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# COST-SHARING IN WATER-BASED RECREATIONAL DEVELOPMENT

GOVERNMENT

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## HEARING

BEFORE THE

SUBCOMMITTEE ON CONSERVATION AND CREDIT  
OF THE

COMMITTEE ON AGRICULTURE  
HOUSE OF REPRESENTATIVES

NINETY-FIRST CONGRESS

SECOND SESSION

ON

H.R. 16543, H.R. 14793, H.R. 14901, H.R. 16507,  
H.R. 16544, H.R. 16552, H.R. 16596, H.R. 16620,  
H.R. 16664, H.R. 16845, H.R. 17299, H.R. 17815,  
H.R. 18065, and S. 3598

JUNE 4, 1970

Serial Z

Printed for the use of the Committee on Agriculture



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# COST-SHARING IN WATER-BASED RECREATIONAL DEVELOPMENT

THURSDAY, JUNE 4, 1970

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON CONSERVATION AND  
CREDIT OF THE COMMITTEE ON AGRICULTURE,  
Washington, D.C.

The subcommittee met, pursuant to call, at 10:05 a.m., in room 1301, Longworth House Office Building, Hon. W. R. Poage (the chairman) presiding.

Present: Representatives Poage, Stubblefield, Teague of California, and Mayne.

Also present: Christine S. Gallagher, chief clerk; and Lacey C. Sharp, general counsel.

The CHAIRMAN. The subcommittee will please come to order.

We have met here today to discuss a large number of similar or identical bills for cost sharing in resource conservation and development projects for public water-based fish and wildlife or recreational development.

(H.R. 14793 by Messrs. Zwach, Hastings, Hathaway, Kleppe, Langen, McKneally, Montgomery, O'Konski, Sebelius, St. Onge, Stubblefield, Waggonner, and Wampler; H.R. 14901 by Mr. Hamerschmidt; H.R. 16507 by Mr. Dellenback; H.R. 16543 by Messrs. Poage, Johnson of California, Evans of Colorado, Landrum, Burlison of Missouri, Albert, Scherle, Nichols, Burleson of Texas, Edmondson, Fisher, Skubitz, Alexander, Dickinson, McDade, Evins of Tennessee, Zion, Stratton, Melcher, Hays, Wold, Whitten, Blatnik, Shriver, and Hansen of Idaho; H.R. 16544 by Messrs. Poage, Matsunaga, Kyl, Burton of Utah, Preyer of North Carolina, Baring, Kyros, Hamilton, Steiger of Arizona, Vigorito, Staggers, Ullman, Conte, Mills, Pickle, Byrnes of Wisconsin, Foley, Obey, and Robison; H.R. 16552 by Mr. Nelsen; H.R. 16596 by Mr. Sikes; H.R. 16220 by Messrs. Beville, Andrews of Alabama, Buchanan, Edwards of Alabama, Nichols, and Flowers; H.R. 16664 by Mr. Long of Louisiana; H.R. 16845 by Mr. Anderson of Tennessee; H.R. 17299 by Mr. Thomson of Wisconsin; H.R. 17815 by Mr. Wyman; H.R. 18065 by Mr. Mayne; and S. 3598 by Mr. Aiken and 73 other Senators are all bills similar to H.R. 16543, the text of which follows:)

[H.R. 16543, 91st Cong., second sess.]

A BILL To amend section 32(e) of title III of the Bankhead-Jones Farm Tenant Act, as amended, to authorize the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 32(e) of title III of the Bankhead-Jones Farm Tenant Act (7 U.S.C. 1011), as amended, is amended by adding at the end thereof the following: "In providing assistance for carrying out plans developed under this title, the Secretary shall be authorized to bear such pro-

portionate share of the costs of installing any works of improvement applicable to public water-based fish and wildlife or recreational development as is determined by him to be equitable in consideration of national needs and assistance authorized for similar purposes under other Federal programs: *Provided*, That all engineering costs relating to such works of improvement may be borne by the Secretary: *Provided further*, That when a State or other public agency or local nonprofit organization participating in a plan developed under this title agrees to operate and maintain any reservoir or other area included in a plan for public water-based fish and wildlife or recreational development, the Secretary shall be authorized to bear not to exceed one-half of the costs of (a) the land, easements, or rights-of-way acquired or to be acquired by the State or other public agency or local nonprofit organization for such reservoir or other area, and (b) minimum basic facilities needed for public health and safety, access to, and use of such reservoir or other area for such purposes: *Provided further*, That in no event shall the Secretary share any portion of the cost of installing more than one such work of improvement for each seventy-five thousand acres in any development area; and that any such public water-based fish and wildlife or recreational development shall be consistent with any existing comprehensive statewide outdoor recreation plan found adequate for purposes of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897); and that such cost-sharing assistance for any such development shall be authorized only if the Secretary determines that it cannot be provided under other existing authority."

The CHAIRMAN. We have a number of statements to be submitted for the record—Mr. Zion, Mr. Wold, Mr. Fisher, Mr. Montgomery, Mr. Hathaway, Mr. Pickle, Mr. Robison, and Mr. Wyman have submitted statements.

I ask that these statements, without objection, be included in the record.

(The statements of Members referred to above and others filed with the subcommittee subsequent to the hearing follow:)

STATEMENT OF HON. ROGER ZION, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA

Mr. Chairman: I am pleased to be able to submit a statement to this honorable subcommittee in support of H.R. 16543, which has been authored by Chairman Poage and co-sponsored by this Member. This bill would permit the Secretary of Agriculture to provide land conservation and fish and wildlife development to R. C. & D. projects. This legislation would provide the same sporting and recreational opportunities now available in small watershed projects.

We have, in my congressional district, one of the outstanding R. C. & D. projects in the nation, Lincoln Hills has been a national award winner and is an outstanding example of the team effort possible between local, state, and federal agencies in meeting the economic and recreational needs of an impoverished area. Our area is characterized by small industry and marginal farms. Only the far-sighted approach of organizations and leadership such as that found in the Lincoln Hills project has made the difference between abject poverty for many families and our present marginal economy. And yet, Southern Indiana, one of the most beautiful sections of the nation, has a great deal of potential for the future. Our natural resources are manifold, our human resources are ready for the challenges of the '70s. With the right quality and quantity of assistance from Washington, in this case the Department of Agriculture, our great potential can be realized. No project is better able to "carry the ball" in utilizing this assistance than the Lincoln Hills R. C. & D.

The Department of Agriculture should be able to provide comparable fish and wildlife and recreational development assistance in R.C. & D. projects as it now provides other project-type programs. Multiple-purpose water developments emphasizing recreation and fish and wildlife should be integral to any area's resource development plan. Local finance sources are just not sufficient to do this job in my District. We must necessarily look to Washington for this help.

Mr. Chairman, the benefits that will stem from the enactment of H.R. 16543 will be immense. The social and economic impact will extend far beyond the Lincoln Hills project itself. It will be another step toward really "putting

Southern Indiana on the map" providing major future incentive for tourists and sportsmen to visit us in unparalleled numbers. I would urge prompt action by this subcommittee in helping make our dream a reality.

STATEMENT OF HON. JOHN S. WOLD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WYOMING

Mr. Chairman, I appreciate the opportunity to offer my support for H.R. 16543. It is a special privilege to be associated with Chairman Poage as a cosponsor of this measure.

Small watershed projects in my District, the State of Wyoming, have been especially useful in controlling flooding in rural areas and in contributing to the stability and capacity of watersheds.

In 1962 extension to these projects of financial assistance for the purpose of public fish and wildlife and public recreation development, was a significant step in broadening the scope of the measure. It was also a sign that we were beginning to see that revitalization of our rural areas required more than basic agriculture commodity programs.

The inclusion of sporting and recreation assistance has been vital to the survival of the small farmers and ranchers that operate in small watershed districts. We all know the economic pressures to which he is subject—rising costs, constant or even decreasing prices for his projects and constantly increasing capital investment costs. His ability to pick up cash income from other sources—from using his farm for recreational purposes, his streams for fisheries, has often meant the difference between able to continue to operate and being forced off his land.

At the moment, there are two authorized Resource Conservation and Development projects in Wyoming. Another four-county area in the Big Horn basin of the State has applied for R.C. & D. designation.

In my judgment the benefits that derive from extending financial assistance to small watershed projects for sport and recreation purposes would also apply to R.C. & D. projects.

Therefore, I wholeheartedly support H.R. 16543. Passage of this measure is a commitment on the part of Congress to the development and revitalization of the Nation's rural area I urge your committee to approve this bill.

STATEMENT OF HON. O. C. FISHER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman: I want to express my support for the Poage Bill (HR 16543), which broadens the scope of the Resource Conservation and Development projects program.

This legislation by my fellow colleague from Texas would fill a growing need in the development of rural communities in America by giving the Secretary of Agriculture authority to financially assist in the installation of public water-based fish and wildlife or recreational units in R.C. & D. projects.

Development of these water-based resources would not only provide additional recreational benefits, but could be expected to contribute materially to the economic improvement of the areas involved. These recreational advantages undoubtedly would attract numerous visitors from nearby urban areas.

Enactment of this legislation would enable citizens in many localities to finance these improvements. I hope the bill will be approved.

STATEMENT OF HON. G. V. MONTGOMERY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MISSISSIPPI

Mr. Chairman and members of the committee, I appreciate being given the opportunity to present this statement in support of H.R. 14793 of which I am a co-sponsor.

As you all know, this piece of legislation would amend section 32(e) of title III of the Bankhead-Jones Farm Tenant Act to authorize the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization.

This measure will stimulate and accelerate economic development in rural America and create new outdoor recreational opportunities for all Americans. It will encourage the people in rural America to plan and develop recreational and fish and wildlife facilities in the most efficient and expedient manner.

Resource conservation and development projects are one of the most promising new approaches to natural resources development. These projects, initiated and sponsored by local people, are already contributing to the economic growth and job opportunities in many areas. Since resource conservation and development funds cannot presently be used for cost sharing on recreation and fish and wildlife developments, local sponsors have been stymied.

The recreation developments alone would have a tremendously favorable impact on any area that lags economically behind the rest of the Nation. They would offer full-time and off-farm employment to many of the rural residents. They would create a need for new businesses. And they would make the area more attractive to industry and for residential development.

From the standpoint of public water-based fish and wildlife developments, the legislation would be of immense help on the environmental front. We hear a lot about saving our environment. This bill would help in these efforts.

I respectfully urge the committee to give favorable consideration to H.R. 14793.

STATEMENT OF HON. WILLIAM D. HATHAWAY, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF MAINE

Mr. Chairman and members of the committee, I am pleased to have this opportunity to indicate my support for H.R. 14793, a bill to amend the Bankhead-Jones Farm Tenant Act to authorize the Secretary of Agriculture to provide technical and financial assistance for this purpose of public recreation and fish and wildlife development in authorized Resource Conservation and Development project areas.

In this environmental decade, recreation has become one of our nation's most important considerations, and the need to provide for water-based recreation and fish and wildlife facilities must be among our first priorities if we are to make the best use of our natural resources. Moreover, the financial and technical assistance made available under this bill will not only help fulfill an environmental need of man; it will also serve to stimulate the local economy as recreation and fish and wildlife facilities provide an important base for new job opportunities and increased income in R.C. & D. project areas.

In my own state of Maine, approximately 46 project measures in about 30 different towns are being implemented under the auspices of the St. John-Aroostook Resource Conservation and Development Project. These project measures are concentrated in low income areas where sound environmental development will increase job opportunities and attract new businesses which are of vital concern to these rural areas.

Because of the economics involved in many projects having fish and wildlife or recreational development needs, the towns implementing project measures are in need of the funding and technical assistance that would be provided under H.R. 14793. Passage of this bill would, I believe, add much to sound rural planning and development in my state.

We are all well-aware of the need to conserve our very precious natural resources and to provide facilities for our citizenry to enjoy such resources. We are also aware of the needs of low income areas in terms of job opportunities and resource development. The provisions of H.R. 14793 are comprehensive and direct themselves to these very basic issues. I support the bill, and respectfully urge your favorable consideration of H.R. 14793.

STATEMENT OF HON. J. J. PICKLE, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF TEXAS

I should like to present a statement in support, and to urge your approval of the legislation proposed in H.R. 16543. I am happy to be one of the 69 cosponsors of this bill. The authority is urgently needed to provide cost-sharing for public water based fish and wildlife and recreational developments in resource conservation and development projects. It will do much to enable local sponsoring agencies in project areas to carry out a more balanced program of resource development to meet the total needs of rural areas.

A portion of the Eastern Hill Country Resource Conservation and Development Project area in Texas lies within my Congressional District. Like most other project areas, this R.C. & D. project has a recognized need for more public water based fish and wildlife and recreational facilities to meet the increasing

demand of project area residents and visitors. Also, the Coastal R.C. & D. has a good, strong application now pending in the Soil Conservation Service office. It waits for funds which could be included in the legislation we are here considering.

In developing their project plans for both the Eastern Hill Country and the Coastal resource conservation and development projects, the sponsors recognized that there were tremendous opportunities to improve the overall development of fish and wildlife and recreation resources. The demand for outdoor recreation exceeds the ability of the present public and private facilities now available in the area. Our vast recreation potential in these areas is yet to be developed. While the need and opportunity has been recognized, the local agencies have not been able to proceed with the installation of additional facilities at a rate to meet the need. As is true in so many rural areas, this is necessitated by the fact that limited resources must be allocated to more pressing area needs. Enactment of this bill would make utilization of the recreational and fish and wildlife resources more effective in accelerating the economic growth of resource conservation and development project areas and at the same time provide new recreation opportunities for more citizens. It will enable RC & D local sponsoring agencies to do even more effective job of resource planning and development than they have been able to do heretofore.

I respectfully urge your favorable consideration of the proposed legislation.

STATEMENT OF HON. HOWARD W. ROBISON, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF NEW YORK

Mr. Chairman: I appreciate the opportunity to present views on the very important subject of Resource Conservation and Development projects. There is little doubt that these projects are valuable and there is little disagreement that they are needed. The question becomes how best to turn the desire of local agencies to establish additional conservation projects in their areas into the reality of finished projects.

I believe that part of the answer to that question lies in the enactment of H.R. 16544, a bill which I have co-sponsored. Conservation has a value not just to the locality which develops the program but ultimately to each one of us. As our resources diminish due to our increasing needs—and in some cases our waste—a viable conservation program becomes more and more necessary. Currently, under the Bankhead-Jones Farm Tenant Act the Secretary of Agriculture can sponsor programs aimed at improving resource conservation and development—there are presently some 68 such projects—but he is not allowed to sponsor and commit federal monies to those programs, even though such programs are part of, and consistent with, the general plan for conservation.

I would note, collaterally, that the Secretary does have the authority to co-sponsor such programs under the Watershed Protection and Flood Prevention Act. H.R. 16544 would merely extend his authority for those programs falling within the scope of the Bankhead-Jones Act.

If these recreational and water-based fish and wildlife programs are consistent with the overall conservation scheme, then the Secretary should be empowered to expend federal funds on such projects. What better way can we conserve our natural resources than to encourage states to see the possibilities for improving their economies by developing fishing and watersports activities at the same time that they are conserving and developing their natural resources? I would note that each year brings with it more and more Americans who are seeking recreational areas. The huge crowds that descend on our public park areas bear witness to that fact. This desire for outdoor recreational activities represents not only a potential market for revenue for the states but also a need which must be filled by those states.

This need can be filled, this market tapped, at the same time that we initiate conservation programs. H.R. 16544 would allow the Secretary to stimulate conservation efforts by helping subsidize some of the costs that are involved in developing these conservation and development projects. As well as offering an attractive means of conserving resources and providing needed recreational areas, this legislation would help to stimulate employment in areas which are basically rural—the very areas in which much of our unemployment and disguised unemployment is found. Many jobs would become available in areas which heretofore have had shortages of adequate job opportunities.

It would seem that there are numerous benefits to be secured by passage of this legislation without any substantial drawbacks. We need additional conservation areas and we need additional outdoor recreational areas. As the demands on our environment increase, now is the time to take a step to preserve and develop that bounty. I commend to this Committee H.R. 16544 because I believe that it fills those demands.

STATEMENT OF HON. LOUIS C. WYMAN, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF NEW HAMPSHIRE

Mr. WYMAN. Mr. Chairman, I sincerely appreciate the opportunity to testify before you and this committee.

As a co-sponsor of the Poage Bill, I am here to urge your favorable consideration of this legislation in part to demonstrate the sincerity of the concern of this Committee and the Congress for the problems facing the preservation of our natural resources.

Never has the need for preservation of our recreation areas been so apparent. Never has there been greater public support for such action than today.

It has been my experience that non-commercial development of wilderness areas opens up our countryside with a minimum of ecological dislocation. It is the best possible way to attract our urban population to the country and dramatize for them exactly what is at stake in the battle against environmental pollution.

But small states, like my own, though blessed with a remarkable share of natural beauty and natural recreational resources, are unable to shoulder the financial burden of fully developing these areas so they may be enjoyed in safety and without undue hardship. I believe this measure would ease the burden on New Hampshire and other smaller, less developed states where so much of our natural beauty lies.

As important as the need for environmental preservation is the need to provide additional sources of employment and opportunity for our rural population. It is a cruel irony indeed that some of the most troublesome poverty in America exists in the shadow of some of our most beautiful natural landmarks. I do not suggest that legislation of a limited scope such as that now proposed will be a cure-all for rural poverty, but it is a needed step in restoring a sense of opportunity and dignity to depressed rural areas.

The Roman General, Tacitus, once said :

We cannot live without the Earth or apart from it, and something is shriveled in a man's heart when he turns away from it and concerns himself only with the affairs of men.

Nothing in the past 2000 years has changed the essential truth of that statement. The members of this committee and this Congress can take a giant step toward recognizing its meaning for all of us today. They can help open whole areas of this nation to millions of Americans who might otherwise never learn to appreciate what it is to get close to the Earth in its natural state.

They can do, both these things through prompt and favorable action on this bill.

STATEMENT OF HON. WILLIAM R. ANDERSON, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF TENNESSEE

Chairman Poage and distinguished members of the Subcommittee.

It is a pleasure for me to appear before this Committee to make a statement in support of legislation which would permit the Federal Government to cost-share the expense of installing needed water-based recreation and fish and wildlife developments in Resource Conservation and Development (R.C. & D.) projects authorized under the Food and Agricultural Act of 1962. It is my privilege to be one of the several sponsors of this measure, my own bill being H.R. 16845.

I am particularly interested in this legislation because of my intimate knowledge of the situation in two R.C. & D. projects located partly within my Congressional District in Tennessee. One, the Hull-York Lakeland R.C. & D. project has been in operation for about three years. The other, the Five-Rivers R.C. & D. Association has applied for USDA planning assistance. Both organizations serve

rural areas with limited employment opportunities, low family income, and a poor capital formation prospectus, which, according to my information, is the situation in most R.C. & D. project regions.

Agriculture is still the economic mainstay in these areas in Tennessee. Future growth and development, however, must clearly come from other economic pursuits.

One of the principal hopes for economic growth is tourism and associated recreation. There are great underdeveloped recreation and fish and wildlife potentials in the projects in my District; however, because of the poor capital formation possibilities open to these people, the potentials cannot be developed without the type of outside help that could be provided under the pending legislation.

One important and badly neglected element in these rural areas is recreation facilities for industrial workers and management personnel. New industries are reluctant to locate in areas that do not provide opportunities for recreation. Unfortunately areas that most need new industry are usually able to provide the recreation opportunities necessary to attract them.

The primary objectives of R.C. & D. projects are to stimulate increased job opportunities, better living conditions, and more rational, ecologically well-designed, resource-based industrial development. Unfortunately the basic law under which R.C. & D. projects operate does not permit cost-share assistance for water-based recreation, and fish and wildlife developments. The pending legislation under consideration would correct this previous oversight in the basic law.

Mr. Chairman, I urge favorable consideration of this bill by the members of your committee, and I pledge my support when it comes before the Rules Committee and the House.

STATEMENT OF HON. JOHN PAUL HAMMERSCHMIDT, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF ARKANSAS

Mr. Chairman, I am pleased to have this opportunity to present a statement in support of H.R. 16543. This bill would provide legislation in which I have been very much interested. As a matter of fact, last November, I introduced H.R. 14901 which was identical to the bill now under consideration. I am happy to note that H.R. 16543 now has about 70 co-sponsors in the House and that the provisions of the bill, included in S. 3598, already have passed the Senate on a unanimous vote.

This legislation is designed to effect further improvements in the Bankhead-Jones Act to keep pace with the rapidly changing times in this new environmental decade. Today, as population, leisure, and affluence increase, the demand for recreation, fish, and water-based wildlife is growing rapidly as never before. The bill would provide financial assistance in meeting this growing demand.

I have observed the Arkansas River Valley resource conservation and development project in my congressional district ever since the idea for project action started in late 1964 and early 1965. I have been greatly pleased to have observed the manner in which the project activity was initiated and sponsored, and how it has been carried through by local people and local agencies, with assistance from a number of State and Federal agencies. They have analyzed their problems and opportunities, have laid out a course of action to accomplish their objectives, and have been actively striving to meet those objectives.

As background for understanding the proposed amendment, the Bankhead-Jones Act directed the Secretary of Agriculture to develop a program of land conservation and utilization, including retirement of submarginal land. Title III of the act was amended in 1962 to include the protection of fish and wildlife under the land conservation program, and further amended in 1966 to include developing and protecting of recreational facilities.

And now, my amendment would further enhance the act by authorizing financial assistance for installing works of improvement applicable to public water-based fish and wildlife or recreational development. These developments shall be consistent with any existing comprehensive Statewide outdoor recreation plan found adequate for purposes of the Land and Water Conservation Fund Act of 1965. The cost-sharing assistance shall be limited to developments that could not be effected under other existing authority.

Outdoor recreation is already big business in this country. In 1965 some 33 million American sportsmen spent more than \$4 billion just for hunting and

fishing alone. Last year they spent \$183 million for hunting and fishing licenses, tags, permits, and stamps. This is \$14.5 million more than the preceding year. We are all well aware of the Nation's outdoor water recreation opportunities which have resulted from water resource development projects. Visitors to these areas increased in 1969 to an all-time high of 254.7 million. Reservoir projects provide an enormous potential for outdoor recreation and the tourist trade enhances the economy of many depressed areas of the Nation such as the Third Congressional District of Arkansas which I am privileged to represent.

These statistics, I believe, help show the need for the proposed amendment.

STATEMENT OF HON. HAROLD T. (BIZZ) JOHNSON, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF CALIFORNIA

Mr. Chairman, as one who long has supported the Resource Conservation and Development Program of the United States Department of Agriculture, I am pleased that this distinguished committee which first authorized this outstanding coordinated effort for conservation and wise utilization of our natural resources should be considering the broadening and improvement of this effort.

You will recall that when this R.C. & D. concept first was envisioned, it was considered ideal to meet the needs of a specific area which even then was seeking a coordinated solution to its resource development needs. I am speaking, of course, of the Surprise Valley and Vya Soil Conservation Districts situated in northeastern California and northwestern Nevada.

These early efforts have evolved into the North Cal-Neva Resources Conservation and Development Project, an operational project which has proven tremendously successful. I want to take this opportunity to express my deep appreciation for the authorization which permitted this effort to move ahead.

As always happens, one good thing brings another. We now are developing programs in Tehama County and in Lassen and Modoc Counties where we are in the early stages of developing new R.C. & D. efforts.

These are all good projects, projects that would be most worthwhile under existing legislation, but they would be even better, meeting even greater needs of the rural regions to be served by these projects should the proposed amendments now before this committee be approved.

As a sponsor of this legislation, I feel strongly that it is needed for the following reasons:

(1) It would give the Secretary of Agriculture essentially the same authority for assisting in the installation of public water-based fish and wildlife or recreational development in R.C. & D. projects that he now has under the Watershed Protection and Flood Prevention Act (Public Law 566).

(2) Multiple-purpose water developments that include provision for recreation and fish and wildlife are major community improvements needed in most R.C. & D. project areas.

(3) Many projects having fish and wildlife or recreational development needs are in low-income areas and the full potential for resource development cannot be financed from local sources. In many cases, the needed developments, while consistent with the State approved outdoor recreation plan, cannot obtain cost-sharing assistance from other existing authorities.

(4) Recreation and Fish and Wildlife facilities are an important base for creation of new jobs and income in R.C. & D. project areas.

(5) It would provide a greater opportunity for rural communities in R.C. & D. projects to develop their fish and wildlife or recreational potentials as a part of their overall resource development program.

(6) It would facilitate meeting the demand of rural and city residents for additional recreational opportunities.

In conclusion, Mr. Chairman, I want to say that we are taking advantage of the enlightened leadership of this committee in authorizing these programs, and you are to be commended for this.

We hope that this committee will approve the expanded program before it today. Thank you.

STATEMENT OF HON. JOHN KYL, A REPRESENTATIVE IN CONGRESS FROM THE  
STATE OF IOWA

For thirty-one years, the Soil Conservation Service has been engaged in a tremendously important task which has gone almost unnoticed. Now, with the new interest in our environment, the public generally is awakening to the basic nature of this work.

Siltation is still the biggest polluter of our water. Soil conservation is the one best means of preventing siltation.

We can treat sewage with primary, secondary, and tertiary operations, but the chemicals which entered the plants with the organic matter are still in the outflow. The one best way to prevent the chemicals from getting into the streams is through soil conservation practices which keep the chemicals on the land.

We spend billions for major flood control impoundments. If we spent as much money through small watershed protection over the river system, many of the major projects would be unnecessary. After the big dams are built on the rivers, if we don't do the conservation work, including the small watershed protection, the reservoirs upstream from the big dams have their useful lives diminished by siltation.

With the addition of some extra funds, huge concomitant benefits can be obtained from the Resource Conservation and Development projects through increasing recreation and desirable ecologies. The total benefits in relation to costs can be measurably increased.

I am in favor of any reasonable proposal which moves in this direction. I am a co-sponsor of H.R. 16543.

STATEMENT OF HON. SPEEDY O. LONG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF LOUISIANA

Mr. Chairman and members of the committee.

I am very pleased to offer my support of H.R. 16543 to Chairman Poage and others and identical bills, one of which I introduced, to provide cost sharing in Resource Conservation and Development projects for public water-based fish and wildlife or recreational development.

As the Chairman is very well aware, the States of Louisiana and Texas have undertaken joint efforts to build water projects with a view to the development of fish and wildlife and recreational resources, notably on the Sabine River. The western portion of my own District is heavily involved in these efforts, as well as other projects in which the federal government participates. One of the chief reasons for conservation of water resources is to develop recreational resources, which hopefully in the future will help the region's economic development. I believe the federal government should be able to participate in these efforts, and the bills now under consideration will give the Administration the authority.

It seems to me, Mr. Chairman, that the several Resource Conservation and Development projects which are now and will be authorized in the future are near perfect vehicles for federal participation in fish and wildlife and recreational development. The various states can certainly use the help of the federal government in these efforts, and the economy of marginal regions can certainly stand the help.

Mr. Chairman, allow me to urge the committee's affirmative consideration of this legislation.

Thank you, Mr. Chairman.

STATEMENT OF HON. MARTIN B. MCKNEALLY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman and members of the subcommittee: I appreciate your courtesy in affording me this opportunity to testify in support of H.R. 14793 and H.R. 16543. I co-sponsored H.R. 14793 with my colleague, Mr. Zwach. It is almost identical to H.R. 16543 which you introduced, Mr. Chairman.

These measures amend Section 32(e) of the Bankhead-Jones Farm Tenant Act to authorize the Secretary of Agriculture to bear an equitable share of the cost of installing public fish and wildlife or recreational developments in resource conservation and development projects authorized by section 32(e) of the Bankhead-Jones Farm Tenant Act. They would also authorize the Secretary to bear up to 50 percent of the cost of the land, easements, rights-of-way, and minimum basic public facilities needed in connection with these authorized projects. Finally, they authorize the Secretary to bear all engineering and other technical assistance costs associated with each project.

Under existing law the Secretary is authorized and directed to cooperate with Federal, State and other public agencies and local nonprofit organizations in developing plans for a program of land conservation and utilization encompass-

sing a wide range of subjects and projects. However, the Secretary may only furnish financial assistance in the form of loans not to exceed \$250,000 as a general rule.

The legislation under consideration limits the authority of the Secretary in sharing costs to public water-based fish and wildlife or recreational projects among the wide range of projects for which he is authorized to make loans.

With the increased mobility of the general public there is an urgent need for the improvement and development of such facilities. State and local agencies need the financial assistance afforded by this amendment to existing law and the proposal has my support. I urge you to act on it favorably. Thank you, Mr. Chairman.

STATEMENT OF HON. VERNON W. THOMSON, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF WISCONSIN

Mr. Chairman: I have introduced H.R. 17299 authorizing the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization, and other purposes. This bill and others of a similar nature are appropriate to the multi-purpose development of water resources and I urge their favorable consideration.

One of the keys to development of rural America lies in our water resources. In this regard the President's Task Force on Rural Development stated, "We especially need to expand supplies of water for municipal and residential purposes and *enhance recreation in nonmetropolitan areas.*" The Task Force's report emphasized it was necessary to substantially accelerate development of water resources particularly in areas where overall development is lagging.

I have seen the benefits derived from the Watershed Protection and Flood Prevention Act. The authority granted to the Secretary of Agriculture under the Act has in many ways been a major factor contributing to its success. Similar authority, however, has never been granted for such purposes as recreation, fish and wildlife development, etc. As a result, it remains difficult to take full advantage of existing and potential water resources. Many sites ideally suited for multi-use development cannot be fully utilized because local groups and individuals lack the economic means.

I therefore believe H.R. 17299 and/or similar legislation is an appropriate response to the problem.

The CHAIRMAN. We will hear first from the Department, Mr. Davey, Deputy Administrator for Field Services, Soil Conservation Service.

Mr. Davey, we are glad to hear from you.

STATEMENT OF WILLIAM B. DAVEY, DEPUTY ADMINISTRATOR  
FOR FIELD SERVICES, SOIL CONSERVATION SERVICE, U.S. DE-  
PARTMENT OF AGRICULTURE

Mr. DAVEY. Mr. Chairman and members of the committee, H.R. 16543, an amendment to the Bankhead-Jones Farm Tenant Act, would enable the Secretary of Agriculture to provide Federal cost sharing for public water-based fish and wildlife and recreational developments in Resource Conservation and Development projects.

Mr. Chairman, the views of the Department recommending enactment of this proposed legislation were included in a letter to you dated April 3, 1970.

I would request permission that the letter be placed in the record at this point.

(The letter follows:)

DEPARTMENT OF AGRICULTURE,  
OFFICE OF THE SECRETARY,  
Washington, D.C., April 3, 1970.

HON. W. R. POAGE,  
Chairman, Committee on Agriculture,  
House of Representatives.

DEAR MR. CHAIRMAN: This is in response to your letter of March 24, 1970, requesting the views of this Department on H.R. 16543, a bill "To amend section 32(e) of title III of the Bankhead-Jones Farm Tenant Act, as amended, to authorize the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization, and for other purposes."

We recommend enactment of this proposed legislation.

This bill would authorize the Secretary of Agriculture, in providing assistance to local agencies carrying out plans developed under the Act, to bear an equitable share of the cost of installing works of improvement applicable to public water-based fish and wildlife or recreation development and all engineering costs for such works of improvement, and to bear not to exceed one-half of the costs of needed land rights and minimum basic facilities related to such development.

In addition, the bill would limit cost-sharing to: (1) water-based developments, (2) developments consistent with a comprehensive statewide plan found adequate for purposes of the Land and Water Conservation Fund Act of 1965, (3) assistance which the Secretary of Agriculture determines cannot be provided under other existing authorities, and (4) not more than one such work of improvement for each 75,000 acres in any development area.

The authority which this bill provides is needed to enable this Department to more effectively assist resource conservation and development project sponsors to plan and install economically feasible natural resource developments including fish and wildlife and recreation measures. The bill would further enhance the opportunities to provide employment and other economic benefits through the orderly development, improvement, conservation, and utilization of natural resources.

The Department now provides assistance to local sponsors in 68 resource conservation and development projects. Experience in these projects strongly indicates that:

1. This Department should be authorized to provide comparable fish and wildlife and recreational development assistance in resource conservation and development projects to that now provided in other project-type programs of this Department.

2. Multiple-purpose water developments that include recreation and fish and wildlife are major features of a plan for resource development for a community.

3. Many projects are in low-income areas and needed potential resource developments cannot be fully financed from local sources. Local sponsors recognize the need for an economic improvement that would result from the installation of fish and wildlife and recreational developments. Despite such recognition, local economic conditions and priorities for use of local funds force project sponsors to defer installation of such measures. The proposed legislation would enable the Secretary to provide assistance for urgently needed measures that would have significant social and beneficial economic impacts in project area communities.

The establishment of the fish and wildlife and recreation works of improvement which would be provided for by this legislation would have a beneficial effect on the environment. In connection with their installation the Department would require that plans provide for adequate conservation land treatment of the contributing drainage area. This would result in a reduction of erosion and sediment harmful to the works of improvement and, in addition, would enhance the appearance of the surrounding landscape.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

J. PHIL CAMPBELL,  
Under Secretary.

Mr. DAVEY. For background, let me briefly review the Resource Conservation and Development project activity. Often the projects are located in areas where the economic growth of rural communities is lagging behind the rest of the economy—areas that for a number of reasons have been skipped over in this era of technological progress.

The areas are not without potential, however. They have the needed resource base, but it must be properly developed and its uses, in many cases, must be redirected to keep abreast of the needs of our rapidly changing Nation.

Through R.C. & D. project actions a favorable cooperative partnership is being created to—

Provide a local means of coordinating and using aid available from the Department of Agriculture and other Federal and State agencies to help stimulate and develop the resource potential of the project area.

Enable local people to initiate, sponsor, and carry out long-range plans in resource development designed specifically to meet their needs.

Create an investment climate attractive to private capital so that new enterprises may be developed to help the community adapt to changing conditions and needs.

And develop more dynamic rural communities that have a pleasant environment and an improved enduring economy based on sound, well-planned resource use.

Congress funded the R.C. & D. program in 1963 and the first 10 projects were authorized for planning assistance in 1964. Presently there are 55 projects in the operational stage and 13 in the planning stage covering about 228 million acres of land in 45 States.

We have had 6 full years of experience in carrying out R.C. & D. projects. The results so far have been gratifying.

It has become clearly evident that, given the opportunity and support, local people have the desire, determination, and leadership to attack economic decline in their rural communities. In R.C. & D. projects they have brought together many diverse interests for concerted action on locally developed goals.

To date, more than 2,000 project measures have been completed, about 2,000 more are being installed and about 2,500 others are in the planning stage in the 55 R.C. & D. project areas authorized for operations.

The project measures, besides accelerating resource management programs, include those designed to improve processing and marketing facilities, develop new and expanded industries, provide vocational training, and other actions designed to strengthen the rural economy.

While sponsors have been much encouraged with the progress made in R.C. & D. projects during the past 6 years, they have become increasingly aware of the need for additional assistance to aid in the installation of fish and wildlife and recreational developments.

In most project areas one of the greatest potentials for economic growth lies in the development of land and water resources for fish and wildlife and recreation purposes—resource uses now in short supply throughout most of the Nation.

In the 55 projects in operation, the sponsors have made many proposals for community water-based measures for these purposes.

Local economic conditions have presented difficulties and only a very small percentage of these measures have been completed.

Many of these project measures are for multiple-purpose development, for example, for flood prevention and municipal water supply in addition to serving fish and wildlife or recreational purposes.

Delay in the construction of these measures, so essential in meeting rural community needs, has hampered the effectiveness of the program.

H.R. 16543 would provide the Secretary of Agriculture with the needed authority to furnish financial help to public bodies in planning and constructing fish and wildlife and recreational development in R.C. & D. projects.

Under the provisions of the bill, the Secretary could provide technical assistance and share the costs of construction. He would be authorized when certain requirements are met to bear up to one-half the costs of land, easements or rights-of-way, and minimum basic facilities.

Enactment of the proposed legislation would enable the installation of project measures to be accelerated that are truly multiple purpose including needed fish and wildlife and recreational developments.

The enactment of this legislation would provide an opportunity for rural communities in R.C. & D. projects to develop their fish and wildlife and recreation potentials as part of an overall package resource development plan.

These features could be included in structures for far less cost as part of an initial construction phase than would be possible if they were to be added to a structure at a later date.

If Federal cost sharing were made available, we estimate that local R.C. & D. project sponsors would probably desire to start at least one public fish and wildlife or recreation development annually in about one-half of the project areas now authorized for operations.

Without this legislation, we anticipate that not more than a total of 10 to 12 would be constructed annually.

These developments would have a significant beneficial impact on the economy of rural communities within the project areas. During construction, they would slow down the population drift to urban centers by providing employment opportunities in project areas.

In addition, the projects would \*\*\*

\*\*\* create even more jobs when completed through the operation and maintenance of facilities and through the establishment of new associated businesses.

\*\*\* provide the rural people and nearby urban residents with much needed fish and wildlife and recreational facilities.

\*\*\* allow project sponsors to take advantage of areas having unique scenic, environmental, and recreation qualities while these areas are still available for development.

\*\*\* and make the areas more attractive to industry and appealing to people.

The proposed cost sharing would not conflict with other programs.

Mr. Chairman, the committee may want to consider an amendment of a technical nature, for the purpose of clarifying the term "engi-

neering costs" as used in the bill on page 2, line 7. Technical assistance is necessary for the planning and installation of the proposed developments which, strictly speaking, is not of a purely engineering nature.

In many instances, the costs and services of other technicians such as biologists, soil conservationists, agronomists, and soil scientists will be needed. Clarification on providing such assistance could be achieved by adding the words "and other technical assistance" after the word "engineering," on page 2, line 7.

We would anticipate that funds to cover the needed cost-sharing for fish and wildlife and recreation would be financed through the regular R.C. & D. program appropriation.

The addition of this authority to the R.C. & D. program would significantly increase the effectiveness of project work and improve the economic climate of rural communities.

I thank you for this opportunity to appear before this committee and would be pleased to answer any questions you may have.

The CHAIRMAN. Well, we thank you very much. I do think we ought to have it clear—I think I understand it, but we want it real clear—that the limitations which are in the bill provide that there cannot be any more of these projects developed in R.C. & D. project than could be developed in an ordinary 566 project?

Mr. DAVEY. Yes, sir.

The CHAIRMAN. They are exactly the same limitations placed on there?

Mr. DAVEY. Well, we have the limitation of not more than one for 75,000 acres.

The CHAIRMAN. That is correct. And that is the provision in the 566 project. Of course, it goes on and says two for 150,000 acres and three for any one project.

Mr. DAVEY. Yes, sir.

The CHAIRMAN. Since these R.C. & D. projects can be much larger than 250,000 acres, there is no such provision in here.

Mr. DAVEY. That is correct.

The CHAIRMAN. But the 75,000-acre requirement is in here. That is, you could not put in a whole series of dams right in a small area.

Mr. DAVEY. That is correct.

The CHAIRMAN. You have to spread them around, and I think it is desirable to spread them around.

I do not believe I have any questions.

Mr. Teague?

Mr. TEAGUE. I have one, Mr. Chairman.

Several times in your statement you referred to fish and wildlife and recreation. What is encompassed by the term, "recreation"?

Mr. DAVEY. Well, a recreation facility normally would be developed for the enjoyment of people in the pursuit of such things as swimming, boating, picnicking around the body of water, and that type of thing.

Mr. TEAGUE. That is what I have in mind, because I find that most people are perfectly willing to have their Federal tax dollars used for developing fishing ponds and picnic grounds and camping spots, but they take a dim view of having them used for golf courses. I used to play golf, and so I am not antigolf. But is that contemplated here at all?

Mr. DAVEY. No; not as a part of this particular amendment. It does not encompass golf courses.

Mr. TEAGUE. Thank you.

The CHAIRMAN. As a matter fact, this would—it might too. I started to say it would not include anything for which you would make a charge. I suppose an R.C. & D. project could make a charge for use of some of these facilities, could it not?

Mr. DAVEY. It would follow essentially the same policy as under Public Law 566 in that whatever charges made would be to offset maintenance costs on the part of the local people.

The CHAIRMAN. Well, we are very much obliged to you, Mr. Davey, and thank you for your appearance.

Our colleague, Mr. Zwach, is one of the authors of this bill. He is with us today.

We would be glad to hear from you, Mr. Zwach.

#### STATEMENT OF HON. JOHN M. ZWACH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. ZWACH. Thank you very much, Mr. Chairman and members of the subcommittee. I appreciate the opportunity to appear before you this morning to urge your approval of legislation to provide cost sharing in resource conservation and development projects for public water-based fish and wildlife or recreational development.

The measure we have before us today is one in which I have been deeply interested for a long time. In the 90th Congress, I introduced H.R. 19948; early in the 91st Congress I introduced H.R. 4879. Both of these are forerunners of the present legislation.

Last November, I introduced H.R. 14793, and I am pleased and encouraged by the fact that there are now 69 cosponsors in the House.

This proposed legislation has favorable recommendation of the U.S. Department of Agriculture, and has already passed the Senate.

All communities need more public water-based recreation and fish and wildlife facilities for their residents and for visitors. Recreation fulfills one of man's major environmental needs, provides more available jobs, and brings an area increased income from expenditures for equipment, vehicle services, food and lodging, and other benefits.

Communities need to properly plan public water-based recreation and fish and wildlife developments to make best use of their natural resource base, blend recreation with other resource development potentials and with population patterns, and provide the needed water-based recreational facilities at a reasonable cost.

Many of the communities which have these needs for water-based recreation or fish and wildlife developments are not financially able to meet the costs because of a low tax base, heavy financial burden for public facilities and services, and low income of residents.

This legislation, to provide cost sharing would help rural communities acquire the water-based recreation or fish and wildlife development that they need.

The enactment of this legislation would add to the already substantial contribution being made to resource development opportunity in 55 resource conservation and development projects in the country.

Of these 55 current projects, the first R.C. & D. project in the entire Nation was organized in 1964 in west central Minnesota. It started with four counties and has now expanded to nine. It stretches for 120 miles across the Minnesota heartland, includes 5 million acres, and 20 percent of the water area in Minnesota is within the project area.

In this project, residents and communities have helped develop a major canoe trail; a wilderness saddle trail; a scenic drive; several lakes and camps; and other new recreation areas as part of a larger effort to increase job opportunities and community services and improve the natural resource base.

But these projects are not only concerned with recreation. They are designed to better the total environment. One good example of this, and a major contribution within the west central R.C. & D. product, is the pilot program for eutrophication research currently being done at Eagle Lake in Kandiyohi County.

This project is to find new techniques in nutrient control from all sources, including sewage, farm drainage, and the natural water supply.

The knowledge gained from this project can be then applied to all those lakes suffering from rapid deterioration.

Resource conservation and development districts have broadened their initial concern with soil erosion and water runoff on farmland to include measures dealing with air and water pollution, water supply and management, solid waste disposal, recreation resource development, and related activities.

These efforts have shown the tremendous potential that exists for community action to bring about multiple-purpose resource developments.

These projects have joined neighboring counties, districts, cities, and towns into a team seeking to advance the well-being of people within their total geographic area.

R.C. & D. projects have also led soil conservation districts to direct major efforts to meeting the economic and social needs of people as they are related to the use and management of physical resources.

This is also the first time that there has been an instrument in which the local people have control and can make decisions in getting things done. The R.C. & D. approach to dealing with the natural resource base also supports the comprehensive planning goals of such districts.

Such a program serves as a catalyst in stimulating investments in agricultural developments, new businesses, private and community recreation facilities, improved housing, and other recognized needs.

It has clearly demonstrated how planning on a multicounty basis can lead to better living in rural areas.

This bill would give R.C. & D. communities the benefit of cost-sharing to assist them in starting this chain which will lead to growth of our rural economy. It is in the Nation's interest to provide cost sharing.

A better balance of resources and people's needs will result, and at substantially lower costs.

I am proud of the broad community action being taken by local people in the west central Minnesota R.C. & D. project. I want to help make that action even more effective, and aid local efforts in the other 54 R.C. & D. projects in the country and the dozens of other communities which have applied for R.C. & D. project assistance.

I am grateful for the broad, bipartisan support that this legislation has already received, and I respectfully urge your favorable consideration.

Now, Mr. Chairman, I would like to add a couple of other things that I think maybe we have not referred to. That is the tremendous effect on water, soil, and pollution control that these projects will have. And then, you know, we are inclined to make our major investments in human resources and so on in the big metropolitan areas—urban renewal, metropolitan cities, et cetera.

Now, here is a real investment in countryside America, which causes much of our city problems. So, right at the grassroots, we are not only controlling pollution, we are coming to grips with the real causes that have caused the depleting of the human resources of countryside America. I just feel that money, feed money spent here will get us more money in return for our investment than anywhere else.

I have watched this project for a considerable length of time, and I am glad to support the effort for its passage. Thank you very much, Mr. Chairman, and members of the committee.

The CHAIRMAN. Thank you, Mr. Zwach.

Mr. Teague?

MR. TEAGUE. I would like to know what eutrophication means.

MR. ZWACH. It is a natural, or manmade, deterioration of our lakes and rivers which creates an oversupply of nitrogen to the possible extinction of all oxygen. The ecology is out of balance.

In reply, Congressman, to your question about golf courses I think we have said here that we have developed major canoe trails, wilderness saddle trails, scenic drives, lakes, and camps. A new dimension has been added in our area of the country with regard to the snowmobile. These trails are now developing a tremendous winter recreation center. All of this lends itself very, very much to the snowmobile and that great industry that has come into our recreation enjoyment area in just the last several years.

Thank you very much.

The CHAIRMAN. Thank you, Mr. Zwach.

Now, are there any other questions?

MR. MAYNE. Yes. I would just like to commend Congressman Zwach for the very outstanding leadership that he has been giving in this field. He certainly is a stalwart champion of rural America, both on and off the Agriculture Committee, where I have the privilege of sitting beside him. We come from very nearly neighboring districts. There is, I believe, one district that intervenes just between us.

He has spoken to me many times about the great need for rural development, and particularly the need to keep wholesome recreational and industrial development a viable, active thing in rural communities so that we will not have a compounding of the problems which plague the urban areas of America.

Thank you for your testimony.

Mr. ZWACH. Thank you very much, Congressman Mayne.

Thank you, gentlemen.

The CHAIRMAN. Mr. Stubblefield has a question.

Mr. STUBBLEFIELD. I have no question; I just want to commend the gentleman on his kind statement and agree with him that these R.C. & D. projects will go a long way toward upgrading rural America. I happen to have one in my district, Mr. Zwach, and I am completely in accord with your testimony here this morning.

Mr. ZWACH. I appreciate very much your comments, Congressman Stubblefield.

The CHAIRMAN. May I also suggest that I think these R.C. & D. projects are doing good work, and I think that they need this recreational opportunity added that the other one cannot do. Only through passage of this bill will we be able to include the recreational features.

Mr. ZWACH. Mr. Chairman, I bear glad witness to your tremendous work in the area of soil conservation and in these areas, which has been a very major objective of mine for many, many years, at the State level. I think we all realize that this, in a sense supplements and complements the great work done in this area.

Thank you very much.

The CHAIRMAN. Thank you.

Now, we have with us one of our former members, a former member of this committee, and a former member of this subcommittee, a very faithful and helpful former member, too, the Honorable Clifford McIntire, presently director of the Natural Resources Department and assistant legislative director of the American Farm Bureau Federation.

Mr. McIntire, we are glad to have you back with us.

**STATEMENT OF HON. CLIFFORD G. McINTIRE, DIRECTOR, NATURAL RESOURCES DEPARTMENT, AND ASSISTANT LEGISLATIVE DIRECTOR, AMERICAN FARM BUREAU FEDERATION**

Mr. McINTIRE. Thank you very much, Mr. Chairman, and members of this committee. I am indeed glad to have the opportunity to be back in a hearing of this subcommittee, of whose work I have so many treasured memories.

Mr. Chairman, I would ask unanimous consent that the statement which I have submitted to the clerk of the committee be made a part of the record.

The CHAIRMAN. Without objection, it will be included.

Mr. McINTIRE. I shall not take time to read the full statement, because much that I have in here would be repetitious in part. I would like simply to read the last paragraph:

Farm Bureau policies strongly support the basic principles of Public Law 566. They also express very deep interest in rural development.

The emphasis given to local sponsorship and local management are vitally important features of both Public Law 566 and R.C. & D. programs. This local involvement needs to be preserved as it is essential in the success of each project and in the wise use of public funds.

We recommend the enactment of legislation as proposed by H.R. 16543 and other bills identical thereto.

(The complete statement follows:)

STATEMENT OF CLIFFORD G. MCINTIRE, DIRECTOR, NATURAL RESOURCES DEPARTMENT  
AND ASSISTANT LEGISLATIVE DIRECTOR, AMERICAN FARM BUREAU FEDERATION

We appreciate the opportunity to present Farm Bureau's views with respect to H.R. 16543 and H.R. 16544, to amend the Bankhead-Jones Act. Farm Bureau is a general farm organization with a membership of 1,865,854 families in 49 states and Puerto Rico. It is a voluntary, non-governmental organization—the largest general farm organization in the United States—representing farmers from every part of the country who are producers of virtually every domestically produced agricultural commodity.

Legislation proposed in H.R. 16543 and H.R. 16544, introduced by Mr. Poage, is similar in purpose to the objective of twelve separate legislative bills carrying sponsorship by sixty-nine Members of the House of Representatives. All would "amend section 32(e) of title III of the Bankhead-Jones Farm Tenant Act, as amended, to authorize the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization, and for other purposes."

This legislation would authorize the Secretary of Agriculture to share "not to exceed one-half of the costs of a) the land, easements, or rights-of-way acquired or to be acquired by the State or other public agency or local non-profit organization for such reservoir or other area, and b) minimum basic facilities needed for public health and safety, access to, and use such reservoir or other areas" in relation to public water-based fish and wildlife or recreational development in areas designated under the resource, Conservation and Development Program, authorized by Title 1, Section 102 of the Food and Agriculture Act of 1962 (Public Law 87-703). The proposed legislation would limit cost sharing on no more than *one* such work of improvement for each 75,000 acres in any development area.

H.R. 4879 by Mr. Zwach differs from other bills in the proviso that federal contribution "to any single improvement" shall not exceed \$50,000, while in H.R. 16543, H.R. 16544 and H.R. 16620 a limitation is expressed in the following proviso "That in no event shall the Secretary share any portion of the cost of installing more than one such work of improvement for each seventy-five thousand acres in any development area."

Essentially the same authority already exists under Public Law 566 for recreational and wildlife improvements in a small watershed project area.

The following is a resume of appropriations for the Resource Conservation and Development Program by fiscal years:

Fiscal year:	Appropriations
1964-----	\$1, 500, 000
1965-----	1, 813, 000
1966-----	4, 349, 000
1967-----	4, 664, 600
1968-----	6, 249, 000
1969-----	6, 367, 000
1970-----	10, 252, 000

Twelve new R.C. & D. project areas have been authorized for operation by the Administration.

Legislation as proposed in these bills does not carry specific limitation on appropriations. We are advised that annual appropriations to carry out the provisions of this legislation may be \$1,000,000 to \$2,000,000 per year.

Farm Bureau policies strongly support the basic principles of P.L. 566. They also express very deep interest in rural development. The emphasis given to local sponsorship and local management are vitally important features of both P.L. 566 and R.C. & D. programs. This local involvement needs to be preserved as it is essential in the success of each project and in the wise use of public funds.

We recommend the enactment of legislation as proposed by H.R. 16543 and other bills identical thereto.

The CHAIRMAN. Thank you very much, Mr. McIntire.  
Any questions?

Mr. TEAGUE. No.

I want to join you, of course, Mr. Chairman, in welcoming Mr. McIntire back. When he was on this committee he was certainly, with the possible exception of you, the most knowledgeable member we had for many years in the whole field of farm legislation.

The CHAIRMAN. We have never had one who knew more about it.

Mr. McINTIRE. Thank you, Mr. Chairman.

Thank you, Mr. Teague.

The CHAIRMAN. Mr. Stubblefield?

Mr. STUBBLEFIELD. I would just like to welcome Mr. McIntire back. As you say, he is a very knowledgeable fellow; and we are happy to have him any time.

Mr. McINTIRE. Thank you, Mr. Stubblefield.

The CHAIRMAN. Thank you very much, Mr. McIntire.

Is there anyone else who wants to be heard?

**STATEMENT OF CLAUDE A. BLACK, RETIRED ARMY ENGINEER,  
WASHINGTON, D.C.**

Mr. BLACK. Mr. Chairman, I am a retired colonel from the Army, Claude A. Black. I represent on a voluntary status a number of organizations in the State of Tennessee, and I have spent a great deal of time studying the whole problem of water and land R.C. & D. I think it is one of the finest things we have in the State, because I thoroughly believe in the concept of multicounty approach to improving conditions. I think this is one of the ways we can get it. I do not think we can do it together, even multicounty groups together, without such help as they get here.

I agree wholeheartedly with the things said here this morning.

I think of one other thing because I am retired. I think if this bill should go through and should be reasonably well funded and implemented, I think you will find it helping quite a bit as years go on, in population distribution.

I think you would get quite a few more retired people interested in going to and living in rural areas if they had such things as this bill may result in providing.

Thank you, sir.

The CHAIRMAN. I think that is a good suggestion. We appreciate it.

Any questions?

(No response.)

(The following letter was also submitted to the subcommittee:)

THE NATIONAL ASSOCIATION OF CONSERVATION DISTRICTS,  
*Washington, D.C., June 5, 1970.*

Mr. W. R. POAGE,  
*Chairman, House Committee on Agriculture,  
Rayburn Building, Washington, D.C.*

DEAR MR. CHAIRMAN: We would like to take this opportunity to present our views concerning H.R. 16543 and related bills which your Committee considered during hearings yesterday. We would appreciate it if this statement could be included in the record of those hearings.

The National Association of Conservation Districts strongly supports H.R. 16543, H.R. 14793 and related bills that would authorize the Department of Agriculture to provide cost-sharing for fish and wildlife and recreation improvements in Resource Conservation and Development Projects. We urge the passage of this legislation.

Our support of this measure is of long standing. At our 21st Annual Convention held in Cincinnati, for example, the NACD Council—representing our 3,000 conservation districts and their associations in all the states, Puerto Rico, and the Virgin Islands—approved the following national resolution:

The National Association of Conservation Districts believes that watershed structural sites located in Resource Conservation and Development Projects should be developed to their highest potential for long-range multiple-purpose uses.

There is a growing awareness of the public interest in providing a sufficient amount of wholesome outdoor recreational facilities. We have noted that the recent sharp increase in the intensity of use of existing recreational waters has already produced crowded and hazardous conditions in many localities. We believe the public interest demands that additional recreational features and fish and wildlife development be provided at suitable structural sites to serve an expanding population.

The lack of available federal cost-sharing has discouraged the full development of sites in Resource Conservation and Development Projects to meet reasonably expected needs for recreational waters and for improved fishing and hunting.

Accordingly, the National Association of Conservation Districts recommends legislation to authorize full federal cost-sharing on structural measures in Resource Conservation and Development Projects to provide fish and wildlife development and to serve recreational uses, thus placing cost-sharing in R.C. & D. Projects on a basis comparable to that already available under other federal programs.

Comparable resolutions have been approved in each succeeding year, including 1970, when at our 24th Annual Convention in San Francisco, the Council stated:

We reaffirm our position urging the enactment of legislation authorizing the Secretary of Agriculture, at the request of conservation districts and other local sponsors, to provide technical and financial assistance for public recreational development, the construction of minimum basic recreational facilities, and the enhancement of fish and wildlife resources in Resource Conservation and Development Project areas.

We are pleased that you and a substantial number of your colleagues in the House of Representatives have sponsored legislation to achieve this objective. We hope that this legislation, already passed by the Senate, can be enacted by the House at the earliest possible date.

Sincerely,

GORDON K. ZIMMERMAN,  
*Executive Secretary.*

The CHAIRMAN. If not, the committee has completed its public session and will go into executive session.

(Thereupon, at 10:30 a.m. the hearing proceeded to executive session.)

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