

BUREAU OF OUTDOOR RECREATION, P.L. 88-29;
AND LAND AND WATER CONSERVATION FUND ACT
OF 1965, P.L. 88-578

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INTRODUCTION

You can be sure I am pleased to meet with you today and to have this opportunity to explain the role of the Bureau of Outdoor Recreation in the overall effort to satisfy the needs and demands of all Americans for outdoor recreation.

During the last decade or two, outdoor recreation has assumed tremendous proportions in the social and economic life of our country. Today it constitutes a major use of land and water and is on an equal basis with other demands upon these resources. In many instances, it has become a predominant or a priority use of resources.

There is a big job ahead for each of us and our 50 States are in pivotal positions where they must see that important things get done.

Your State officials recognize this and they are moving New Mexico among the leaders in planning. And rightly so -- for recreation and tourism will soon be your number one or two industry. Much of your growth and future income will be gained through the wise multiple-use of your waters and related lands.

ORIGIN OF THE BUREAU

As a consequence of the "new dimension" in American living, the Bureau of Outdoor Recreation is celebrating its third birthday. In many respects we are still "toddlers", but gradually we are gaining experience, knowledge, and strength to walk and run.

A forecast of important events came in 1958 when Congress created the bipartisan Outdoor Recreation Resources Review Commission.

The Commission was directed to estimate the needs for outdoor recreation for our citizens in the future, to determine the resources available to meet those needs, and to recommend the policies and programs to achieve desirable objectives.

After three years of study, the Commission sent its report to the President and the Congress. That was January 31, 1962. This report, called "Outdoor Recreation for America," contained some 50 specific recommendations. It is well worth reading. If you haven't had an opportunity to read it, perhaps you will want to pick up one of the summary pamphlets I have provided. The Commission

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also published 27 Study Reports covering various facets of outdoor recreation that had been prepared for it by universities and other research organizations.

One of the recommendations of the Commission was for the creation of a Bureau of Outdoor Recreation in the Department of the Interior.

President Kennedy promptly endorsed this recommendation in his conservation message of March 1, 1962 and Secretary of the Interior Stewart L. Udall established the Bureau on April 2, 1962 by administrative order.

The Bureau's designated overall purpose is to provide a focal point and leadership in the nationwide effort by coordinating the various Federal programs and assisting other levels of government to meet the demands for outdoor recreation.

FUNCTIONS OF THE BUREAU

The Bureau's functions are authorized principally by two statutes and an Executive Order as follows:

- The Act of May 28, 1963 (Public Law 88-29) which we refer to as our Organic Act,
- The Act of September 3, 1964 (Public Law 88-578) entitled the Land and Water Conservation Fund Act of 1965, and
- Executive Order 11017 of April 27, 1962, as amended.

The authorities in these basic documents run to the Secretary of the Interior. With but one exception, they have been delegated to the Bureau of Outdoor Recreation.

As spelled out in these documents, the Bureau's functions are to:

- Prepare and maintain a continuing inventory and evaluation of the outdoor recreation needs and resources of the United States;
- * --Prepare a system for classification of outdoor recreation resources;
- Formulate and maintain a comprehensive nationwide outdoor recreation plan;
- Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests with respect to outdoor recreation;

- Sponsor, engage in, and assist in research relating to outdoor recreation;
- Cooperate with and provide technical assistance to Federal departments and agencies;
- Promote coordination of Federal plans and activities generally relating to outdoor recreation;
- Administer a program of financial assistance to the States for the planning, acquisition, and development of outdoor recreation resources to be operated for public use by the States and local public agencies; and
- Serves as staff to the President's Recreation Advisory Council.

A word of explanation is needed regarding our last item -- our relationship with this Advisory Council.

Shortly after the Bureau was established, a Presidential Executive Order established the Recreation Advisory Council. It is composed of the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Defense, the Secretary of Commerce, the Secretary of Health, Education, and Welfare, and the Administrator of the Housing and Home Finance Agency. The chairmanship of the Council will rotate among these officials in the order named for terms of two years each. The purpose of this body is to provide broad policy advice to the heads of Federal agencies on all important matters affecting outdoor recreation resources and to facilitate coordinated efforts among the various Federal agencies.

When our Bureau works on assignments from the Recreation Advisory Council, we function independently of the Department in which we are housed. This is an important distinction which is recognized and maintained by the Secretary of the Interior and the Advisory Council. In short, the Bureau wears two hats in carrying out its responsibilities. Secretary Freeman of the Agriculture Department is our present boss in this endeavor.

The Bureau has been delegated other responsibilities of the Secretary. I will mention them only briefly:

- We review applications submitted to the General Services Administration from States and local governments to acquire surplus Federal lands for public use as parks and recreation areas, and make the compliance checks necessary to assure that such lands so acquired by the States and local governments are in fact being used for park and recreation purposes;
- The Director of our Bureau acts as the Secretary's representative on the Lewis and Clark Trail Commission which

was established by Act of October 6, 1964 (Public Law 88-630). At its first meeting, on January 4, the Commission members appointed the Director to the position of Executive Officer of the Commission.

--We consult with the Housing and Home Finance Agency on the general policies to be followed by that agency, pursuant to Title VII of the Housing Act of 1961, by reviewing applications for grants and providing information on recreation planning in the area in which the grant is to be used.

Before going into the current programs of the Bureau, I would like to tell you about how the Bureau is organized.

ORGANIZATION OF THE BUREAU

In assisting the Secretary of the Interior in carrying out these responsibilities, the Bureau reports to him through the Assistant Secretary for Public Land Management. Significantly, however, we do not manage any lands or other outdoor recreation resources.

Our headquarters office in Washington is housed in the Department of the Interior building. The top staff of the Bureau includes the Director, Associate Director, and four Assistant Directors. The work of the Bureau is divided into four categories with an Assistant Director responsible for each category. These are: (1) Planning and Research, (2) Federal Coordination, (3) State, Local and Private Programs, and (4) Administration.

We have six regional offices headed by Regional Directors. They are located in Philadelphia, Ann Arbor, Atlanta, Denver, Seattle, and San Francisco.

We are a small agency. As of December 31, 1964, we had 235 employees, of which about 30 were financed from funds transferred to us by other Federal agencies for which we perform recreation planning services. This is total employment including both headquarters and regional offices. We have 20 persons in our Mid-Continent Regional Office to serve 10 States. There are no State or local offices.

CURRENT PROGRAMS OF THE BUREAU

I would like, now, to describe some of our major programs and progress made during the past three years.

THE NATIONWIDE OUTDOOR RECREATION PLAN

One of the basic responsibilities of the Bureau is to formulate an outdoor recreation plan for the Nation and to update the plan every five years thereafter. Projections of needs will be made initially to the years 1980, 2000, and 2020. We are directed by Public Law 88-29 to transmit the initial plan to the President and the Congress by no later than May 1968. This work is progressing on schedule.

Basically, the Nationwide Plan will be a guide to sound public policy in outdoor recreation to insure that the variety of recreation opportunity desired by our people will be available in the general locations they desire in sufficient quantity to serve them adequately. Although it will identify existing and potential Federal recreation areas, it will not provide blueprints for specific recreation development projects. It will, rather, be an appraisal of the supply of outdoor recreation lands and water available in the United States, the demand of the American people for outdoor recreation opportunities, and the resulting needs for additional areas and facilities to meet the public demand.

The concern of the plan will be with all kinds of outdoor recreation in the broadest sense and with the preservation of natural beauty and environment, the timely acquisition of the lands and waters of highest value for outdoor recreation, and the development of adequate facilities. It will encompass urban and rural aspects of outdoor recreation and public and private programs. In addition, the plan will develop specific recommendations for action programs at the Federal, State, and local levels and in the private sector to meet current and future identified outdoor recreation needs.

Also, the Plan will be the repository, through automatic data processing techniques, of a substantial and growing bank of information on outdoor recreation supply and demand data which will be made available to all levels of Government and to private enterprise for use in the development of their respective programs.

The Nationwide Plan will be the guide for recreation acquisition and development by all Federal land and water management agencies and of major assistance to States and other non-Federal interests, public and private, in their recreation planning.

RECREATION PLANNING FOR WATER RESOURCES DEVELOPMENT PROJECTS

The Bureau cooperates with the Federal water construction agencies in recreation planning at water and related land resource development projects. In short, it makes recommendations for recreation development and use in both river basin studies and individual project studies.

Federal water development reports are submitted to us for review and comment by the Corps of Engineers, the Bureau of Reclamation, and the Soil Conservation Service. Non-Federal public and private reservoir development proposals subject to Federal license are likewise submitted by the Federal Power Commission to us for appraisal.

We believe that the Bureau's participation in water resources is of particular significance for several reasons: (1) water-based recreation constitutes a very substantial portion of all outdoor recreation; (2) many Federal water resource developments provide extensive recreation opportunities and become important segments of the Nationwide Plan as well as of the state-wide plans of the States concerned; (3) the amount of Federal investment in recreation at water development projects is large and growing each year; and (4) the Land and Water Conservation Fund, about which I will have more to say later, provides that a portion of the Fund may be transferred to Miscellaneous Receipts, as a partial offset for capital costs of future Federal water development projects which are allocated to public recreation and the enhancement of fish and wildlife values.

In order to avoid duplication of effort in this field, the Bureau of Outdoor Recreation has worked out agreements with the National Park Service and Bureau of Sport Fisheries and Wildlife on the functions of each of the Bureaus in water resource planning studies.

FEDERAL COORDINATION IN OUTDOOR RECREATION

The Bureau has initiated a broad overall review and analysis of Federal outdoor recreation resource programs and policies. This review is conducted in four general areas.

First, the Bureau provides staff services to the Recreation Advisory Council in the development of Federal policies relating to the nationwide effort to improve outdoor recreation opportunities. This includes the preparation of proposed policies for the better protection and appropriate management of scenic areas, natural wonders, primitive areas, historic sites, and recreation areas of national significance. It includes recommendations for the management of Federal lands to provide the broadest possible recreation benefit, and for cooperation with, and assistance to, States and local governments.

The Recreation Advisory Council has issued four policy statements.

1. Federal Executive Branch Policy Governing the Selection, Establishment and Administration of National Recreation Areas. March 26, 1963.

2. General Policy Guidelines for Outdoor Recreation. April 9, 1964.
3. Policy Governing the Water Pollution and Public Health Aspects of Outdoor Recreation. April 9, 1964.
4. A National Program of Scenic Roads and Parkways. April 9, 1964.

In all of these statements the Council commended the policies to all concerned Federal agencies. Furthermore, the member agencies of the Council through approval of the statement became responsible for observing these policies and for giving them force and effect in their action programs.

Six policy studies are presently underway at the direction of the Recreation Advisory Council; namely, one, on a national program of scenic roads and parkways; two, on user fee regulations; three, on measuring recreation use of Federal areas; four, on the role of the private sector; five, on non-Federal management of recreation facilities on Federal lands and waters; and the sixth, on the management responsibilities of Federal agencies at land and water resource projects.

Second, the Bureau is paying particular attention to questions of policy including gaps, overlaps, and conflicts, as well as long-range programs and financial needs.

One study is an evaluation of outdoor recreation research. This will show the status of the Nationwide effort and recommend new research efforts including the proposed role of the Bureau in this important field.

The third major effort being made by the Bureau in the field of Federal coordination relates to the examination of estimates by Federal agencies for funds under the Land and Water Conservation Fund for land and water acquisition.

The fourth major effort relates to the review, analysis, and recommendations with respect to the legal authorities of the several Federal agencies in this field. This review also encompasses such new legislation as may be proposed by any Federal agency relating to some facet of outdoor recreation.

SPECIAL AREAS STUDIES

Another important aspect of the work of the Bureau deals with studies of special areas throughout the country to determine their recreation values and make recommendations regarding their recreation use, development, and administration. These are of two types: Studies of areas which appear to have outstanding

recreation potential, and studies, requested and financed by the Area Redevelopment Administration, of certain economically depressed areas where it appears that the local economy could be improved through the enhancement of tourism and recreation opportunities.

Not all of these studies are carried out independently by the Bureau. Some are undertaken in cooperation with other Federal agencies, non-Federal public agencies, and private agencies. And, in some instances, the Bureau confines its participation to review and comment.

Perhaps some examples will be helpful:

A study to determine the need for the establishment of a national system of wild rivers which are particularly suited to outdoor recreation is being completed by a joint Interior-Agriculture team headed by the Director of the Bureau of Outdoor Recreation. This study is aimed at carrying out the recommendations of the Senate Select Committee on National Water Resources and endorsed by the Outdoor Recreation Resources Review Commission "that certain streams should be preserved in their free-flowing condition because their natural scenic, scientific, esthetic, and recreation values outweigh their value for water development and control purposes now and in the future." The question is which rivers or portions thereof fit that criteria. This study began in 1963 with a preliminary examination of 64 streams. After such examination, that list was narrowed to about a dozen rivers for detailed consideration.

Just a few weeks ago bills were submitted in the Congress which, if acted upon, would set in motion a development program. Among the rivers designated would be the Rio Grande reach from the Colorado line to about Highway #96 near Pilar, southwest of Taos.

Underway, also is a study of the potential for recreation, wildlife, and historic developments along the route of the Lewis and Clark Expeditions from the Mississippi River to the Pacific Ocean. This is being conducted cooperatively by the Bureau, the ten States that are traversed by the route, and the J. N. "Ding" Darling Foundation of Des Moines, Iowa. It is the first interstate recreation program involving more than a few States. The study deals with the Trail's history, archaeology, geology, fish and wildlife, conservation, and other recreation resources and identifying key locations and access routes. The study will make recommendations regarding the need for recreational development along the trail. The Lewis and Clark Trail Commission recently created pursuant to the Act of October 6, 1964 (Public Law 88-630) provides a tremendous stimulus to marking this Trail for the inspiration and enjoyment of the American people. Among other matters taken up recently at its first meeting the Commission considered a design for an appropriate symbol for use along the Trail.

Another study now in progress in which we are cooperating is aimed at developing for Congressional consideration a national program of scenic roads and parkways. It is being made under the guidance of the Recreation Advisory Council and spearheaded by the Department of Commerce. It is being conducted in cooperation with State officials who will nominate specific routes or travel corridors for inclusion in such a system. The system would be designed to provide scenic driving opportunities for the people of America. Driving for pleasure is the Nation's number one outdoor recreation activity.

IMPLEMENTATION OF THE LAND AND WATER CONSERVATION FUND ACT

One of the outstanding products of the 88th Congress was the Land and Water Conservation Fund Act of 1965 approved September 3, 1964.

The Act became effective January 1, 1965. The life of the Fund is limited to 25 years. Revenues earmarked for a Land and Water Conservation Fund are derived from three sources: Modest entrance, admission, and user fees at Federal recreation installations or areas; the net proceeds from the sale of Federal surplus real property; and from existing Federal taxes on motorboat fuels. There is also a provision for Congress to advance up to an average of 60 million dollars a year to the Fund, starting the third year and ending the tenth. If this is done, the advance will be repaid with one-half of the other revenues coming into the Fund starting the 11th year and continuing until the advance has been repaid.

Normally, 60 percent of the moneys, as they are appropriated by Congress, will go to the States as matching grants for planning, acquisition, and/or development of recreation lands, waters, and facilities. Forty percent of the moneys can be used for certain Federal purposes. Portions may be used by the Forest Service, the National Park Service, and the Bureau of Sport Fisheries and Wildlife for the acquisition only of certain types of recreation lands. In addition, a portion of the Federal share of the Fund can go into the miscellaneous receipts of the Treasury, as I mentioned before, as partial reimbursement for capital expenditures for recreation and fish and wildlife enhancement at Federal water projects.

The Act and its legislative history make it very clear that no recreation fees can be charged: (1) for the use of any waters; (2) for travel by private non-commercial vehicle on any Federal Aid Highway, national parkway, roads in national forests or on roads on public land that are commonly used for through travel; (3) for access to private inholdings; (4) for activities on Federal lands which are not related to recreation; and (5) as a Federal hunting or fishing license.

In the apportionment of funds to States, the Act provides that two-fifths of the States' share shall be divided equally among the 50 States, but the remaining three-fifths is to be apportioned 2/5 by population, 1/10 by extent there are Federal recreation programs in the State, 1/20 by the amount of out-of-State or non-resident use of recreation facilities within the State, and the remaining 1/20 held for contingencies.

The Act provides that the States may permit lesser political subdivisions such as counties, municipalities or soil conservation districts to participate in the program and to share in its benefits.

As you are aware, this Act is a financing measure. It contains a two-pronged program, one to be carried out through certain Federal agencies, the other to be carried out through the States, hence my reference to the pivotal position of States. Both segments have the objective of providing opportunities to meet the needs of people.

Implementation of the Federal aspects of the Act calls for designation of Federal areas where recreation entrance, admission, or user charges shall be made. The President is authorized to make such designations and has recently signed an Executive Order to provide for them. He may also establish fee schedules, and provide for coordination among the Federal agencies in their application.

The Act provides for an annual admission fee to certain Federal recreation areas in lieu of a single entry or weekly fee. It is contemplated that a permit or recreation/conservation sticker will be issued for this purpose. The sticker will entitle the purchaser and all who accompany him in a private noncommercial automobile to enter, without further payment of entrance or admission fees, all Federal recreation areas designated for that purpose as often as desired over a 12-month period.

Agencies that administer areas where recreation fees will be charged are going ahead with plans to post the areas in accordance with the Act.

The Act provides for grants to States on a matching basis for planning, acquisition, and development of outdoor recreation resources, but before a State can qualify for Federal financial assistance for acquisition and development projects, it must prepare a comprehensive Statewide outdoor recreation plan.

Many States such as yours are preparing to develop their comprehensive statewide plans.

All moneys from the Fund must be appropriated by Congress before they can be made available for either Federal or States purposes. The President's budget for F.Y. 1966 recommends 125 million dollars to implement the provisions of the Act, or approximately the full amount of anticipated receipts to the Fund for that year. An F.Y. 1965 supplemental appropriation of 16 million dollars is also anticipated.

EXECUTIVE ORDER 11200 AND SECRETARY'S REGULATIONS

Since I drafted this report for you, President Johnson, on February 26, signed another Executive Order No. 11200 "Providing For Establishing User Fees Pursuant to the Land and Water Conservation Fund Act of 1965."

Briefly, this automatically now designates those Federal Areas for which charges were made in 1964 and further allows agencies to designate new areas for 1965; then provides for review and designation of areas on January 1 annually thereafter.

It outlines criteria, method of posting, the establishment of fees subject to criteria prescribed by the Secretary of the Interior, distribution and sale of the Land and Water Conservation Fund Sticker and coordination and issuance of regulations by the same Secretary.

Secretary Udall issued regulations in March that affect this agency and the National Park Service, Bureau of Land Management, Bureau of Sport Fisheries and Wildlife, Bureau of Reclamation, Forest Service, Corps of Engineers, Tennessee Valley Commission, and the U.S. portion of the International Boundary and Water Commission.

These regulations provide for an annual Admission Fee of \$7.00 or optional short term fees of from 25¢ to \$1.00 daily or five times the daily rate per week.

Additional user fees may be charged along the following lines.

Camp and Trailer Sites	\$1.00 - \$3.00 for overnight use
Picnic Sites	50¢ - 75¢ per site per day
Boat Launching	50¢ - \$1.50 per day

CONCLUSION

In conclusion, I would like to say that the Bureau of Outdoor Recreation is looking forward to cooperating with agencies in the water resource field in a continuing effort to make and keep America beautiful, to enhance water and land use, and to provide opportunities for our citizens to enjoy and benefit from outdoor experiences.