Impact of the Proposed National Park in the Adirondacks	
- on the Wood Using Industry	28
- on Tourism	31
- on Public Recreation	33
- on Hunting	37
- on Fish and Wildlife Resources	39
- on Water Resources	42
- on Local Governments and School Districts	47
- on Transportation	49
V. - Appendix	
Table 1 - Code and class name	54
Table 2 - Non-Forest Preserve lands	55
Table 3 - Fishing waters within Adirondack Park	56
Table 4 - Fishing waters within proposed park	57
Table 5 - Comparison of hunting opportunities	58
Table 6 - Subdivision of basin areas	59
Table 7 - Average precipitation and runoff	60
Table 8 - Major streams within proposed park	61
Table 9 - Major lakes within proposed parks	62
Table 10 - Existing storage reservoirs	63
Table 11 - Towns in proposed park	64

SUMMARY

Historically, New Yorkers have shown a deep concern for, and interest in, the Adirondacks. As early as 1870 specific proposals were made to create an Adirondack Park and by 1885, following large and dramatic losses of land to timber pirates, squatters and fire, legislation was enacted to protect state-owned land in the Adirondacks.

In 1885, the terms "Forest Preserve" and "Adirondack Park" were used synonymously and legislation creating the Forest Preserve noted in part "the lands now or hereafter constituting the Forest Preserve shall be kept as wild forest land." From this beginning with approximately 700,000 acres of state-owned Forest Preserve, the Adirondack Park (comprised of both private and public lands) now totals 5,693,500 acres of which 2,244,828 acres are Forest Preserve.

During the first ten years under legislative protection a three man Forest Commission had been rather ineffective in managing the timber resources of the Forest Preserve and speculators, by attacking the state's title to various tax parcels, had made off with additional land. As a last hope, the Forest Preserve was placed under Constitutional protection on January 1, 1895, and the "forever wild clause" (Now Article XIV Section 1) became the shield protecting the Adirondacks. Today, the key phrases remain as they did 73 years ago:

"The lands of the State, now owned or hereafter acquired, constituting the Forest Preserve, as now fixed by Law, shall be forever kept as wild forest lands. They shall not be leased, sold, or exchanged, or be taken by any corporation, public or private, nor shall the timber thereon be sold, removed, or destroyed."

This is not to say, however, that attempts have not been made to alter or re-write the "forever wild" clause. There have been 14 amendments of a limited nature and many interpretations of the constitutional provisions by the courts and Attorneys General. But, successful amendments have been for specific purposes and any attempt to redraft or repeal Article XIV has been dramatically defeated by the state's voters.

Although the voters have resisted change in Constitutional protection of the Forest Preserve, they have been quick to approve programs aimed at expanding the acreage of the Forest Preserve. The size of State holdings in the Adirondack Park has nearly tripled since 1885 and of the \$20-million spent for land acquisition about 80 percent has been financed through voter approved bond programs.

And, while the people of the state expressed disapproval of the administration of the Forest Preserve by the original three man Forest Commission, they

have endorsed the present authority vested in the Conservation Commissioner. The body of law created by court decisions and opinions of Attorneys General has acquired the authority of tradition and experience.

In addition to the historical significance of the Adirondack Park the various economic, natural resource and recreational components of the Adirondack area are of great importance in considering the possible creation of a National Park.

Private forest lands in the Adirondacks are the foundation of the timber harvesting industry in Northern New York State and generate \$150,000,000 into the general economy of the 12 counties of the Adirondack Park. At the present time, these private forests supply approximately one-third of the state's hardwoods. And, the area is making a dramatic recovery from the abuses of seventy years ago and shows a favorable marketing growth to cutting ratio that is constantly improving.

Creation of a National Park would disorganize the industry - perhaps irretrievably. The timber harvesting industry is a highly competitive, cost sensitive, local business. Relocation would be difficult due to the problems of moving established facilities, the unavailability of unique species such as red spruce, balsam fir and yellow birch and the shortage of nearby private land suitable, or available, for exchange purposes. The exchange of state-owned Forest Preserve land would be prohibited without an amendment to Article XIV of the Constitution.

Tourism shares the lead with the wood using industry in terms of economic importance within the Adirondack Park. Receipts from businesses serving tourists total nearly \$150,000,000 annually. And, while employment fluctuates, it reaches a seasonal high of 20,000 people. In Hamilton and Essex Counties, the heart of the proposed National Park, one-fifth of all business is tourist-oriented.

In addition to the obvious problems of dislocating tourist-based business within the borders of the proposed park, a National Park would introduce new services, through concessionaires, that are not now provided at state-operated facilities.

Services provided at the larger National Parks vary considerably from the services provided at Conservation Department facilities in the Adirondack Park. Although some of these differences can be attributed to basic philosophical differences in the agencies' approach to public recreation, the pattern of public use is the underlying factor.

At Yosemite, Yellowstone and Grand Teton, up to 95 percent of the visitors stay one or two nights before moving on. At Adirondack campsites, nearly 40 percent of the visitors stay for five days or more, and often, families stay their entire vacation.

With only a small percentage of the National Park visitors making use of the "back country," the park facilities feature large-scale high-density accommodation and recreation areas developed in a linear fashion along the highway systems. On the other hand, recreational use of the Adirondack "back country" has played a key role in the pattern of facility development. The Conservation Department currently has 35 campsite areas providing over two million visitor days of use per year, 711 miles of hiking trails, 197 miles of canoe routes, 235 lean-tos and 35 boat launching sites. Since inauguration of the horse trail program in 1967, 51 miles of trails have been established.

So, while both the Adirondack Park and other large National Parks receive high public use, it is the quality of that use that is so profoundly different.

In terms of public recreation, the area encompassed by the proposed National Park now provides more than 300,000 man days of hunting. This is unlike most of the casual "off the road" hunting found in other areas of the state and is important to mention because present National Park policy forbids public hunting. In addition to the economic significance of this \$4-million business, a "no hunting" policy in the National Park area could upset the ecological balance which would lead to starvation and range deterioration especially for whitetail deer. These conditions are presently being experienced in the elk herds at some of the National Parks. A ban on hunting could also bring about problems with black bear control, similar to the situation that exists in Yellowstone National Park.

Private and state holdings within the proposed National Park provide an estimated \$3,628,000 in annual taxes to localities and school districts. While it is difficult to predict the full impact of the loss of this tax source as a result of creating a National Park, it would necessitate either new sources of state aid, additional burden on the localities or substantial changes in services.

With more than 425 miles of state, county and town highways within the proposed park there would be a direct effect on transportation in the state in terms of operation, control, ownership and maintenance. The park could also affect common carrier operations within or through the park area because the existing highways are used extensively for nonrecreational as well as recreational travel.

The headwaters of the Black, St. Lawrence, Champlain, Upper Hudson and Mohawk River basins lie within the park boundaries. This is one of the most important water resource areas of the entire state with a high average annual precipitation, low evaporation and evapotranspiration losses and a high run off averaging about 28 inches.

Based on recent reconnaissance studies of potential water resources development of the Adirondacks, ten water impoundment sites within the proposed

National Parks have high priority for possible development to meet future water needs of the state.

The most economical opportunities for new sources of water supply necessary for the metropolitan New York City area lie within the proposed Park. In addition to the benefits associated with this water supply development, the availability of more water during low-flow periods in the Hudson and increased recreation opportunities would benefit two-thirds of the population of the state through this wise management of the water resources.

HISTORICAL AND LEGAL BACKGROUND

Verplanck Colvin, the almost legendary Adirondack surveyor, was the first man to propose in writing the creation of a park in the Adirondacks. His plea was made in 1870 and his exact words are worth quoting because he urged "the creation of an Adirondack Park or timber preserve."

Today, almost a century later, we have both an Adirondack Park and a Forest Preserve.

Colvin used the words "park" and "preserve" synonymously, and for many years the Adirondack Park and the Forest Preserve were practically the same thing. But today there is a difference.

The Adirondack Park consists of all land, state-owned and private, inside the so-called "blue line." (The boundary of the Adirondack Park is commonly referred to in this colorful fashion because in 1884 the State Comptroller issued a map of the then proposed Adirondack Park on which its boundaries were outlined in blue.) The Adirondack Park totals 5,693,500 acres and is comprised of 2,244,828 acres of forest preserve land and 3,448,672 acres of private land.

The Forest Preserve is the official name of all land owned by the state in 12 Adirondack and 4 Catskill counties. So the Forest Preserve consists entirely of state land. In the Adirondacks, nearly all of the Forest Preserve, meaning state-owned land, is inside the Adirondack Park ("blue line") but there are about 158,000 acres of forest preserve land that are outside the Adirondack Park.

Although the New York Times had editorialized about "this wonderful wilderness" as early as 1864, the first legislative act viewing the Adirondacks as an endangered natural resource was passed in 1872 when a State Park Commission was created "to inquire into the expediency of providing for vesting in the State the title to the timber regions lying within the counties of Lewis, Essex, Clinton, Franklin, St. Lawrence, Herkimer, and Hamilton and converting the same into a public park." Former Governor Horatio Seymour was chairman of this Commission, and in 1873 the Commission's report called for the creation of a state park in the Adirondacks. The Legislature took no action on the report.

Despite repeated pleas by succeeding governors, nothing further was done for another decade. This period from 1873 to 1883 was one of the blackest in the history of the Adirondacks. Organized groups, flaunting flamboyant names such as "The Grenadiers" and "The State Troops," committed wholesale thefts of state-owned timber with impunity. And not only was the state

continuing to sell Adirondack forest land at ridiculously low prices, but it was also losing land at an alarming rate to hundreds of squatters who often obtained good title by taking advantage of long-lost survey lines and the state's sloppy methods of perfecting its own land titles. Finally, huge forest fires, often started by the firebox of a locomotive, were causing enormous annual losses of timber. The final straw was an announcement by the Adirondack Railroad Company that it intended to push its tracks deeper into the forests in order to lumber 500,000 acres of land that one of its predecessors had bought from the state for five cents an acre. (This was not as great a bargain as the one Totten and Crossfield struck with the Indians in 1771; they paid less than \$6,000 for 1,150,000 acres.)

At last the state had been pushed too far. In 1883 the Legislature prohibited all further sales of state lands in the Adirondacks. And, equally important, it created a Senate committee to investigate the need for further protective legislation.

At this point, mention must be made of one of the most extraordinary lobbyists the state has ever known--the New York Board of Trade and Transportation. Despite the fact that the stated and genuine purpose of the group was to act as a chamber of commerce for the City of New York, it quickly became the leader of all the citizen groups in the state working for the preservation of the Adirondacks. It maintained this interest for over 50 years, sharing the leadership of the citizen groups in the twentieth century with the newly founded Association for the Protection of the Adirondacks.

During the 1885 session of the Legislature, a model bill was prepared by the legislative and citizen groups interested in the Adirondacks. It was passed on May 15, 1885, and is the great landmark in the history of the Adirondacks. The Act of 1885 did three things. First of all, it declared that all land owned by the state in 14 Adirondack and Catskill counties "shall constitute and be known as the Forest Preserve." (Two more counties were added to the original list a few years later.) Secondly, it provided that "The Lands now or hereafter constituting the forest preserve shall be forever kept as wild forest land. They shall not be sold, nor shall they be leased or taken by any corporation, public or private." Thirdly, the act created a three-man Forest Commission. It is worthy of note that just as Colvin 15 years earlier had used "park" and "preserve" interchangeably, the Legislature responded in 1885 to public pressure for a "park" by creating the Forest Preserve. Although the Adirondack Park itself was created seven years later, in 1892, it comprised even then only the state land within its boundaries.

The Act of 1885 had come just in time. State land holdings in the Adirondacks had shrunk to 700,000 acres. The groups that had worked for the creation of the Forest Preserve began to urge the Legislature to appropriate money to buy additional forest land. This pressure soon took the form of a proposal for a state park in the Adirondacks for the "preservation of the Adirondack forests." The first unconditional appropriation for the purchase of forest preserve land was made in 1890. On May 20, 1892, the

Legislature passed an act "to establish the Adirondack Park and to authorize the purchase and sale of lands within the counties including the forest preserve." The Act granted the Forest Commission authority to exchange lands outside the park for those lying within it. Although the Adirondack Park as created comprised only the Forest Preserve or state lands within its boundaries, historians are agreed that at the time of its creation by the Act of 1892, it was intended that the state should acquire all the land within the existing "blue line." This policy was never carried out and indeed was abandoned soon after creation of the Park. Although the Legislature made regular small appropriations for the purchase of Forest Preserve land, no systematic pattern of condemnation for the purchase of all the land in the Park was ever suggested.

The Act of 1885 establishing the Forest Preserve and the Act of 1892 establishing the Adirondack Park had grappled with the problem of the state's land but had left untouched the growing scandal over the state's timber.

In 1893 Governor Flower ignored widespread public protests and signed a bill authorizing the Forest Commission to sell spruce, tamarack and poplar. To add fuel to the fire, the Forest Commission was seemingly unable to prevent the loss of state land by land speculators who had devised an ingenious method of attacking the state's title to lands acquired through tax sales and thus obtaining the land. Between 1885 and 1895 the Forest Preserve lost 100,000 acres of land through this device.

By 1894 the public's faith in legislative protection of the Adirondacks had been seriously eroded and the Constitutional Convention of 1894 seemed to offer one last hope. Led by the New York Board of Trade, the various conservationist groups resolved to obtain constitutional protection for the Adirondacks. Their efforts were successful and Article VII Section 7 of the Constitution (now Article XIV Section 1) was unanimously adopted by the Constitutional Convention and approved by the people. It went into effect on January 1, 1895. Its language was derived from the Forest Preserve Act of 1885, but it went beyond that act to include timber as well as land within its protection. The key phrases were:

"The lands of the State, now owned or hereafter acquired, constituting the Forest Preserve, as now fixed by law, shall be forever kept as wild forest lands. They shall not be leased, sold, or exchanged, or be taken by any corporation, public or private, nor shall the timber thereon be sold, removed, or destroyed."

Today, 73 years later, the identical words remain.

The Constitutional Amendment of 1894, commonly referred to as "the forever wild clause," is the continental divide in the landscape of Adirondack history.

Since January 1, 1895, there have been many changes in administrative structure; there have been 14 amendments of Article XIV of a limited nature; and there have been many interpretations of the constitutional provision by the courts and by successive Attorneys General. But the basic clause has resisted all major attacks and remains today the shield protecting the wild Adirondack forests.

As mentioned earlier, in 1912 the definition of the Adirondack Park was amended to include all lands within the "blue line" rather than only the state lands. The "blue line" itself has been moved several times in order to enlarge the Adirondack Park, the last such change having been made in 1956.

Since January 1, 1895, there have been 14 amendments to the forever wild clause. Five amendments authorized the construction of specific highways or the limited relocation of existing highways; two amendments authorized specified ski trails; two amendments concerned the construction of reservoirs; two amendments concerned land acquisition outside the Adirondack and Catskill Parks; one amendment authorized the sale of detached parcels of Forest Preserve land up to ten acres in size outside the Adirondack and Catskill Parks; and two amendments authorized specified land exchanges between the state and two different municipalities.

It is worth noting that all of the successful amendments were of a limited nature. Every broad effort to rewrite or repeal Article XIV has failed. The most interesting of these failures occurred in 1932 when the people defeated by a 2 to 1 vote an amendment authorizing the construction within the Preserve of "such recreational facilities as are not inconsistent with the general wild forest character of the Forest Preserve, and the making of necessary clearings of timber therefor." The proposal also specifically authorized fire control measures, trails and campsites and the straightening of existing public roads although fire control facilities and 22 campsites had already been built in the Preserve pursuant to rulings of the Attorney General. The proposed amendment was attacked by Governor Franklin D. Roosevelt, former Governor Smith, Conservation Commissioner Morgenthau, The New York Times, at least 15 conservation groups, Democratic party and several prominent Republicans. Governor Roosevelt's remarks are interesting.

"More than 500,000 visitors were registered at the State's free campsites last year. They came from all parts of the State, and in fact from all parts of the nation.

"With such great interest and attendance on the part of the people, we do not want the great forest parks of the State locked up against the people.

"But we do not want to turn them into popular amusement resorts."

During the intervening years since 1895, the meaning of the forever wild clause has been interpreted many times by the courts and by the Attorney General. In this way a body of law has been developed defining the present authority of the Conservation Commissioner.

The single most important court decision is undoubtedly Association for the Protection of the Adirondacks v. MacDonald, 253 NY 235 (1930). After holding that the construction of a bobsled run in the Forest Preserve was unconstitutional (the run was later built on other land), the court discussed the Adirondack Park in language that has come to be regarded as the philosophic basis for management policies in the Park.

"The Adirondack Park was to be preserved, not destroyed. Therefore all things necessary were permitted, such as measures to prevent forest fires, the repairs to roads and proper inspection, or the erection and maintenance of proper facilities for the use by the public which did not call for the removal of the timber to any material degree. The Forest Preserve is preserved for the public; its benefits are for the people of the state as a whole. Whatever the advantages may be of having wild forest lands preserved in their natural state, the advantages are for everyone within the state, and for the use of the people of the state. Unless prohibited by the constitutional provision, this use and preservation are subject to the reasonable regulation of the Legislature."

Before leaving this case, it is worth noting that the court quoted an article on wilderness by Robert Marshall to support its observations that a considerable use may be made of the Park by campers and others without interfering with the purpose of preserving them as wild forest lands.

A recent important court decision is the so-called Hamilton County case. Towns of Indian Lake et al v. State Board 26 A. D. 2nd, 707 (1966). Here the Appellate Division, Third Department, stated that the Conservation Commissioner has the authority to acquire land in the forest preserve counties which can be excluded from the Forest Preserve provided it is made clear in the acquisition documents that the land is being acquired for other than Forest Preserve purposes. This decision has given the Commissioner flexibility to acquire lands inside the Forest Preserve counties--and inside the Adirondack Park--which are not subject to the Constitutional prohibition.

Also of great importance are the scores of rulings by the Attorney General relating to the Conservation Commissioner's authority in the Forest Preserve and the Adirondack Park. Specific rulings have authorized the building of fire truck trails; the regulation of conventional aircraft, helicopters, motorboats and motor vehicles; the cutting of trees for vistas; the cutting of limited types of trees for deer browse; the thinning and pruning of plantations; the cutting of trees to prevent the spread of insect infestation; the removal of dangerous dead snags; the salvage of windfall timber and the maintenance of temporary CCC camps. Various Attorneys General have also ruled that the Conservation Commissioner cannot issue

gold mining permits and that refreshment and restaurant facilities cannot be erected in the Forest Preserve. The erection of closed buildings in the Preserve has been prohibited.

The body of law created by the long series of court decisions and Attorney Generals' rulings stretching back to 1895 has acquired the authority of tradition and experience. It is significant that neither the Constitutional Convention of 1938 nor the Constitutional Convention of 1967 altered the language of Article XIV Section 1. (The 1967 Convention proposed a section defining the type and location of permissible campsites.)

Since 1895, the Adirondack Forest Preserve has more than tripled in size. The 700,000 acre Adirondack Preserve of 1895 has grown to the 2,402,939 acre Adirondack Preserve of today. More than 2,200,000 acres of the Adirondack Preserve are inside the Adirondack Park and now constitute 39 percent of all lands within the "blue line".

The entire Adirondack and Catskill Forest Preserve today contains 2,651,159 acres. Since 1895 the state has spent \$20,706,832 to acquire this land. The people have approved four major bond issues for the acquisition of Forest Preserve land--in 1916, 1926, 1960 and 1962. At least two more relatively small bond issues have also been approved. Four-fifths of the \$20 million paid for Forest Preserve land since 1895 has been raised by these bond issues. In its 1962 survey, "Parks for America," the National Park Service recommended against a change in the status of the Adirondacks, noting that New York "will undoubtedly continue, under Constitutional limits, to exercise caution and judgment in the use of New York's wildlands for intensive recreation."

ANALYSIS OF PRIVATE LAND
WITHIN THE PROPOSED NATIONAL PARK*

Within the boundaries of the proposed National Park there are 6,469 parcels of private land covering 571,710 acres. By applying the appropriate class equalization rates established by the State Board of Equalization and Assessment to the assessed values appearing on the 1964 assessment rolls, the total indicated full value of these parcels is \$56,495,893.

The 6,469 parcels have been separated into 19 use classes and five acreage classes and the totals for the entire area are shown in Table 1 in the Appendix.

The land in question is situated in six counties and 26 towns. Only four of the towns are wholly within the proposed park area. This required a careful check to determine the exact location of hundreds of the individual parcels. The report is based on extensive field work.

The most difficult part of this report is the determination of value. Since the assessed value of a parcel of land that appears on a local assessment roll represents only a portion of its full value, it is necessary to correct the assessed value by applying the equalization rate determined by the State Board of Equalization and Assessment for each category of property in every municipality in the state. Thus the assessed valuation as it appeared on the assessment roll was taken for each parcel. The use class was determined and the equalization rate for that class applied. The result is the indicated full value. As stated above, the total full value found in this manner was \$56,495,893. In order to ascertain the general validity of the indicated full values computed in this manner, a random sample of 47 parcels in the various classes on which recent sales data were available was collected and a comparison was made with the indicated full values.

This comparison shows that the total of the 47 purchase prices is 2.8 times the total of the indicated full value of the 47 parcels. A similar comparison of 51 Conservation Department appraisals of various types of property with indicated full value revealed an even higher ratio.

In the sample, 32 of the purchase prices were from state purchases, all but one of which were negotiated on a friendly basis. The remaining samples were private sales.

*This section of the report analyzes the number of parcels of private land inside the proposed National Park, the area of each parcel, its principle use and value. The properties within the five enclaves shown on the center spread map in the proposed National Park report were not considered.

To acquire all land within a given area would increase greatly the percentage of condemnations and this in turn would raise the cost above that experienced in voluntary sales.

Based on the above data, it seems clear that the National Park report is in error when it states that 90 percent of the private land in the proposed National Park, 512,460 acres, can be acquired for \$51,246,000.

The 1964 assessment rolls were used as these were the latest ones for which the use class equalization rates were available.

It, of course, is realized that an adjustment must be made for the increase in value from 1964 to the present. In a recent publication by the Bureau of Outdoor Recreation entitled, "A Report on Recreation Land Price Escalation," there appears on page 8 the statement: "It is clearly evident that there has been a steady upward trend in land values almost everywhere in the Nation. On the basis of the best available information, land values are rising generally throughout the Nation at a rate of from five percent to ten percent per annum."

Certain properties lying partly within the proposed National Park area were omitted because of their nature. However, in the final analysis they may have to be considered. These include: Niagara Mohawk Power Corporation, General Telephone, AT&T, and the New York Central Railroad.

A subsidiary study revealed that 42 private owners own properties of 1,000 acres or more that total 477,509 acres with an indicated full value of \$20,562,385. Although this is considerably more acreage than that shown in the 1,000-acre class on the chart, the reason is that many of the 1,000-acre ownerships are made up of many smaller parcels that are included on the chart in the other acreage classifications.

CONSERVATION DEPARTMENT PROGRAMS AND PLANS
IN THE ADIRONDACK PARK

DIVISION OF LANDS AND FORESTS

Although all units of the Conservation Department are engaged in programs within the Adirondack Park, major responsibility for recreation and forest and soil resources is carried out through the Division of Lands and Forests. Key activities of this Division are highlighted below:

Bureau of Forest Recreation

Just prior to the beginning of the twentieth century, the Adirondack Region, popularly referred to as the "Great Wilderness," was accessible by railroad, stagecoach and wagon and its interior could be penetrated by boat and canoe. This vast acreage of wilderness was not only a sportsman's paradise, but its resources also provided income for the professional hunter, trapper, guide, lumberman and resort owner.

Between 1895 and 1910 the increase in numbers of summer visitors to this area was noticeable, and campers were permitted to erect tents along highways while guides erected lean-tos in the interior. Trails to forest fire observation towers were marked to guide the public to these sites. The demand for tent camping at various locations along highways caused by the increased number of automobiles created a fire hazard and roadside nuisance.

An appropriation of \$2,500 was made available in 1919 to develop a system of hiking trails, lean-tos along these trails and fireplaces along highways for campers and picnickers. Water and sanitation became a major problem as more and more people used the wilderness for camping. In 1924 there were developed six large campsites with many fireplaces, garbage pits and sanitary facilities. In 1925 the Division of Lands and Forests employed caretakers and motorcycle rangers, in addition to the fire control personnel, to maintain and operate 11 camping areas.

The recreation program was operated as a forest fire protection measure as an extra duty of the forest ranger force prior to 1927. Continued public demand for more facilities necessitated a change from extracurricular importance to major importance and has remained so to date.

To administer this program the Conservation Department created in its Division of Lands and Forests a Bureau of Recreational Development, which is now

called the Bureau of Forest Recreation.

Within the Adirondack and Catskill Parks the Bureau of Forest Recreation is responsible for: public campsites; wilderness facilities; parks and historic sites; winter sports; and boat launching sites.

The Bureau of Forest Development in 1927 had developed 20 small campsites with a capacity for 6,700 campers and 7,300 picnickers.

By 1957 the Bureau reported some 29 campsites within the Adirondack Park alone. The campsites had a capacity for 12,058 campers and 21,246 day users (swimmers, picnickers). In addition, the wilderness areas contained 599 miles of hiking trails, 172 miles of canoe routes, 900 tent platforms, and 198 lean-tos. The Bureau also administered park and historic sites at Lake George and Crown Point. The Bobsled Run at Mt. Van Hoevenberg and the Whiteface Mt. Ski Center and Memorial Highway, administered by the Department and the Adirondack Mountain Authority respectively, provided winter sports.

The decade 1958-67 may be recorded as the one during which the federal government, the State of New York and various municipalities embarked on an accelerated recreation program. Millions of dollars, authorized in instances by bond issues approved by the voters, were made available by these agencies to acquire land, develop new facilities and expand existing ones.

Socio-economic studies reported a tremendous increase in demand for more and better recreation facilities by outdoor recreationists as a result of more leisure time, greater interest in recreation by the average income family, higher income per family and a trend toward family participation in outdoor recreation during the summer and winter seasons.

Although the accelerated recreation program began in 1957, accomplishments did not become noticeable until 1962.

The public campsites were designed to provide: (1) an average of 100 tent and trailer sites spaced 75 feet apart to impart a wilderness effect; (2) area for swimming and picnicking; (3) modern sanitary facilities; (4) play areas; and (5) amphitheaters and parking areas. The rate for tent and trailer camping was \$1.50 per night and for day use 50¢ per car.

Wilderness facilities were created to provide such activities as hiking, mountain climbing, wilderness riding or pack trips for horsemen, canoeing, cross-country skiing and camping on undeveloped lands by campers, hunters and fishermen.

The program objectives are: (1) to provide and maintain recreational facilities within the Forest Preserve with the least possible disturbance of natural forest conditions; and (2) to foster the widest possible temporary use of the preserve for the benefit of all the people of the state within the framework of the state's Constitution. The facilities provided

have been basically primitive in character, with safe access and adequate shelters for the public a primary concern.

A major part of the wilderness program has been carried on within the boundary of the proposed National Park. This is understandable since the major portion of the best wilderness land is within this boundary.

The parks and historic areas program, as the term implies, refers to a mass-oriented park similar to Lake George Beach and areas of historic importance such as Crown Point Reservation and Lake George Battlefield Park.

It is interesting to note that these facilities are outside the proposed park and rightfully so, since the character of the topography of the land outside the proposed National Park lends itself more to this kind of activity.

Winter sports over the past ten years have increased tremendously due to family participation and international Olympic Games for the experts.

The Mt. Van Hoevenberg Bobsled Run, the first and only bobsled run on the American continent, provides exciting recreation for the public and a site for international championship and Olympic competition. It was the site of the International Winter Olympics for bobsledding in 1932 and the 1961 World Championships.

The Whiteface Mt. Ski Center, with an elevation of 4,400 feet, provides the greatest vertical drop in the East and, in addition to its expert trails, it provides facilities for novice and family participation.

Gore Mt. Ski Center is a development which provides winter sports for the whole family, as well as limited ones for the expert. It features novice slopes and trails, outdoor skating, tobogganing, a nursery and trails for the experts.

Using the present financial budgetary plan, the recreation program, at the conclusion of the 1986-87 fiscal year, will provide adequate facilities to meet the estimated public demand. It will be a period of intensive construction, reconstruction and improvement of facilities. There will be changes in design and criteria as each program progresses to meet the constant change in trends for various types of recreation.

Public campsites will be staffed with a skeleton permanent force to make these facilities available to the public earlier in the spring and later in the fall.

Emphasis will be placed on the employment of more individuals to efficiently carry on a bigger interior program and will provide wilderness use over the entire acreage suitable for this type of activity.

The parkways planned for completion at Prospect Mountain and the Central Adirondacks (Old Forge) will provide areas for observing mountains, lakes, ponds and communities in the state, as well as defined features in neighboring states. In addition, appurtenances will be provided for day use, nature centers and winter sports.

The Mt. Van Hoevenberg Bobrun will be a year-round development offering bobsledding, skating, curling, tobogganing and skiing in addition to day use and camping for summer recreationists.

Gore Mt. and Whiteface Mt. Ski Centers will, in addition to present facilities, provide snow-making equipment to cover a major portion of the trails, ski jumps and gondolas, plus the summer operation of the Memorial Highway at Whiteface.

Bureau of Land Acquisition

During the past ten years, the Conservation Department has acquired 371 individual parcels of land within the Adirondack Park totaling 172,006.53 acres at a cost of \$6,814,364.19. In addition, 93 easements costing \$230,807.59 were acquired.

Worthy of special mention for their unique features and great recreational potential are the acquisition of Schuyler Island in Lake Champlain for a new type of campsite development; lands for the Gore Mt. Ski Development and the Prospect Mt. Highway; significant amounts of frontage on Long Lake, Fourth Lake in the Fulton Chain and Limekiln Lake, Lake George and Hinckley Reservoir, totaling 66,000 feet of lake shore; the acquisition of Cascade Lake with an area of 116 acres and 14,500 feet of shoreline; a 7,000 acre tract with a totally undeveloped lake of 650 acres in Clinton County; the Moose River Plains Wilderness Area of 50,969 acres; 17 lakes and ponds and over 79 miles of ideal trout streams; and a highly successful scenic protection program on the Adirondack Northway through the Park, assuring that this uniquely beautiful highway will remain a memorable experience for the untold thousands of future tourists and vacationers who will use it.

Within the bounds of the proposed National Park, this program has acquired 109 parcels totaling 48,998 acres at a cost of \$2,500,762. Cascade Lake, Fourth Lake and Long Lake and portions of the Moose River Wilderness Area are included in this area.

In the continuing acquisition program for the Adirondack Park there are presently 1,261 acres under contract at a cost of \$519,778 which will soon be added to the public lands within the Park. Included among these are two boat launching sites, 6.06 miles of fishing right easements, 1.66 miles of public access roads and foot trails to Forest Preserve lands and six additional campsite parcels, including the former Scaroon Manor property with 8,600 feet of frontage on Schroon Lake.

The present long-range program of acquisition in the Adirondack Park under current budget limitations envisions the expenditure of \$10 million over the next 20 years at an annual rate of \$500,000. Six million dollars of this amount will be used to acquire 120,000 acres of Forest Preserve land. These lands will be selected (1) to provide access to existing holdings; (2) to consolidate existing holdings; and (3) to acquire large acreages with unique scenic or recreational qualities, especially of a water-oriented nature. The acquisition of substantial portions of the remaining undeveloped lake frontage and unexplored wilderness areas in the heartland of the Adirondack Park (within the boundaries of the proposed National Park) is a major aim of the program. One-half of the new acreage to be acquired lies within the proposed National Park.

Another acquisition of great importance will be 200 miles of Forest Preserve access trails. These trails, 33 to 66 feet wide, are acquired chiefly by easements over private holdings intervening between state land and public highways. These trails will provide practical access to hundreds of thousands of acres of state holding. The acquisition of these trails together with strategic parcels of Forest Preserve land will substantially attain the important goal of easy public access to the entire Forest Preserve. The location of these easements will be coordinated with the Bureau of Game to insure that the needs of hunters for easy access to state land are met.

Also included in the program are 240 miles of fishing rights easements, 16,100 acres for future campsite development (acquired in advance to avoid rising costs or development of the land), 214 acres for boat launching sites and fishing access sites and three special use acquisitions.

There are at present 2,244,828 acres of state-owned land within the Adirondack Park making it the largest public wilderness park in the United States. Its closest competitor in size, Yellowstone National Park, with 2,221,772 acres, is smaller by 23,056 acres.

Realization of this fact makes it evident that the trend of future acquisition in the Adirondack Park should be aimed not at quantity, but at quality. Lake and water frontage, large tracts with unique scenic or recreational qualities and access corridors to isolated holdings are the major goals. There are a number of recreational tracts ranging from 5,000 to 50,000 acres or more which were acquired by private interests around the turn of the century. These tracts, acquired for their recreational and scenic qualities in the beginning, contain some of the most beautiful of the famous Adirondack lakes, and although most of them have been logged over the years, they contain some substantial tracts of relatively undisturbed forest land. The potential of these holdings for public recreational use is tremendous. Their large acreage, accessibility, and high percentage of water area make them ideally suited for all types of wilderness recreational use. In many cases they adjoin one or more blocks of existing state land and would permit major consolidation of the present holdings.

It should be emphasized that the future acquisitions in the Adirondack Park does not constitute the first step in a program to acquire all private land in the Adirondack Park. The acquisition of acreage inside the boundary of the proposed National Park will reduce private holdings but substantial private land will remain inside the proposed National Park. The retention of this acreage in private ownership is desirable to sustain the future growth of the wood-using industry, to aid in wildlife management on state land, to support the private tourism industry and to provide residences, services and employment for the 18,000 inhabitants of the area.

Bureau of Forest Management and Nurseries

The economic importance of privately owned woodlands in the Adirondack Park has been recognized by the people and the Conservation Department throughout the years. In 1946, the Legislature passed the Forest Practice Act, which enables the Conservation Department to enter into cooperative agreements with landowners to stimulate good forest management on private lands. The landowner is provided with technical advice, management plans and maps for his land. He is encouraged to keep his woodlands in a state of maximum productivity with consideration for all of the values that may be obtained from proper cutting practices. The program helps the owner to secure the highest return from his ownership of woodlands and helps to stabilize forest based industries in the area.

It is estimated that private landowners in the Adirondack Park have spent more than \$1,500,000 during the past ten years on reforestation, timber stand improvement and related projects associated with forest management.

Under Section 219 of the County Law, the state grants assistance funds to counties for carrying out sound forest management programs on certain county-owned lands. Within the Adirondack Park, county forests have been established by Lewis, Oneida, Fulton, Essex, St. Lawrence and Saratoga Counties.

Under existing conditions, the Forest Practice Act program will continue to increase. A recent analysis of the trend indicates there has been an increase of over 80 percent in the number of requests for services received from private landowners in this area during the last five years.

In addition it is estimated that private landowners participating in the Forest Practice Act program will spend an additional \$3,000,000 to carry out their forest management work in the Adirondack Park. Of this amount it is estimated about \$510,000 will be spent within the area of the proposed National Park.

It is anticipated that there will be an increase in the number of 50 acre size woodland ownerships in the Adirondack Park. Based on forest survey statistics there are about 2,500,000 acres of commercial timber land in private ownership in the Adirondack Park, of which 1,150,000 acres are sawtimber stands, 775,000 acres in pole stands and 575,000 acres in seedling-sapling stands. With the increase in timber landowners, it can be expected

that service requests will increase also.

If adequate funds are provided to handle the estimated service requests during the next 20 years, it is expected that 110,000 forester-man-days would be needed to satisfy the demand. Landowners could be expected to spend about \$1,800,000 for timber stand improvement, \$900,000 for reforestation and \$2,000,000 for logging roads in connection with their forest management plans.

Private landowners in the Adirondack Park could expect to gross about \$67,000,000 in timber sales from their investment which would benefit the local economy. Of this amount, about \$11,390,000 would come from private lands within the proposed National Park.

Bureau of Forest Fire Control

The Adirondack Park, which includes within its boundaries the area proposed for a National Park, has been under intensive forest fire protection for many years as required by the Conservation Law. All towns within the Adirondack Park are classified as "fire towns" and special regulations pertain to them with regard to fire prevention.

Because of the high values placed on wilderness atmosphere and natural conditions in the Adirondack Park, the Bureau of Forest Fire Control maintains and operates its facilities and fire suppression activities in conformance with these values.

Specific improvements in forest fire control for the area during the past ten years include such things as (1) increased use of fixed and rotary wing aircraft for reconnaissance, detection, transportation and fire suppression, (2) development and use of aircraft to drop water and chemical fire retardants on forest fires, (3) replacement of the old radio system with modern high band FM radios, (4) increased rehabilitation and improvement program for established facilities, (5) construction of airplane and helicopter bases, (6) procurement of specialized equipment for transportation to remote areas, (7) additional forest ranger and supervisory personnel, (8) installation of a central storage area for basic fire-fighting tools.

During the past ten years, about 42 percent of the maintenance and operation funds expended on forest fire control in the state has been spent within the Adirondack Park. It is estimated that about 19 percent of the statewide funds were expended within the area proposed as a National Park.

The cost of fire suppression in the Adirondack Park during the past ten years is estimated at about \$268,000, of which about \$80,000 is estimated to have been expended within the area proposed for a National Park.

During the next 20 years, based on present budget limitations, it is planned to (1) refine the statewide forest fire prevention plan with a section

devoted to the particular prevention problems associated with the Adirondack Park and establish a forest fire prevention unit to administer the prevention plan, (2) establish an Equipment Development Center to design, construct and test specialized fire suppression equipment with special attention to the terrain and soil conditions encountered in that area, (3) upgrade existing forest fire radio system to provide better communication for faster initial attack and schedule replacement of the existing systems as needed, (4) strengthen the fire warden system through specialized training and personnel selection, (5) include specific procedures with reference to fire prevention, detection and suppression in remote areas of the Adirondack Park in the statewide fire plan, and (6) increase emphasis on the training of fire control personnel in fire prevention, law enforcement and fire suppression activities associated with the Adirondack Park.

The cost of fire suppression in the Adirondack Park during the next 20 years is estimated at \$536,900, of which \$159,440 will be spent in the proposed National Park area.

Personnel of this Bureau engage in a number of public relation activities such as conducting search and rescue operations, providing information and advice to individuals and groups on a variety of subjects dealing with use of Forest Preserve lands, and assisting hunters, fishermen, campers and other recreationists who become injured, ill or otherwise disabled while in the woods.

Bureau of Forest Pest Control

Activities of this Bureau within the Adirondack Park consist of detection and control of a wide variety of insects and diseases afflicting forest trees and to a limited extent, the reduction or control of such insect pests as mosquitoes and black flies at certain public campsites. This Bureau also provides advice and guidance to individuals and organizations requiring information on the control of insect pests and tree disease organisms.

The control of the white pine blister rust disease has reached the stage of accomplishment where the principal objective is to maintain the current degree of protection for white pine stands.

Favorable forest growth conducive to large population build-ups of gypsy moth do not exist throughout much of the Adirondack Park area. While isolated epidemics may develop at certain times on limited outlying areas, there is no present concern over a possible increase in extensive areas of heavy gypsy moth populations in the Adirondack Park area.

It is impossible to accurately predict outbreaks of forest pests several years in the future. However, all reasonable precautions are taken to detect, as soon as possible, any apparent build-up of insect activity that would indicate an epidemic leading to large-scale forest tree damage. This

is accomplished through annual studies and surveys from the ground and from the air.

With sufficient funds for increasing the present level of forest pest control work it is planned to:

- Intensify the protection afforded trees in certain state-owned high-use areas, such as public campsites, where the aesthetic value of a stand exceeds the commercial timber value.
- Provide adequate treatment for those areas in which heavy infestations occur, involving such insects as the forest tent tree caterpillar, linden looper, balsam wooly aphid, beech scale, oystershell scale, Eastern spruce bark beetle, pine leaf aphid, spruce budworm, birch leaf miner, saddled prominent caterpillar, pine sawfly and white pine weevil.
- Maintain white pine blister rust control in certain stands of pine on mountain tops where aesthetic considerations are important, but where no work has been done due to the relatively high cost of such activity.

DIVISION OF FISH AND GAME

Activities of the Division of Fish and Game cover a wide range of programs within the Adirondack Park. Highlights of major activities and projected programs are outlined below:

Bureau of Game

Bureau of Game responsibility within the Adirondack Park includes Game Management programs operated from three regional offices and Game Research programs operated from the Albany office and the Delmar Wildlife Research Laboratory.

The scope and nature of game management programs have changed considerably during the past ten years. Early in the period there was considerable emphasis on emergency winter deer feeding programs involving cutting of hardwood trees three inches or less in diameter in deer wintering areas. This program was found to be impractical. Another active program ten years ago was coyote control. State trappers spent much time trapping these predators in the hope they might be eliminated. This trapping program has been discontinued. The varying hare trap and transfer program was active ten years ago but has been practically terminated because nearly all suitable range has been restocked. Ground surveys of beaver colonies by regional personnel have been replaced by annual aerial surveys of beaver on a sampling basis.

In recent years more emphasis has been placed on inventory and cover-typing of deer wintering areas, operation of more deer checking stations and public education programs relating to proper deer management. The past ten years have seen increasing emphasis on handling of bear nuisance complaints and various attempts at better bear management. These efforts have included trapping and tagging many bears to learn more of their ages and movements and two experimental early bear seasons to test feasibility of this type of season in obtaining a better bear harvest.

Big game hunting in the Adirondack Park has increased substantially in the past ten years, largely as a result of continually increasing opportunities for harvest of antlerless deer. Over 100,000 deer have been legally harvested in the Park in the past ten years. The increase in antlerless deer harvest has been accomplished gradually and in conjunction with a concerted increase in public education programs stressing advantages of adequate deer harvest policies.

Presently planned programs for the next 20 years are only slightly greater than programs of the past ten years. Planned increases within the Adirondack Park center primarily around deer with expanded trapping and tagging to learn more about their movement patterns. An experimental program is planned to test the practicality of using wire to protect high quality browse plants from being killed by overbrowsing.

Future programs within the Adirondack Park could be greatly enlarged if adequate funds were available. The major program which could be undertaken is acquisition and improvement of deer wintering areas where possible under present regulations.

Habitat improvement programs would be planned to treat all areas within a 50-year cycle. On this basis it is estimated that in a 20-year period 30,000 acres could be improved. The majority of improvement work would be accomplished by chemical treatment to kill selected trees to open forest canopy and favor growth of species which provide food and shelter for deer. In many instances the same treatment will benefit varying hares.

Still another important program which should be undertaken to increase hunting opportunity is a hunter access program. All Forest Preserve land adjacent to public highways should be provided with a network of marked foot trails. Trails should be planned on an average of every two miles along the highway. Such trails should penetrate the forest a distance of two to four miles depending on terrain and lay of the land. Trails would be tied into interesting geographic features such as brooks, ponds, mountains, beaver meadows, etc., and would be used by hikers, fishermen, nature students, campers and others in addition to hunters. Hunters would thus be encouraged to penetrate farther from the road and the deer resource would be better utilized.

To augment this foot-trail system, a leanto or open camp could be provided at or near the interior terminus of each trail. These foot trails would sometimes need to cross streams or rivers which cannot normally be crossed on foot. At these locations foot bridges would be built to facilitate access.

Long-range game research programs would involve detailed surveys of deer wintering areas to determine cover types, deer usage, browse utilization and deer losses. Enlarged programs of trapping and marking both deer and bear would be undertaken and more deer checking stations would be operated. More detailed studies of population dynamics and effect of hunting on deer, bear and varying hare would be undertaken. Life history and ecology studies should include coyote, bobcat, marten, fisher, otter, beaver, mink, muskrat, raccoon, red fox, porcupine, spruce grouse, woodcock and various species of waterfowl. An expanded study of the role of diseases in wildlife and their relationship to domestic animals and man would be undertaken.

Bureau of Fish

The Adirondack Park is exceptionally endowed with fine fishing waters. Clear cool ponds, lakes and rushing streams make this a haven for trout. Many warmer waters provide excellent fishing for bass, northern pike and walleye. The high quality of these waters amid the scenic beauty of the surrounding woods and mountains make this an area of unequalled attraction for fishermen from all over the state and out of state as well.

Three regional offices provide management services to the area, while the central office in Albany supervises fisheries research and improvement of fish habitat and access to fishing waters. The high proportion of state-owned waters makes it possible to manage the fisheries in this area more intensively and efficiently than in the rest of the state. (Data on the type and amount of fishing waters and enumeration of the various activities of the Bureau to protect and develop the recreational fishing potential appear in Table 3 and Table 4 of the Appendix.)

The Propagation Section operates 3 fish hatcheries - Adirondack (in the proposed National Park), Crown Point and Warrensburg - within the Adirondack Park. They are part of a statewide production system of hatcheries operated to meet statewide stocking requirements for waters open to public fishing. They participate in producing fish and stocking them both within and outside the Park areas. Their current production amounts to about 71,000 lbs. of various kinds of trout and salmon. This is about 12 percent of the total production in the state and provides about 30 percent of the poundage required for stocking in the Park area. The entire trout stocking program for the Adirondack Park is about one-third of the state total; for the proposed National Park it is one-seventh. The Warrensburg Hatchery has been designated as "experimental" for production of special groups of trout and salmon used in stocking experiments in various parts of the state. Two lakes, Upper Saranac and Raquette, within the proposed National Park are the source of nearly half the lake trout and splake spawn taken in the state and are virtually irreplaceable for this purpose.

Fish and Wildlife Management Act Program

The Fish and Wildlife Management Act Program is specifically designed to provide public use of private lands and to enable wise management of the fish and wildlife resources on these lands. By cooperative agreement, landowners permit public recreation on their lands in exchange for certain services provided by the Conservation Department. In some areas, these agreements provide public access to large tracts of state lands situated behind private holdings. Fish and wildlife habitat management is also made possible through cooperative agreement thus enabling improvement of critical deer wintering areas and reclamation of ponds and lakes overpopulated with undesirable species. The effects of this type of management on private lands is often observed on adjacent public lands through increased deer harvests and reduced fishing pressure.

The use of private lands for recreational purposes by the public is beneficial to the public, the landowner and the state. Especially in the Adirondacks where constitutional safeguards forbid forest management on state lands, private lands offer a changing environment which is well suited to public enjoyment of the natural resources. Hunting and trapping on these lands provide a rewarding recreational experience to people who enjoy this type of sporting activity. The forest landowner in turn benefits from control of wildlife populations which can seriously affect forest reproduction and production.

Due to financial and organizational limitations, Fish and Wildlife Management Act activities in the Adirondack Park since the establishment of the program in 1958 have been confined to development of cooperative lands for hunting, fishing and access. Regional and state boards have concerned themselves with important state programs and have supported all attempts to make hunting and fishing opportunity more available to the public.

An intensive study of fish and wildlife resource needs as they relate to perpetuation and wise use is underway and will be completed in 1968. This study will guide program emphasis through development of a comprehensive plan for action.

While this study and plan are being completed, facilities for enhancing public use on existing cooperative areas will be further developed. These facilities include parking area construction, road, trail and campsite maintenance. A recent state board recommendation for institution of conservation education at public campsites and preparation of informational brochures dealing with problem wildlife species as they relate to the Adirondack environment will be pursued.

A continuation of the existing policy for establishment of cooperative areas where possible is also planned and study will be made on leased hunting and fishing rights and environmental management.

Bureau of Law Enforcement

The functions of this bureau in the Adirondack Park consist chiefly of enforcing fish and game laws and special regulations. They also include a number of other activities such as cooperating in fish and game surveys and investigations, checking on trespass cases, issuing hunting, fishing and trapping licenses, investigating hunting accidents, cooperating with the Division of Water Resources in the administration and enforcement of certain water resource regulations, assisting in search and rescue operations and public relations work.

DIVISION OF CONSERVATION EDUCATION

This Division serves to advise and educate the public and thereby develop public understanding and support for the whole conservation effort in the state. This is accomplished by all available means and through all media that will instill a greater awareness and appreciation of New York State's natural resources as they affect the economic, social and aesthetic condition of our society.

The Division is in the process of developing a system of Regional Outdoor Conservation Education Centers, staffed with Regional Conservation Educators. The first center has already been established and it is planned to have the others within the next five years. These will have a relationship to the Adirondack Park since our conservation program is statewide in scope.

In the Adirondack Park, a boys' conservation education camp program has been in continuous operation since 1947 at Raquette Lake and at Raybrook or Lake Colby. The program, supported by a weekly camp fee of \$35 per student contributed by civic sponsoring organizations, provided 7,371 boys with essential conservation education.

Sponsors contributed \$221,130 to this program and the state spent \$45,000. The capital investment in the properties utilized for the program in the Adirondacks is in excess of \$125,000. The Lake Colby camp also serves as a Conservation Department conference center.

In 1967 a planned conservation education program for campers and day-use visitors at five of the public campsites in the Adirondack Park was initiated. Two employees of this Division were assigned to this work. Illustrated lectures were given several times each week, and foot trails and areas of biologic or natural history significance were selected and established for educational purposes. More extensive programs in all 35 of the present public campsites within the Adirondack Park have been planned and will be implemented at an accelerated rate as funds are made available to this Division.

Preparation, printing and distribution of publications involving more than 50 different titles in quantities ranging from several hundred to several thousand, concerned specifically with the area of the Adirondack Park, have been handled during the past ten years. The Outdoor Recreation Map, lake charts, campsite bulletins, horse trail and foot trail folders, county maps, rules and regulations on use of the Forest Preserve are examples of only a few of the many publications furnished to the public free of charge.

If current budget support continues during the next 20 years, it is planned to employ a team of two individuals for each unit of five public campsites within the Adirondack Park. They will be conservation educators assigned to carry out a planned education program in each of the present 35 public campsites. Also, the publications devoted to public information concerning

the area of the Adirondack Park will be increased substantially to accommodate the anticipated demand stimulated by the accelerated conservation education program at the campsites and throughout the state.

If adequate funds are made available to this Division during the next 20 years, it is planned to enlarge the above outlined program as follows: Establish two additional boys' conservation education camps, one near Cranberry Lake and one near Caroga Lake, which would also be used for teacher training programs; establish educator training teams to serve new public campsites and employ full-time naturalists each with an assistant for the summer months to conduct specialized training programs; establish a conservation publications program adequate to meet the public demand; provide displays and staff in four Adirondack Park Information Centers to be constructed by the Bureau of Forest Recreation.

The conservation education teams employed to handle the education at public campsites will rotate among the campsites to provide a daily program of selected conservation subjects pertinent to the flora and fauna of the Adirondack Park.

Appropriate displays at each of the four proposed information centers in the Adirondack Park will serve to acquaint the public with the history and background of the area as well as to provide information on points of general and specific interest to recreationists.

IMPACT OF THE PROPOSED NATIONAL
PARK IN THE ADIRONDACKS

...ON THE WOOD-USING INDUSTRY

Since New York State benefits more from timber-based economic activities than any other state in the United States, anything affecting the production of timber in the state is automatically of great significance. And, the private forest lands in the Adirondack region are the essential foundation of the key timber-harvesting and processing industries in northern New York State.

More than 15,000 workers, employers and wood-lot owners living in the 12 northern counties comprising the Adirondack Park depend on the efficient utilization of this natural resource. Many wood-lot owners provide the timber that about 400 contractors and some 1,500 woodsmen cut. Over 100 primary processing plants, including sawmills and pulping operations, engage approximately 2,500 employees. Secondary processing facilities employ about 10,000 workers to turn out millwork, furniture, paper and myriad other products.

This forest-based complex currently generates about \$150 million of annual income for more than 15,000 people in the 12 counties directly concerned in wages, cut timber value, fuel and power, and other ancillary factors of production. An additional \$100 million of annual income is indirectly generated in other fields--housing, transportation, trade, finance, services, etc.--required to service the persons and their families directly engaged in timber-based activities.

Woodworking jobs constitute about one-fifth of all factory employment in the 12 counties within whose borders the State Park is located. Within the Adirondack Park "blue line," the proportion rises to about one-third. Hamilton and Essex Counties, which would comprise the bulk of the proposed National Park, depend almost completely on forest-based activities for manufacturing job opportunities.

The Adirondacks have been the leading timber-producing area of New York State since the early nineteenth century. Although timbering in the area declined with the wanton cutting and despoiling of these virgin forest stands in the past, the pattern has changed and a reasonable balance of the supply and demand for lumber has been attained.

The 12 counties of the Adirondack Park annually produce over one-third of the saw logs in New York State, over seven-tenths of all the pulpwood, and about one-fifth of all other timber products. These counties are rated as high- or medium-intensity cutting areas.

Some two-thirds of this output is harvested within the "blue line" of the Adirondack Park and about one-seventh of the total is supplied by the private forest lands within the proposed National Park.

The statement in the National Park report that the hardwood timber in the Adirondacks has been cut out is not supported by the facts. In the calendar year 1963, for example, 58,146,240 cubic feet of hardwood were cut in New York State. About one-third of this volume was cut in the 15 northern counties of the state.

Fully three-fifths of the 600,000 acres of privately owned, predominantly forested land within the proposed National Park are currently contributing timber to regional wood-processing facilities. Though usable growth in this area was limited in the past, marketable growth exceeds cutting at present. This favorable ratio will improve still more in the future as the percentage of saw timber increases relative to pole and seedling-sapling stands.

The key factor in the location of wood-based operations is access to assured, continuous supplies of timber at reasonable prices. Adequate annual crops of market-sized timber and reasonable stumpage values within reasonable haulage cost distances are essential.

The competitive, cost-sensitive facilities in the region are currently located to utilize the marketable timber up to a 50-mile procurement radius. These overlapping procurement radii reflect the present realities of the market place.

Most of the saw mills of the region, while located outside the proposed National Park, purchase significant portions of their timber from within the proposed National Park, which is well within most competitive procurement radii. Sawmills within the proposed National Park draw major portions of their requirements from its private forests.

Pulp mills in New York State, largely located within or near the periphery of the Adirondack Park, depend significantly on wood resources inside the proposed National Park.

Removal from the market of the timber production of the 600,000 acres of predominantly forested private land within the proposed National Park area, which constitutes an essential portion of the raw material base of the region's wood-using activities, would irrevocably disorganize these competitive, cost-sensitive, local industries.

Most plants would be forced to extend their procurement ranges beyond the present economically balanced 50 mile radii with attendant higher critical haulage costs and increased prices for, and other pressures on, relatively limited alternative supplies.

Many sawmills would be forced to move out of the area by noncompetitive higher costs and the inadequacy of alternative material supplies.

Pulping plants, with large, heavily capitalized mechanized facilities requiring substantial water supplies, would be especially hard hit. They do not have the relocation potential of sawmills and similar facilities.

Some pulping and pulp and paper plants in the area could well be shut down. Relocation problems would be further complicated by the unique availability within the Adirondack region of certain species--red spruce, balsam fir and yellow birch. Alternative plant sites would require matching of species supplies in other states or the attendant additional costs of converting to new material or product mixes and markets.

Land exchange as a remedy to the dislocation resulting from the elimination of private forestry within the proposed National Park is illusory. There is insufficient private land of suitable quality outside the proposed National Park to effect fair exchanges with private owners inside the National Park. To maintain the existing acreage of private forests would necessitate the exchange of "forever wild" state land outside the proposed National Park for private land inside the National Park. This approach, however, would violate the New York Constitution as well as basic principles of resource conservation. Moreover, no type of exchange would eliminate major dislocations for the wood-using industries.

The private forest reserves of the Adirondack region could assume increased importance in the future as the base for sizeable expansions of its present wood-based industries with their major income-generating potential.

It is estimated that timber needs will increase by about 50 percent in the country and potentially even more in this area in the next 20 years. One-third of this national growth in demand will be for hardwoods, of which the Adirondacks is the major source within this state. Booming future requirements for smaller diameter growth--for pulp, paper, particle board, etc.--could center, as presently, upon Adirondack supplies in this state.

...ON TOURISM

Tourism, based on the incomparable recreational resources of the Adirondack Mountain region, is, with agriculture and the wood-using industry, one of the three largest industries in the entire northern New York area. In the Adirondack Park area, it is one of the two largest industries, the other being the wood-using industry.

About 3,500 hotels, motels, camps, restaurants and other facilities offering lodging, food and drink are scattered throughout the 12 northern counties within the Adirondack Park. These establishments employ from a low of nearly 10,000 to a seasonal high of close to 20,000 people. Employment generated in other complementary activities required to service visitors to the region-- transportation, retail trade, personal services, recreation, etc. -- is substantial as is that required to service those persons catering to tourists.

The receipts of lodging, eating and drinking places in the 12-county area currently totals close to \$150 million annually. About one-fifth of this sum is dispensed in wages; millions more are returned to owners and their families; and the remainder is distributed in widening circles within and outside of the area economy. The additional income generated by tourism expenditures for other than food and lodging is significant, if not determinate. The secondary income generated to provide services to those catering to tourists is also substantial.

The majority of the establishments offering food, drink and lodging in the 12 northern counties lie within or on the periphery of the existing Adirondack Park. While only a moderate portion of these establishments lie within the proposed National Park, their relative importance within this area is critical. Within Hamilton and Essex counties, the geographic core of the proposed National Park, tourism is the dominant industry and one-fifth of all businesses are food, beverage or lodging places.

The establishment of a National Park in the Adirondacks could have a substantial effect on the tourism industry.

The National Park Service operates by concession a great variety of services inside national parks. These include hotels, lodges, closed cabins of various types and degrees of luxury, restaurants, gas stations, bus lines, marinas, stores, curio and film shops, laundromats and other facilities. There is considerable latitude in awarding contracts. Once a concessionaire has obtained a concession and keeps his business up to Park Service standards he has a decided advantage over newcomers in retaining the concession. (Some of the concessions at Yellowstone have been in the same family for over 60 years.)

Some of the concessions also require a very large initial cash investment. At Grand Teton, for example, the concessionaire building the new Signal Mountain development contributed \$512,000 to the cost of construction while

the Park Service contributed \$521,000. There are complex provisions in each concessionaire's contract for the total or partial recoupment of his investment in the event he ultimately loses the concession.

In addition, National Park policy precludes anyone except a concessionaire from carrying on business inside the park. Creation of the proposed National Park, therefore, would bring the concessionaires in direct competition with private industry.

Zoning is another area in which the proposed National Park would affect the tourist industry. Under the National Park proposal, the Secretary of the Interior would promulgate zoning standards, "formulated in cooperation with the towns," to guide town zoning. The Secretary would have this power not only inside the Park but also in communities at park entrances and in the five enclaves listed in the report--Saranac Lake, Lake Placid, Blue Mountain Lake, Indian Lake and Fourth Lake-Inlet.

Within the proposed Park, only commercial ventures "consistent with park purposes" would be permitted to continue. Commercial ventures not consistent with park purposes could be condemned by the federal government, if necessary.

It is unlikely that existing businesses would be allowed to continue, as they would disrupt the concessionaire system inside the Park and would vitiate the announced policy of concentrating accommodations and services in the five named enclaves. It should also be pointed out that the erection of new seasonal residences will be prohibited inside the Park outside of the resort enclaves.

In the five proposed enclaves, the effect of the proposed Park on tourism will also be great. The establishment of the proposed National Park would place the federal government in control of zoning standards inside the enclaves. Zoning is already in effect in Saranac Lake and Lake Placid.

It is difficult to accurately predict the effect of the proposed National Park on the volume of the tourist trade in the five enclaves. Although they would benefit from the abolition of the private tourist industry elsewhere in the Park, they would have new competition from concessionaires operating inside the Park.

It is anticipated that after the introduction of "approved zoning" in the enclaves, the federal government would retain the power to condemn land needed "to provide public access to lakes, streams or other important park features." In addition, the federal zoning standards would apply not only inside the federal park and in the five enclaves, but also "in communities at park entrances."

...ON PUBLIC RECREATION

The impact of the proposed National Park on public recreation could be profound and in all probability the existing character of public recreation in the Adirondacks would be greatly altered.

In many ways, the most significant--and undesirable--effect of the proposed National Park on public recreation may be felt in the related fields of camping, hiking, bird-watching, boating, canoeing, nature study, pleasure driving, etc. There is a great difference in the existing practices of the National Park Service and of the New York State Conservation Department. The best way to understand these practices is to examine the use patterns they have created.

Although such famous National Parks as Yellowstone, Grand Teton and Yosemite each contain hundreds of thousands of acres (2,221,772, 310,350 and 760,951 acres respectively), little use is made of over 90 percent of each park. In Yellowstone, when there are 40,000 visitors on a typical summer day, less than 100 of these are more than half a mile from a main paved highway. In other words, there is almost no use at all of the "back country." And this is true even though no camping is allowed within one-half mile of the highway except at an established campsite. (Subject to rules and regulations camping is permitted almost anywhere on New York State Forest Preserve land.) Ninety-five percent of the visitors to Yellowstone stay only one or two nights and then move on. In Grand Teton only nine percent of the visitors come from Wyoming. On the other hand, more than 40 percent of the campers in the Adirondack campsites stay five nights or more and the custom of spending one's entire vacation in a New York campsite is common.

The use pattern at these large National Parks is a reflection of their development pattern. Yellowstone, Grand Teton and Yosemite feature large-scale, high-density accommodation and recreation areas developed in a linear fashion along the highway system.

These National Parks provide overnight accommodations that are much more elaborate than those provided in the Adirondacks. The overnight tourist population of Yellowstone is about 23,000 and only 12,000 of these are in campsites. The remainder are in various buildings ranging from closed cabins to hotels. Grant Village, a new development at Yellowstone, will provide indoor accommodations for 800 people and 800 campsites.

In 1966 Grand Teton accommodated 376,000 overnight campers and 255,000 people in cabins and lodges.

The newest development at Grand Teton--Signal Mountain--which is now under construction, will provide closed cabins with wall-to-wall carpeting, renting from \$12.50 to \$16.00 a night. The furnishings for each unit at Signal Mountain will cost \$1,200. Like similar facilities in the National Parks, this project will be built and operated by a concessionaire.

At Colter Bay, a very large development in Grand Teton, the cabins cost \$4,000 each to construct and the daily rate for two people is from \$7,00 to \$14.00 per day.

At Jenny Lake, a luxury development, accommodations are on a reserved basis and cost \$28.00 to \$34.00 per day, American plan.

New National Park developments such as Grant Village and Signal Mountain are much larger than the typical new Adirondack campsites that provides approximately 150 tent-trailer sites. The larger National Park developments feature marinas, grocery stores, restaurants, gas stations, laundromats, hotels, lodges, cabins and similar facilities, all operated by concessionaires. Although the campsites in Yellowstone and Grand Teton are still operated by the National Park Service, serious consideration is being given to the transfer of these campsites to concessionaires.

The combination of enclosed overnight accommodations ranging from the comfortable to the luxurious plus high-density recreational attractions along the linear highway system has caused traffic problems and visitor congestion in some of the National Parks. This problem is probably most acute in Yosemite, which is in some ways the National Park most like the one proposed in New York because of its relative proximity to a large metropolitan area. Newsweek Magazine noted that the population density per square mile on the valley floor in Yosemite on a typical summer weekend is three times that of Los Angeles County.

Certainly the least attractive features of a National Park are the "overflow areas" into which visitors are placed after the campsites and enclosed accommodations are filled. It is hard to overemphasize the destructive impact of these overflow areas on the environment of the park.

The National Park Service itself is becoming concerned about the deterioration of the parks by this kind of use. The new master plan under development for Yellowstone and Grand Teton is expected to recommend the reduction of overnight facilities inside the parks and an increased emphasis on day-use facilities. One of the objectives of this recommendation is to encourage the construction of overnight accommodations outside the park by private enterprise. It should be noted that New York has followed the practice now being adopted by the National Park Service of encouraging and permitting private enterprise to provide all overnight accommodations in the Adirondack Park except for the open-air facilities provided in the New York campsites.

The lesson that is being learned from the current crisis in the National Parks is that the sole test of success for a park is not the number of people using it. Secretary Udall has noted that the staggering demand for outdoor recreation projected for this country will eventually inundate public park areas unless remedies for the problem are found.

The touchstone of any park proposal in the Adirondacks should be the maintenance of the area's existing character and maximum use consistent with that

character. The area has been managed as a wild forest since the nineteenth century. Today the "back country" of the Adirondack Park receives several thousand times the usage of the "back country" at Yellowstone or Grand Teton. In 1966, 20,185 people climbed to the Rondaxe Mountain fire tower and signed the register. This is only one of 50 fire towers in the Adirondacks and Rondaxe Mountain is only one of several hundred Adirondack Mountains. But this is more people than left the road all summer long in Yellowstone National Park.

Since 1924 the Conservation Department has established such recreational facilities in the Adirondacks as 35 open-air campsites, 711 miles of hiking trails, 51 miles of horse trails, 197 miles of canoe routes, 235 lean-tos, and 35 boat launching sites. Millions of dollars have been made available by voter-approved bond issues to acquire land, develop new facilities and expand existing ones.

The Adirondack region has been world renowned since long before the first national park was created. The National Park proposal states that the number of visitors to the proposed National Park would increase during a ten year period by 116 percent, the same rate of increase as in other National Parks. However, even under current budgetary limitations, the number of visitors to state facilities in the Adirondack Park will increase by an estimated 150 percent during the next ten years. The number of visitor days at state facilities in the Adirondack Park will be over seven million annually, to which must be added visitor days spent at privately owned facilities in the Adirondack Park. Since this growth rate is larger than that used for National Parks, it does not seem that an increase in visitor days would necessarily result from establishment of a National Park. What might result though is a change in the type of visitor. Adirondack Park campsites today are used mainly for extended family vacations by residents of New York and nearby states. The back country lakes, ponds, forests and mountains receive heavy use by hikers, hunters, bird watchers, fishermen, nature lovers, skiers, snowshoers, trappers, canoeists, picnickers and others. This is a different use pattern from that existing in the large National Parks comparable in size to the Adirondack Park.

Although the Adirondack Park and most large National Parks receive high public use, it is the quality of that use that is so profoundly different.

The Adirondack Park policies of the Conservation Department are based on the New York State Constitution and are reflected in the use patterns in the Adirondacks today. If the development policies in Yosemite, Yellowstone, and Grand Teton were followed the use patterns in the Adirondacks would be affected immediately. If the Act of Congress establishing the National Park were to mandate continuance of New York's existing park practices, it would raise the question whether a change in management were needed.

The provisions of the original National Park report calling for "parkway-type access to the park where needed to avoid village traffic congestion or other obstruction of public access" should be noted. Despite the

presence of 55 million people in New York and its contiguous neighbors-- Vermont, Massachusetts, Connecticut, New Jersey, Pennsylvania, Quebec and Ontario--there are no traffic jams in the Adirondack Park today comparable to those in Yosemite, which is subject to pressure from the San Francisco metropolitan area. The destructive effect of such a major change in the Adirondack highway system on the character of the park is easy to imagine. It should be pointed out, however, that the federal legislation establishing the National Park could restrict the road system to the present pattern.

As mentioned, the second new policy being evolved by the Park Service in the new master plan for Yellowstone and Grand Teton is increased emphasis on day-use facilities along the highway network. Such a policy would greatly alter the existing Adirondack environment. Indeed, the National Park Service itself recognized this fact in its 1964 "Parks for America" report which called for adequate day-use facilities in New York State closer to urban centers that would make it "unnecessary to jeopardize the protected wilderness which provides other types of outdoor recreation to an extent now seldom found in the East."

It has been a long-established New York State policy to keep its campsites limited in size in order to avoid large concentrations of campers in one area that despoil the very forest ecology and wilderness atmosphere that the campers have come to enjoy. New York's acquisition policy has been based on acquiring the very best that the Adirondacks and Catskills have to offer. In so doing, the remainder of the private land is left for people who desire more formal camping or a place in which they can earn a livelihood. From these neighbors the state secures the protection and services that they give by supplying labor on firefighting crews, by manning fire towers, by plowing roads in winter, by furnishing supplies to visitors and by providing a host of other services that good neighbors can be counted on to furnish. The "recreational mix" that results from the combination of public and private land in the Adirondack Park gives the Adirondack Park its unique character.

New York's long-range plans call for establishing an additional 53 campsites during the next 20 years that will be used by nearly three million campers annually. This expansion will represent a capital expenditure of over \$2 million annually. The state is equipped to do this and has already acquired the necessary property.

...ON HUNTING

Using existing National Park policy as a guide, it is proper to assume that public hunting would be prohibited within the limits of the proposed Adirondack National Park.

The existing Adirondack Park constitutes a unique hunting area in New York State. Its "wilderness" characteristics, unmatched in the Middle Atlantic States except for parts of the Catskills, make hunting in this area comparable for economic and aesthetic purposes to that enjoyed in the Far West.

The extensive forested areas, lack of urban development and roads and mountainous terrain has led to a pattern of organized, overnight, pack-in hunting trips from two days to several weeks' duration. In the Adirondacks, at least half the hunters of big game--deer and bear--hunt several days in essentially wild territory. In the rest of the state, casual, off-the-road, packed lunch, morning or afternoon big game hunting in developed areas is the practice. This day-use pattern also prevails for small game hunting inside and outside the Adirondack Park, except that the hunting of varying hare in the Adirondack Park has some of the characteristics of Adirondack big game hunting.

In 1966, about 57,000 big game hunters spent 228,000 days afield inside the proposed National Park bagging 5,718 deer and 211 bears. It is estimated that these hunters spent \$15 per day for all costs directly related to their hunting trips, such as gasoline, cartridges, guns, clothing, food and overnight shelter. This constitutes a total annual expenditure of \$3,420,000 for direct costs of big game hunting.

In the 1961-62 varying hare season, the last year for which accurate figures are available for this region, 4,900 hunters spent 32,000 days shooting 28,000 snowshoe rabbits within the proposed National Park. These hunters spent an estimated \$10 per day for direct costs, constituting a total annual direct expenditure of \$320,000.

In the 1962-63 grouse season, about 7,300 hunters spent 40,800 days afield shooting 19,400 grouse within the proposed National Park. The Adirondack grouse hunter spends an estimated \$5 per day for direct costs. Thus grouse hunting inside the proposed National Park contributed about \$204,000 to the state's economy.

A conservative estimate of the annual direct expenditure and number of man-days afield inside the proposed National Park is:

	Expenditure	Man-days afield
big game	\$ 3,420,000	228,000
varying hare	320,000	32,000
grouse	204,000	40,800
	<u>\$ 3,944,000</u>	<u>300,800</u>

Further small sums would be spent hunting other types of small game, such as squirrels, pheasants, raccoons, waterfowl and woodcock.

It should also be noted that trapping presumably would be prohibited in the National Park area. This is a minor income-producing activity within the present Adirondack Park. The annual sales of beaver, otter and fisher pelts taken within the proposed National Park amount to slightly more than \$10,000 and another \$10,000 is earned from the sale of more common but less valuable muskrat, raccoon and mink skins. These sums represent supplementary income to local residents living within or near the proposed National Park.

Although almost all of the \$4 million annually spent by sportsmen hunting inside the proposed National Park is spent in New York State, it is not all spent inside the proposed National Park. However, the loss of income within the proposed National Park, while not large absolutely would be relatively significant in Hamilton and Essex counties in which servicing non-residents seeking wilderness hunting is a major industry.

It should be stressed that the value of the inner core of the Adirondacks as a hunting resource will be multiplied many times in the future in both monetary and human terms by the expanding urbanization of the rest of the state.

The prohibition of hunting inside the proposed Park will also affect adversely those portions of the Adirondacks outside the proposed National Park by diverting hunting pressure to lands where hunting is permitted. Although some remote wilderness areas would benefit from increased hunting, most such areas are within the proposed National Park. The addition of 300,000 hunter-days to the areas surrounding the National Park is generally undesirable and will result in overcrowding which will become more serious as the population grows. With almost one-half of the state land in the Adirondacks inside the proposed Park, the remaining state land outside the Park could be subjected to an extraordinary increase in hunting pressure.

In addition, experience from other sections of the state indicates that private landowners intensify posting where hunter density becomes great. It can be assumed that this situation could occur in the Adirondacks and in effect remove additional "open" land from public use.

...ON FISH AND WILDLIFE RESOURCES

Creation of a National Park in the Adirondacks as proposed would have little effect on the character of the fisheries resources. The National Park Service policy on management of its waters for fish and recreational fishing is generally enlightened and progressive. Whether in the long run the Park Service would or could give the necessary attention to management and development of these resources to equal or improve on the State's programs is questionable. It should be noted that the State of Wyoming is now engaged in a debate with the National Park Service concerning fish-stocking policies in Grand Teton.

The proposed National Park would have a very great effect on the wildlife resources of the area.

The number of deer hunters within the Adirondack Park boundary and the proposed National Park boundary can be estimated by applying an average annual success factor for the area of one in every 10 licensed hunters taking a deer. A pilot survey of deer hunters indicates that the average Adirondack hunter spends 4.0 days hunting deer each year. Applying these averages to the deer kill in the Adirondack Park for 1957 and 1966 indicates hunting effort and harvest as shown in Table 5 in the Appendix. Bear hunting is generally done incidental to deer hunting except during the early bear seasons in years when these are held.

Special mention should be made of the Moose River Recreation Area since this area is unique in the Adirondack Park and is within the proposed National Park boundary. The area is a combination of previously owned and recently purchased Forest Preserve land. Approximately 55,000 acres of recently purchased land have been lumbered over within the past 20 years so they are in a relatively young stage of forest succession. This provides a high level of nutritious browse over a very large area which has resulted in an irruptive increase in the deer population. Extreme efforts are being made to harvest sufficient deer in this area to keep the deer population in approximate balance with its food supply. In order to accomplish this, a quota of 7,000 special antlerless deer licenses was set for issuance for the 1967 hunting season. If hunting were to be eliminated in this area, a potential harvest of about 16,000 deer during the next 20 years would be lost. During that time deer would increase beyond the ability of the food supplies to support them. Overbrowsing and destruction of the food-producing plants would occur together with eventual mass starvation of deer.

The proposed park would also cut off public access by hunters to about 30 square miles of Forest Preserve land in Township 5 of the Moose River Tract. This land is now accessible to the public only through roads which would be taken over by the proposed park and upon which the carrying of guns would be prohibited.

Small game hunting in the Adirondack Park is not nearly as important as big game hunting, but it does provide a substantial amount of hunting opportunity.

Hunting for ruffed grouse and woodcock is more productive in the peripheral areas of the Adirondacks, mostly outside the "blue line" and in terrain where some agriculture still breaks up the solid woodland or where abandoned farmlands still provide a good proportion of young forest succession. The tabulated figures in Table 5 for grouse and varying hare are based on the small game take survey in Regions 4, 5 and 6, proportioned according to relative area within the "blue line" and the proposed National Park. The figures for grouse are undoubtedly too high and the figures for varying hare are probably too low. However, they are the best estimates available at this time.

Trapping of furbearers is still an important recreational activity and a supplement to the economy of the Adirondack region. Beaver, fisher, otter and mink constitute the primary fur resources in the region with muskrat, bobcat, red fox, coyote and raccoon providing lesser income but substantial amounts of trapping and hunting opportunity. Pelt tagging records provide the following figures for the harvest of beavers, fisher and otter:

<u>Number taken</u>	<u>Adirondack Park</u> (<u>"blue line"</u>)		<u>Proposed National Park</u>	
	<u>1956</u>	<u>1967</u>	<u>1956</u>	<u>1967</u>
Beaver	3504	2278	1128	801
Otter	223	181	79	64
Fisher	161	389	49	62

Elimination of trapping for beaver and the elimination of all lumbering would probably hasten the current trend toward reduced carrying capacity for beaver. Initial increases in beaver numbers resulting from protection would speed up the rate of utilization of available beaver habitat and thus reduce the overall carrying capacity for beaver more readily than if trapping were allowed. Beaver, like deer and rabbits (hares), have the ability, when their numbers are not controlled, of destroying their own food supplies and thus limiting their own numbers.

As long as local residents of the area are allowed access to the area after establishment of a National Park, illegal harvest of the wildlife resources will tend to increase. Poaching is known to be a problem in nearly all extensive park areas. The elimination of legal hunting merely plays into the hands of the poacher who is quick to take advantage of "easy game" offered by the park policies of no legal hunting.

Based on present National Park policy relative to a prohibition on hunting, the creation of the proposed National Park will result in a major problem of ecological balance for those species of wildlife whose numbers, if unchecked by natural causes or control by man, are capable of destroying their range. Under a no-hunting policy, the white tail deer populations in the National Park area would create problems of mass starvation and range destruction similar to

those experienced for many years with elk in other National Parks. This is clearly not a situation to be desired. As far as the reestablishment of elk or moose in this area is considered, while the no-hunting policy would aid in assuring survival of the transplanted animals, further problems of control would arise if the plant were successful. The tendency of these animals to move long distances annually would introduce these same problems on lands outside the Park.

The native black bear is undergoing a marked population increase in this area. With its numbers unchecked by adequately regulated hunting, this fine animal would soon create human contact problems of major proportion on the highways, at the campsites and other areas of high intensity use. The control of black bears in Yellowstone Park has been correctly called the superintendent's "biggest headache." In 1965 there were 33 personal injury and 283 property damage incidents involving black bears at Yellowstone. This is a common problem in other National Parks and there is no reason to suppose it would not be repeated in the Adirondacks.

The remnant Adirondack populations of marten, and possibly spruce grouse, might be improved through the no-trapping, no-hunting policy, as would also the resident coyote populations. However, with these species and many others, the quantity and quality of natural food and cover are of major consequence in determining their population health and shifting distribution patterns.

Modern practices of forest management on private lands in the area have had major beneficial effects on wildlife, both in abundance and variety. The termination of these practices would have more adverse than beneficial effects for the majority of native wildlife.

...ON WATER RESOURCES

The headwaters of five major drainage basins in New York State lie within the proposed National Park. Substantial portions of four of these basins would be included. See Table 6 in the Appendix.

The available moisture supply from precipitation may occur in the form of rain, snow, hail or sleet. Annual totals vary from less than 40 inches in the valleys to 50 inches or more on the mountain peaks. The average for the proposed national park is about 46 inches (Table 7). The distribution of the annual precipitation from season to season is relatively uniform. The average annual depth of freshly fallen snow is more than 100 inches, with the greater depths at higher elevations. About 30 to 40 percent of the average annual precipitation occurs as snow. Lake evaporation is about 25 inches annually with about 80 percent occurring from May to October, inclusive. Evapotranspiration for natural areas is about 18 inches. Means and extremes of temperature vary widely with latitude and altitude. Temperatures have ranged from over 100°F to -52°F.

The area within the proposed National Park is one of the most important water resources areas within the state. The average annual precipitation is high. The relatively cold climate results in low evaporation and evapotranspiration losses resulting in high average annual runoff, amounting to 28 inches (Table 7).

The steep and relatively impervious mountain slopes permit a high percentage of runoff, even in the summer. On the same slopes in the winter about 30 to 40 percent of the annual precipitation is held as snow storage, subject to minimum losses, and later released in a few months in the late winter and spring. The many lakes, ponds and swamps in the valleys provide temporary storage of runoff.

There are hundreds of miles of streams and hundreds of lakes and ponds within the proposed national park. The major streams are listed in Table 8. Cranberry Lake, with an area of 6,850 acres, is the largest lake within the proposed national park (Table 9). The 15 largest lakes have a total area of 51,170 acres. These along constitute almost 30 percent of the lake area in the Adirondack Park.

The bedrock is a relatively poor water-bearing formation and generally yields only small to moderate supplies of groundwater, sufficient for household or farm use. The groundwater resources of the area are relatively undeveloped at this time.

When the Forest Preserve was given constitutional protection in 1895, it was stipulated that the lands "shall be forever kept as wild forest lands ... nor shall the timber thereon be sold, removed or destroyed." Inclusion of the word "destroyed" was construed as intending to prevent the flooding of Forest Preserve lands.

In 1913 an amendment to the Constitution was approved providing that the Legislature could, by general laws, provide for the use of not exceeding

three percent of Forest Preserve lands, for the construction and maintenance of reservoirs for municipal water supply, for the canals of the State and to regulate the flow of streams.

In 1947 the Black River Regulating District proposed construction of Panther Mountain Reservoir to provide 277,000 acre feet of storage primarily for flood control and power generation. The reservoir area involved 4,124 acres, of which 934 acres were state owned and 3,190 acres belonged to the Adirondack League Club. This proposed reservoir generated a bitter controversy. As one result, in 1950 the "Stokes Act" was passed. This bill provided that "no reservoirs for the regulation of the flow of streams or for any other purpose except for municipal water supply shall be hereafter constructed in Hamilton or Herkimer Counties on the south branch of the Moose River by any river regulation board."

In 1952 and 1953 the Ostrander Amendment was passed by the Legislature. This was a proposed Constitutional Amendment prohibiting the construction of river-regulating reservoirs in the Forest Preserve. In November 1953 the voters approved the amendment by an overwhelming majority--about 943,000 for and 593,000 against. This eliminated from the 1913 amendment the provision for reservoir construction to regulate the flow of streams.

In 1954 and 1955 a proposed amendment specifically authorizing Panther Mountain Reservoir was passed by the Legislature. It was submitted to the voters in 1955, but was overwhelmingly defeated--about 613,000 for and 1,622,000 against.

Therefore, at the present time, Article XIV, Section 2 of the Constitution provides for the use of not exceeding three percent of Forest Preserve lands for the construction and maintenance of reservoirs for municipal water supply and for the canals of the State.

Subsequent to the 1913 amendment, five reservoirs have been developed involving Forest Preserve lands in the Adirondacks. The reservoirs and acreages involved are as follows:

<u>Name</u>	<u>Forest Preserve Land, Acres</u>
Stillwater Reservoir	2,957.84
Village of Ticonderoga	77.6
Schroon Lake	36.7
Raquette Lake Water District #1	11.08
Long Lake Water District #2	3.6
	<u>3,086.82</u>

The total area in the Forest Preserve is 2,651,159 acres. Three percent of this is 79,535 acres. The present use of Forest Preserve land amounts to about 0.117 percent. Stillwater Reservoir and the Raquette Lake and Long Lake Water Districts are located within the proposed National Park.

Enlargement of Stillwater Reservoir on the headwaters of the Beaver River in Lewis County involved by far the greatest area of Forest Preserve lands. This was the first work undertaken by the Black River Regulating District which was created in 1919. The reservoir area was increased from 2,800 acres to 6,700 acres. The work was completed early in 1925.

The major water resources development within the Adirondack Park--but not involving Forest Preserve lands--is Sacandaga Reservoir located in Saratoga and Fulton Counties on the Sacandaga River, one of the principal tributaries of the Hudson River. It was completed in 1930 by the Hudson River Regulating District. The reservoir is the largest in the state with a total capacity of 866,000 acre-feet and a surface area of 42 square miles. The reservoir is 29 miles long with 125 miles of shoreline.

Cranberry Lake Reservoir in the headwaters of the Oswegatchie River in St. Lawrence County is the largest development within the proposed National Park. It was built in 1867 for the purpose of regulating the flow of the Oswegatchie River for flood protection and for improvement of water power generation. The reservoir has a surface area of 6,850 acres and an effective capacity of about 57,000 acre-feet. The reservoir is used extensively for recreation. Other existing storage reservoirs within the Adirondack Park and the proposed National Park are listed in Table 10 in the Appendix.

Present water supply source problems identified within the Adirondack Park are minimal. Only five communities experience water problems or are likely to have them in the near future. Two are located in the proposed National Park. These are the municipalities of Inlet and Sabael.

Nine industries within the Adirondack Park presently use water in excess of 100,000 gallons per day. Two of these, including one mining operation, are located within the proposed National Park. The present total water use of these large industries in the Adirondack Park is about 73 mgd. Within the proposed National Park, the use is about four mgd. The projected industrial water use is expected to increase to about 150 mgd and 21 mgd, respectively, within the next 50 years. These industrial water uses presently are self-supplied from surface sources.

Rural domestic users are dispersed throughout the Adirondack Park with probably fewer in the central proposed National Park area. Agricultural water use is negligible throughout the Adirondack Park and will continue that way.

Hydroelectric power generation is a major use of water resources in the Adirondack Park. Facilities are located mainly in the northern and western parts of the Park between the "blue line" and the boundary of the proposed National Park. Only one station with an installed capacity of 332kw is within the proposed park. There are sites for additional hydro-power developments within the Adirondack Park, but they are suitable for only limited developments that are not competitive with other power sources.

The prime use of lands and waters in the Adirondack Park at the present time is for recreation. The state has developed 35 campsites, 30 of which feature water-oriented recreation. There are 35 boat launching sites in the Adirondack Park, of which 25 are at campsites. In addition there are seven fishing access sites in the Adirondack Park. Seventeen of the campsites and several boat launching sites and fishing access sites are within the proposed National Park. Over 100 ponds are stocked by the state, and ten of the "fishiest 50" trout streams in the state flow through the area within the proposed National Park.

There are significant potentials for further development of the water resources within the Adirondack Park and the proposed National Park. Surface water resources are abundant. New reservoirs can be built and existing lakes can be enlarged to increase their present utility many times.

Since the early 1900's, over 300 potential reservoir sites have been identified in the five drainage basins with headwaters in the proposed National Park. Of the total, 170 are located inside the Adirondack Park and 51 are within the proposed National Park. Reconnaissance studies in 1966 determined the 17 sites within the Adirondack Park and ten sites within the proposed National Park are of priority interest for development.

Two independent studies by highly qualified consulting engineering firms confirm the importance of the Adirondacks for water supply sources. Both consultants recommend that the next major water supply development for the Metropolitan New York City region consist of taking water from the Hudson River in the Hyde Park vicinity and providing impounding reservoirs in the headwaters of the basin to furnish additional fresh water needed during droughts and periods of seasonal low-river flow. The ten sites within the proposed National Park area contain the best and most economical possibilities for providing the impounding capacity needed. Other alternatives, of less physical and hydrologic capability, lie within the Adirondack Park. Utilization of these less favorable alternatives, for example, would increase capital cost of the reservoir facilities by as much as \$50 million.

In addition to meeting public water supply needs, development of the Hudson-Mohawk Basin would assure optimum use of a major part of New York State's water resources. The opportunities provide regional and State benefits extending far beyond the primary water supply service areas in eastern New York.

Thus, the most recent investigations, designed to meet the projected water needs of an area now populated by some 11 million people, or about two-thirds of the present population of the State, point clearly to the Hudson River in conjunction with reservoirs in the Adirondacks as the best source of water for eastern New York State. It is a source that will be needed desperately for water supply in the near future to insure economic growth and social well-being of future generations.

The implications of the proposed National Park on future water resources development in the area are not entirely clear. It is understood that reservoir construction generally is not allowed in National Parks.

At the present time, under Article XIV of the Constitution, reservoirs may be constructed on state land for municipal water supply and for the canals of the state. Over 75,000 acres of Forest Preserve land are available now for these purposes under the three percent limit established by Article XIV. This acreage is sufficient to meet the anticipated water supply development needs in the area for at least the next 50 years.

The most economic opportunities for necessary new sources of water supply for eastern New York and the metropolitan New York City area lie within the proposed National Park. Wise management of the water and associated land resources of the Hudson-Mohawk basin would offer large benefits to two-thirds of the population of the state.

There would be no apparent benefit for water resources development from creation of the proposed National Park. On the contrary, more serious obstacles might be raised for urgently needed developments. Decisions on construction of projects would be made solely by federal officials and would not be subject to approval by either the people or the legislature of New York State. Changes in federal policies or regulations would be difficult since the needs of the state would be subservient to national interests and those of 49 other states. The people of the state would lose control of a vital part of the state's water resources.

If the proposed National Park is created, the Act of Congress establishing the Park should specifically delegate all aspects of the management of the area's water resources to state control.

...ON LOCAL GOVERNMENTS AND SCHOOL DISTRICTS

Table 11 in the Appendix sets forth the estimate of the State Board of Equalization and Assessment of the average full value tax rate of approximately \$33 per thousand full value for the region within the boundaries of the proposed National Park. This full value tax rate is a composite rate and includes all ad valorem levies made on real property in the region (county, town, school, fire, etc.).

The State Board of Equalization and Assessment has assumed from the National Park report that the full value of the property to be withdrawn from the tax base amounts to \$110 million (59 million full value of present taxable state-owned lands plus \$51 million estimated full value of the private land to be acquired by the federal government). On this basis, this property provides \$3,628,000 in taxes to the localities and school districts in this area.

It is difficult to estimate the full impact of this withdrawal of taxable full value on the tax burdens of counties, towns, villages and school districts which may be wholly or partly included within the boundaries of the proposed National Park. Following are some of the factors which would affect the tax burden in such jurisdictions.

1. Some of the loss in taxable full value would be compensated for by increases in the various forms of state aid. Increases in state aid for education are likely to be substantial, while increases in per capita state aid and other state aid programs are likely to be of more modest proportions. It is not possible to estimate the changes in these state aids without performing a detailed analysis for each jurisdiction which would include obtaining complete information with respect to the full value of the property which would be removed from taxable status.

This is necessary because some of the increased tax burden would be shifted to portions of the towns, villages, school districts, special districts and counties lying outside the park boundaries.

2. It is possible that there would be substantial changes in the level of services that would be required of local governments to the property within park boundaries and there is also the likelihood that the structure of local government in the park area would undergo substantial changes.
3. It is possible that there would be an increase in the full value of private property remaining within the proposed park area.

In view of the foregoing, the State Board of Equalization and Assessment does not feel that more precise figures with respect to the full value of the property to be acquired for the Park or the percent of full value which would be removed from the various local tax bases would be meaningful or helpful unless a detailed analysis of the tax impact were undertaken.

Attention is directed to the following statement which appears on page 12 of the National Park proposal:

"...with payments in lieu of taxes to the towns for each new land purchase diminishing 5% per year until phased out at the end of 20 years, it is possible that the reduction in the old in-lieu payments would about equal the increase in the new in-lieu payments and that such annual in-lieu payment to the towns, therefore, would not change significantly during the 15 to 20 year land acquisition period."...

This statement is misleading since it would appear that the increase in the in-lieu payments for the acquisition of privately owned lands over the 20-year period would offset the decreases in the in-lieu payments for the former state-owned land, thereby implying that there would be no substantial change in the amount of money received by the localities. This is not true because the so-called "new in-lieu payments" merely replace the taxes that were paid on the formerly privately owned lands acquired by the federal government.

...ON TRANSPORTATION*

The establishment of the proposed National Park would have a direct effect upon transportation in New York State in two ways: it would affect transportation facilities (highways, roads, airports, etc.) and their ownership, control, operation and maintenance, and it would affect common carrier operations within or through the park area.

When Congress creates a National Park, the enabling act normally provides for the transfer of all publicly owned lands to the federal government. Such transfer includes the right-of-way of all state highways and the streets and highways of local governments that lie within the park boundary.

In the case of the proposed National Park, some 214 miles of state highways, approximately 212 miles of county and town roads and many miles of village streets would be affected. It should be understood that in addition to whatever recreational travel these facilities serve within the proposed National Park, there is much through traffic not associated with the area through which it passes, as well as local nonrecreational and commercial travel on these same highways and roads.

The first concern, therefore- relates to the continuance of the non-recreational travel in and through the proposed National Park. Route 3, passing through the northern sections of the proposed park, is a principal highway link between the Watertown area to the west and Plattsburgh to the east. Similarly, Route 30 is a north-south route through the center of the proposed park connecting the Johnstown-Gloversville portion of the Mohawk Valley with Malone and Canada, and via Route 56, with Potsdam, Massena and Ogdensburg. While Route 28 is

*This report, based on a memorandum prepared by the Department of Transportation, is not an official policy statement by that Department. In the event the National Park is created, the matters covered in this memorandum should be discussed with the National Park Service, the counties, towns and villages within the Park's boundaries, transportation carriers operating in the area, the Public Service Commission and the State Police. In addition, such matters should be discussed with other states having national parks, particularly those which have been established in recent years, and with other states where national parks are being proposed to ascertain fully the problems that the establishment of a National Park might create.

largely a recreational route, particularly during the summer months, it also provides nonrecreational access from the Utica-Rome area on the west and the Lake George-Glens Falls area on the east. The maintenance of this travel and the continued improvement of these facilities are vital to the economy of the State.

Nonrecreational traffic also makes extensive use of the minor road systems in the area to meet the economic and social needs of the local population centers, residents and businesses located in the area. The maintenance of this travel is of vital concern to the localities and to the state since the localities' very existence is dependent upon the transportation access these facilities provide.

Although the Congressional Act establishing a national park may transfer the public rights-of-way to the federal government, the state may be delegated the responsibility for maintenance and operation of the state highways. This has been the case in other states. With such retention, however, restrictions are typically placed on the state as to the types and extent of maintenance and operation the state may apply. Maintenance might, for example, be limited to snow removal and pavement patching, while operating speeds may be reduced to those suitable for sightseeing but inappropriate for the through-traffic characteristics of the highways. The cutting of brush on roadsides may not be permitted, thus creating safety hazards. Maintenance of drainage ditches and back slopes may similarly be restricted. The state may not be permitted to operate maintenance depots for equipment and materials nor to stockpile maintenance or snow and ice control materials within the park. This, of course, creates inefficiencies in operation at considerable cost in time and money. These matters are conventionally covered by a formal agreement between the state and the National Park Service after the Park has been established by Congressional Act. Since it becomes a matter of negotiation at that point, however, the state's desire for high standards of maintenance to assure safety and efficiency in the operation of highway routes and for consistency in the standards of the routes approaching the park and those elsewhere in the state, may have to be compromised with the National Park Service's desire for a park-like roadside.

Likewise, for reasons of safety, the state should be assured that traffic signing within the park boundaries on routes utilized by non-park traffic should conform to standards of signing applied elsewhere in the state.

While the above comments relate to maintenance and operation, similar, or even more serious questions concern reconstruction, relocation and new construction of highway routes within the boundaries of the new park. If the state is delegated the responsibility for maintenance of the state highway facilities within the park, it is not necessarily also delegated the responsibility for reconstruction or new construction of routes. However, even if it is, it must obtain permission for any work that is planned. The tendency is to treat the roads through the

park lands as park-user facilities intended for leisurely travel. As a result, standards of construction permitted by the Park Service tend to differ sharply from those used for the remainder of the highway system. Lane and shoulder width, gradient, curvature, sight distance and design speed standards for park roads tend to be significantly lower and more restrictive than for normal state highways. The park road, therefore, cannot be developed to standards consistent with the approach highways nor with the state highway's role as a vital commercial and economic artery of the state. It would appear that the state would want these matters to be spelled out to the state's satisfaction in the Congressional Act establishing the park.

The report on the National Park proposal mentions parkway type access roads to the park in the vicinity of the park boundaries. Although it is not possible at this time to state how much new highway work may be required to meet future demands for through and nonrecreational travel, the question of new construction and type of construction is one to be resolved. The possibility that parkways would be built raises two questions. One concerns the operation of existing roads within the park, and the other concerns connections between the parkways and highway systems outside the park.

It is possible that the new parkways would run through existing highway corridors, braiding the auto-only parkway with a mixed-traffic facility. As mentioned earlier, the maintenance of commercial traffic is a concern. If the existing highway were reduced to a series of disconnected ox-bows, commercial traffic, for all intents and purposes, would be eliminated. The necessity for decisions on location and design of new facilities constructed by the National Park Service and their effect on existing facilities must be recognized.

The question of route continuity also embraces the need to maintain access on existing roads. In the event parkways are built, local roads should not be cut off nor should circuitous routings be created by the dead-ending of local roads against parkways.

The question of access also arises in considering the connections between parkways and existing highway routes either inside or outside the park. The state should insist that such linkages be determined only in cooperation with the state, or, indeed, with its approval. Otherwise connections may be at hazardous points or at points where future improvements of the state route cannot best be integrated with the parkway.

Parkway access at inappropriate points along the route may also put heavy traffic on facilities that were not designed for such volumes. To upgrade such facilities after the fact may be difficult both physically and financially. In any event, since parkway access is likely to incur costs outside the park, it is entirely appropriate that the state have a voice in such decisions and that any parkway improvement plans be concurred in by the state.

It is anticipated that similar cooperative arrangements should be required between the National Park Service and towns, counties and villages affected by park facilities.

The same concerns apply to any type of access routes to state or local government facilities. Driveway access points from private or public lands and access roads to new park development should only be permitted to intersect state or local roads after approval by the respective state or local jurisdiction. Such a requirement is mandatory from safety, operations and maintenance standpoints.

Since the park proposal calls for the acquisition of private lands within the park boundaries, there will be a direct effect on the land service road systems that are the responsibility of the local governmental units. The acquisition of properties, the continuance or phasing out of service roads serving them, and the responsibility for such roads should be coordinated with the responsible units of local government. The latter would want to be assured of the continuance of adequate road access to private lands, regardless of who is responsible for these roads, and also would want to be relieved of such responsibilities as the private lands are acquired.

The communities in the Adirondacks are quite remote from the primary manufacturing centers, food producing areas and population centers of the state. They depend to a considerable degree, therefore, on common carriers for transportation and for shipment of goods. For this reason, and in view of its concern for the welfare of commercial transportation, the state has an interest in the maintenance of common carrier operations.

The New York Central Railroad provides freight service from Utica to Tupper Lake, Saranac Lake, and Lake Placid over its line in the western and northern portions of the proposed park. The state would want to have assurance that service could be continued after the establishment of a National Park in order to serve the needs of the area.

In a similar vein, questions as to the continuity of franchises of motor freight carriers and long-haul bus lines need to be resolved. Such carriers are not only vital to the state, but for many Adirondack residents the bus is the only means of long-distance travel.

It has been established that rights to the air space over the United States reside with the federal government. The question of whether overflights of the park by commercial airlines would be permitted needs to be answered. Mohawk Airline's service to the Saranac Lake-Lake Placid area would be affected if any restrictions were placed on overflights or on the continuance of airfields and their approaches. The circumstances under which the seaplane base at Long Lake and the airport at Lake Placid could continue to operate would also have to be defined.

As aircraft increase in speed and size, the ability to lengthen runways and approach zones required for safety and capacity would have to be assured. The latter question also arises in connection with airport operations at the fringes of the proposed park, such as Old Forge. Approach zones to these airports may pass over the park.

The Village of Lake Placid has been awarded the John F. Kennedy Memorial Winter Games starting in 1968 and carriers serving the area will be called upon to transport thousands of persons wishing to attend. It would be unfortunate if the existence or impending creation of the park were to limit the ability of common carriers to serve this travel demand or to plan ahead for needed expansion in carrier service.

Questions in all these areas -- railroads, bus lines, airports and airlines -- are of concern to the state. The state would want the opportunity to study and resolve these common carrier questions well in advance of the creation of the proposed National Park.

TABLE 1

CODE	CLASS NAME
1A	Abandoned Farms
1	Operating Farms
2	Rural Land Vacant
3	1-Family Residences
4	Estates
5	2- and 3-Family Residences
6	Apartments
7	Combinations
8	Seasonal Residences
9	Residential Land Vacant
10	Commercial
11	Seasonal Resort
12	Industrial
13	Commercial or Industrial Vacant
14	Private Forest Land
14A	Privately Owned Forest Land
15	Other
16	Utilities
	Exempt
	Section 13 (Fisher Law)

TABLE 2

SUMMARY SHEET - TOTAL NON-FOREST PRESERVE LANDS WITHIN PROPOSED PARK BOUNDARIES (Exceptions listed under Special Mention)

Acage Class	Ownership Code Classes	Abandoned IA	Farms 1	Rural Vac. 2	1 Fam. Res. 3	Estates 4	2-3 Fam. 5	Apartment 6
0-3	No. of Parcels	6.	4.	698.	660.	0.	2.	4.
	Acres Value	11. 12,458.	6. 7,822.	873. 348,857.	572. 3,308,201.	0. 0.	2. 15,541.	4. 3. 151,905.
3-25	No. of Parcels	14.	3.	153.	139.	4.	0.	0.
	Acres Value	182. 48,840.	54. 11,020.	1,333. 371,230.	1,188. 1,002,510.	58. 187,907.	0. 0.	0. 0.
25-100	No. of Parcels	23.	18.	61.	70.	2.	0.	0.
	Acres Value	1,573. 116,899.	1,093. 78,145.	3,265. 122,409.	3,656. 844,520.	126. 86,143.	0. 0.	0. 0.
100-1000	No. of Parcels	27.	15.	21.	18.	5.	0.	0.
	Acres Value	4,473. 313,525.	2,829. 204,375.	4,475. 117,626.	2,675. 458,090.	1,092. 536,026.	0. 0.	0. 0.
1000+	No. of Parcels	0.	0.	1.	1.	1.	0.	0.
	Acres Value	0. 0.	0. 0.	2,100. 26,750.	2,182. 54,829.	3,450. 1,100,110.	0. 0.	0. 0. 0.
	EXEMPT (All area classes combined)							
TOTAL	No. of Parcels	70.	40.	934.	888.	12.	2.	4.
	Acres Value	6,239. 491,722.	3,982. 301,362.	12,046. 986,872.	10,273. 5,668,150.	4,726. 1,910,186.	2. 15,541.	3. 151,905.
% of Grand Total	Parcels Acres Value	1.1 % 1.1 .9	.6 % .7 .5	14.4 % 2.1 1.7	13.7 % 1.8 10.1	.2 % .8 3.4	.0 % .0 .0	.1 % .0 .3

TABLE 2 (Cont'd)

Acreage Class	Ownership Code Classes	Combin. 7	Seos. Res. 8	Res. Vac 9	Comm. 10	Seos. Res. 11	Indust. 12	Comm. Vac. 13
0-3	No. of Parcels Acres Value \$	2. 2. 17,141.	1,408. 1,349. 6,096,065.	547. 563. 496,199.	55. 32. 249,910.	37. 60. 371,488.	1. 1. 2,026.	2. 2. 5,087.
3-25	No. of Parcels Acres Value \$	2. 11. 31,079.	402. 3,236. 4,232,935.	156. 1,162. 274,086.	13. 108. 220,443.	51. 500. 1,175,717.	3. 17. 27,316.	1. 8. 3,234.
25-100	No. of Parcels Acres Value \$	2. 86. 23,934.	109. 5,764. 1,687,379.	25. 1,047. 117,104.	3. 129. 9,288.	30. 1,742. 990,880.	0. 0. 0.	0. 0. 0.
100-1000	No. of Parcels Acres Value \$	0. 0. 0.	41. 8,543. 1,359,894.	3. 455. 17,940.	0. 0. 0.	15. 3,502. 1,175,103.	1. 120. 1,950,499.	0. 0. 0.
1000+	No. of Parcels Acres Value	0. 0. 0.	2. 2,320. 75,378.	0. 0. 0.	0. 0. 0.	2. 3,150. 173,430.	0. 0. 0.	0. 0. 0.
	EXEMPT (All area classes combined)							
TOTAL	No. of Parcels Acres Value	6. 99. 72,154.	1,962. 21,212. 13,451,651.	731. 3,227. 905,329.	71. 269. 479,641.	135. 8,954. 3,886,618.	5. 138. 1,979,841.	3. 10. 8,321.

% of Grand Total	Parcels Acres Value	.1 % .0 .1	30.3 % 3.7 23.8	11.7 % .6 1.6	1.1 % .0 .9	2.1 % 1.6 6.9	.1 % .0 3.5	.0 % .0 .0
------------------	---------------------	------------------	-----------------------	---------------------	-------------------	---------------------	-------------------	------------------

TABLE 2 (Cont'd)

Acreage Class	Ownership Code Classes	Forest 14	Fisher For. 14A	Other 15	Utilities 16	Exempt	Total	% Grand Total
0-3	No. of Parcels	66.	0.	78.	0.		3,570.	55.2
	Acres	86.	0.	71.	0.		3,633.	0.6
	Value \$	49,468.	0.	289,506.	0.		11,421,674.	20.2
3-25	No. of Parcels	150.	2.	22.	1.		1,116.	17.3
	Acres	2,435.	9.	250.	12.		10,563.	1.9
	Value \$	127,561.	261.	1,200,961.	238,291.		9,153,391.	16.2
25-100	No. of Parcels	386.	4.	10.	0.		743.	11.5
	Acres	22,080.	194.	642.	0.		41,397.	7.2
	Value \$	504,081.	3,712.	471,956.	0.		5,056,450.	8.9
100-1000	No. of Parcels	717.	10.	12.	2.		887.	13.7
	Acres	133,222.	2,719.	3,025.	334.		167,464.	29.3
	Value \$	2,723,325.	55,420.	644,868.	1,100,603.		10,657,294.	18.9
1000+	No. of Parcels	55.	1.	4.	0.		67.	1.0
	Acres	262,870.	19,388.	18,351.	0.		313,811.	54.9
	Value \$	4,409,723.	216,774.	4,428,404.	0.		10,485,398.	18.6
	<u>EXEMPT</u> (All area classes combined)					86. 34,842. 9,721,686.		1.3 6.1 17.2
<u>TOTAL</u>	No. of Parcels	1,374.	17.	126.	3.		Grand Total Parcels 6,469.	100.0
	Acres	420,693.	22,310.	22,339.	346.		Acres 571,710.	100.0
	Value \$	7,814,158.	276,167.	7,035,695.	1,338,894.		Value \$56,495,893.	100.0

% of Grand Total	Parcels	Acres	Value	%	%	%	%	% Check
	21.2	73.6	13.8	.3	1.9	1.3	100.2	
				3.9	3.9	6.1	100.0	
				.1	12.5	17.2	99.7	

TABLE 3

FISHING WATERS WITHIN ADIRONDACK PARK

STREAMS

<u>Type of water</u>	<u>State-owned miles</u>	<u>Privately-owned miles</u>			<u>Total miles</u>
		<u>Open</u>	<u>Posted</u>	<u>Total</u>	
Cold *	1,929	1,392	1,401	2,793	4,722
Warm **	<u>78</u>	<u>352</u>	<u>208</u>	<u>560</u>	<u>638</u>
Total	2,007	1,744	1,609	3,353	5,360

PONDS and LAKES

<u>Type of water</u>	<u>Open</u>		<u>Posted</u>		<u>Total</u>	
	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>
Cold *	1,174	107,496	578	27,443	1,752	134,939
Warm **	<u>368</u>	<u>82,830</u>	<u>116</u>	<u>8,419</u>	<u>484</u>	<u>91,249</u>
Total	1,542	190,326	694	35,862	2,236	226,188

* Contain species such as brook, brown, rainbow and lake trout, landlocked salmon, red salmon, whitefish.

** Contain species such as bass, walleye, pike.

TABLE 4

FISHING WATERS WITHIN PROPOSED NATIONAL PARK

<u>Type of water</u>	<u>State-owned miles</u>	<u>STREAMS</u>			<u>Total miles</u>
		<u>Privately-owned miles</u> <u>Open</u>	<u>Posted</u>	<u>Total</u>	
Cold *	1,395	142	734	876	2,271
Warm **	<u>23</u>	<u>30</u>	<u>2</u>	<u>32</u>	<u>55</u>
Total	1,418	172	736	908	2,326

<u>Type of water</u>	<u>Open</u>		<u>Posted</u>		<u>Total</u>	
	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>
Cold *	394	44,800	254	16,492	648	61,292
Warm **	<u>71</u>	<u>29,265</u>	<u>23</u>	<u>3,076</u>	<u>94</u>	<u>32,341</u>
Total	465	74,065	277	19,568	742	93,633

* Contain species such as brook, brown, rainbow and lake trout, landlocked salmon, red salmon, whitefish.

** Contain species such as bass, walleye, pike.

TABLE 5

Comparison of hunting opportunities afforded by the area in the proposed NATIONAL PARK with the whole Adirondack Park and the State.

Hunting elements	Proposed National Park		Adirondack Park		Statewide	
	1957	1966	1957	1966	1957	1966
<u>BIG GAME</u>						
No. big game hunters	36,000	57,000	101,000	153,000	476,512	522,330
Days spent afield	144,000	228,000	404,000	612,000	1,868,127	2,047,534
Deer taken	3,608	5,718	10,123	15,316	72,677	73,693
Bear taken	49	211	93	528	253	644
<u>SMALL GAME</u>						
Grouse hunters*		7,300		24,160		214,462
Days afield for grouse		40,880		135,300		1,187,046
Grouse taken		19,400		64,270		492,960
Varying hare hunters**		4,900		16,230		48,700
Days of hare hunting		31,970		105,800		283,660
Hares taken		28,032		92,780		210,300

*From 1962-63 data (Game Take Survey)

**From 1961-62 data (Game Take Survey)

TABLE 6

SUBDIVISION OF BASIN AREAS

Basin	Total Area (sq. mi.)	Basin Within National Park		Basin Area Within National Park (% of Total Basin Area)	Area Within Adirondack Park		Basin Area Within Adirondack Park (% of Total Basin Area)
		Area Within National Park (sq. mi.)	(acres)		Area Within Adirondack Park (sq. mi.)	(acres)	
Black R.	1916	373.5	239,000	19.4	1017.2	651,000	53.0
St. Lawrence R.	5539	865.0	554,000	15.6	2447.3	1,566,000	44.2
L. Champlain	2614	521.4	334,000	19.9	1947.5	1,246,000	74.5
Upper Hudson R.	4627	884.5	566,000	19.1	2704.8	1,731,000	58.5
Mohawk R.	3462	43.1	27,000	1.2	564.5	361,000	16.3
Total	18158	2687.5	1,720,000	14.8	8681.3	5,555,000	47.8

TABLE 7

AVERAGE ANNUAL PRECIPITATION AND RUNOFF IN BASINS WITHIN THE PROPOSED NATIONAL PARK

Basin	Minimum In Basin Precipitation Runoff (inches)		Maximum In Basin Precipitation Runoff (inches)		Approximate Average Precipitation Runoff (inches)	
	(inches)	(inches)	(inches)	(inches)	(inches)	(inches)
Black R.	42	26	51	32	47	30
St. Lawrence R.	37	22	49	28	42	24
L. Champlain	32	16	50	32	40	24
Upper Hudson R.	40	20	55	35	45	28
Mohawk R.	--	--	--	--	55	35
Entire Park	32	16	55	35	46	28

TABLE 8

MAJOR STREAMS WITHIN THE PROPOSED NATIONAL PARK

Black River Drainage:

Beaver River
North Branch Moose River
Middle Branch Moose River
Fulton Chain
South Branch Moose River

Lake Champlain Drainage:

Saranac River
West Branch Ausable River
East Branch Ausable River
Bouquet River

Mohawk River Drainage:

West Canada Creek

St. Lawrence River Drainage:

Oswegatchie River
Raquette River

Upper Hudson River Drainage:

Cedar River
Hudson River
Boreas River

TABLE 9 MAJOR LAKES WITHIN OR PARTIALLY WITHIN
PROPOSED NATIONAL PARK

<u>Name</u>	<u>Area</u> (acres)*	<u>Surface Elevation</u> (feet above MSL)	<u>Drainage Basin</u>
1. Cranberry Lake	6,850	1,486	St. Lawrence River
2. Stillwater Reservoir (Beaver River Flow)	6,710	1,679	Black River
3. Raquette Lake	5,400	1,762	St. Lawrence River
4. Upper Saranac Lake	5,090	1,571	Lake Champlain
5. Indian Lake	4,450	1,650	Upper Hudson River
6. Long Lake	3,930	1,630	St. Lawrence River
7. Tupper Lake	3,780	1,542	St. Lawrence River
8. Lake Placid	2,800	1,859	Lake Champlain
9. Little Tupper Lake	2,430	1,718	St. Lawrence River
10. Lower Saranac Lake	2,210	1,534	Lake Champlain
11. Fourth Lake (Fulton Ch.)	2,110	1,707	Black River
12. Lake Lila	1,450	1,714	Black River
13. Middle Saranac Lake	1,380	1,536	Lake Champlain
14. Blue Mountain Lake	1,310	1,789	St. Lawrence River
15. Big Moose Lake	1,270	1,824	Black River

"Gazetteer of the Lakes, Ponds, and Reservoirs of the State of New York,"
Douglas, Revised, 1931

TABLE 10

EXISTING STORAGE RESERVOIRS IN ADIRONDACK PARK

Basin	Reservoir	Stream	Drainage Area (square miles)	Usable Storage Capacity (acre-feet)	**Use
Black	Canachagala Lake	Black River	2	3,200	N
"	North Lake	"	29	6,900	N
"	South Lake	"	6	9,700	N
"	Twin Lakes	"	5	1,600	N
"	Woodhull Lake	Woodhull Creek	6	20,100	N
"	Sand Lake	"	13	5,500	N
"	*Sixth Lake	Moose River	18	6,600	P
"	*Old Forge (1st thru 4th Lakes of the Fulton Chain)	"	52	11,200	P
"	*Stillwater	Beaver River	172	103,000	P
L. Champlain	Chazy Lake	Great Chazy	13	14,000	P, R
"	Lake Kushuqua	Saranac	30	2,135	P
"	*Franklin Falls	"	293	3,440	P
"	Union Falls	"	330	11,000	P
"	Taylor Pond	Ausable	10	10,300	P, R
"	Rainbow Falls	"	478	13,650	P
"	Lake George	L. George Outlet	234	85,000	P, R, N
"	Gooseneck Pond	Unnamed	1	15	M - Ticonderoga
Hudson	Sacandaga	Sacandaga	1,044	866,000	FC, P, R, N
"	*Indian Lake	Indian	131	114,000	P, N
"	Horseshoe Pond	Horseshoe Pond Brook	1	340	M-Schroon Lake
Mohawk	Hinckley	West Canada Creek	374	79,000	N
St. Lawrence	Carry Falls	Raquette	877	115,000	P
"	*Tupper Lake	"	723	19,000	P
"	*Lows Lake	Bog River	36	23,000	P
"	*Cranberry Lake	E. Br. Oswegatchie	144	58,000	P
"	*Raquette Lake W. D.	Otter Brook	1	14	M
"	*Long Lake W. D.	Sandy Brook	2	1	M

*Entirely or partially within the proposed National Park

**Use: N=Navigation, including streamflow regulation for diversion to canal

P=Power, including streamflow regulation for downstream plants

R=Recreation

FC=Flood Control

M=Municipal Water Supply

TABLE 11

TOWNS IN THE PROPOSED
ADIRONDACK MOUNTAINS NATIONAL PARK

IN WHOLE

<u>TOWN</u>	<u>COUNTY</u>	<u>1966 OVERALL TAX LEVY</u>	<u>1965 FULL VALUE</u>
Newcomb	Essex	\$ 592,961	\$11,411,585
North Elba	"	1,575,017	36,360,324
Inlet	Hamilton	187,466	8,086,325
Long Lake	"	603,480	17,426,676
TOTAL		\$ 2,958,924	\$73,284,910

IN PART

Elizabethtown	Essex	\$ 301,681	\$ 6,949,430
Keene	"	264,611	6,396,074
Minerva	"	414,862	6,718,350
North Hudson	"	133,384	3,579,185
St. Armand	"	152,302	5,072,057
Schroon	"	391,893	11,431,197
Wilmington	"	194,405	5,136,071
Arietta	Hamilton	417,706	12,689,275
Indian Lake	"	463,321	16,222,515
Lake Pleasant	"	408,376	13,491,620
Morehouse	"	112,968	5,382,806
Wells	"	251,797	6,541,932
Webb	Herkimer	1,046,088	32,387,388
Ohio	"	193,461	7,875,725
Altamont	Franklin	654,275	22,707,550
Harrietstown	"	659,598	23,854,845
Santa Clara	"	197,099	6,650,958
Clifton	St. Lawrence	487,620	19,722,932
Colton	" "	610,357	27,676,035
Fine	" "	336,203	10,497,749
Piercefield	" "	76,635	3,362,877
Johnsburg	Warren	441,883	10,998,257

TOTAL

Average Full Value Tax Rate for that Region \$11,169,449 \$338,629,738

\$32.98 per \$M FV

\$110 M @ \$32.98 = \$3,627,800

Estimated Amount of Tax Revenue in the Area
Encompassed by Park -

3,627,800