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# GOLDEN EAGLE PROGRAM

DOCUMENTS

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## HEARING

BEFORE THE

### SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

### COMMITTEE ON

### INTERIOR AND INSULAR AFFAIRS

### UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

### S. 1228, S. 1474, S. 1893, and S. 1172

### BILLS TO RESTORE THE GOLDEN EAGLE PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

MAY 20, 1971



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

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## GOLDEN EAGLE PROGRAM

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THURSDAY, MAY 20, 1971

U.S. SENATE,  
SUBCOMMITTEE ON PARKS AND RECREATION OF THE  
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Washington, D.C.*

The committee met, pursuant to notice, at 10:03 a.m., in room 3110, New Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senators Bible, Church, Moss, and Hatfield.

Also present: Jerry T. Verkler, staff director; Bernard C. Hartung, professional staff member; and Thomas Nelson, assistant minority counsel.

Senator BIBLE. The hearing will come to order.

This is the time that we have set aside for hearing testimony on a number of bills which have been introduced this session to amend the Land and Water Conservation Fund Act, particularly on the question of recreation fees.

The hearings today will go to the administration bill, S. 1474, which was introduced by Senator Jackson for himself and others, to amend the Land and Water Conservation Fund Act of 1964, which was introduced by Senator Jackson for himself and others, to amend the Land and Water Conservation Act of 1965; a bill introduced by Senator Allott, S. 1228; S. 1172, a bill introduced by my colleague, Senator Cannon, for himself and others, to exempt citizens of the United States who are 65 years of age or over from paying entrance or admission fees for certain recreation areas; a very recent bill of mine, which is S. 1893, a bill to provide not only for entrance fees, but for user fees as well, and I would not expect to do much more than maybe touch upon that today because obviously the Department has not had an opportunity to comment on it.

I don't know of any other bills. Do you have a bill in this area, Senator Moss?

Senator Moss. No.

Senator BIBLE. Senator Hatfield, I don't know whether you have an amendment.

Senator HATFIELD. No.

Senator BIBLE. I think I have all the bills that deal with this particular area of concern to us and each of those bills and Department reports will be made a part of the record at this point.

(The bills and Department reports follow:)

92<sup>D</sup> CONGRESS  
1<sup>ST</sup> SESSION

# S. 1228

---

## IN THE SENATE OF THE UNITED STATES

MARCH 12, 1971

Mr. ALLOTT (for himself, Mr. ANDERSON, Mr. BURDICK, Mr. CANNON, Mr. HANSEN, Mr. HATFIELD, Mr. JACKSON, Mr. JORDAN of Idaho, Mr. MCGOVERN, Mr. MOSS, and Mr. STEVENS) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

---

## A BILL

To restore the golden eagle program to the Land and Water Conservation Fund Act.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That (a) the first section of the Act entitled "An Act to  
4       amend title I of the Land and Water Conservation Fund Act  
5       of 1965, and for other purposes", approved July 15, 1968  
6       (82 Stat. 354; Public Law 90-401), as amended (84 Stat.  
7       410; Public Law 91-308) is hereby repealed.

8       (b) Subsection (c) of section 2 of the Land and Water  
9       Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as  
10      added by section 2 of the Act of July 15, 1968 (82 Stat.

1 354; Public Law 90-401), is redesignated as subsection (d).

2 SEC. 2. Section 210 of the Flood Control Act of 1968  
3 (82 Stat. 746; Public Law 90-483) is repealed.

4 SEC. 3. Section 2 (a) of the Land and aWater Conserva-  
5 tion Fund Act of 1965 (78 Stat. 897) restored by this Act,  
6 is amended by inserting, immediately after the words "for  
7 use of any water" in the second paragraph of such section  
8 2 (a) the following: "User fees at recreation areas admin-  
9 istered by the United States at Federal lakes and reservoirs  
10 shall be collected by officers and employees only from users  
11 of highly developed facilities constructed for reasons of public  
12 health, safety, and convenience, and which require a schedule  
13 of regular maintenance and supervision. Fees shall not be  
14 collected for entrance or access to or use of water areas, un-  
15 developed or lightly developed shoreland, picnic grounds,  
16 overlook sites, scenic drives, or boat launching ramps where  
17 no mechanical or hydraulic equipment is provided."

92<sup>D</sup> CONGRESS  
1<sup>ST</sup> SESSION

# S. 1474

---

## IN THE SENATE OF THE UNITED STATES

APRIL 1, 1971

Mr. JACKSON (for himself and Mr. ALLOTT) (by request) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs.

---

## A BILL

To amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 That section 1 except subsection (c) of the Act of July 15,  
4 1968 (82 Stat. 354) and section 210 of the Flood Control  
5 Act of 1968 (82 Stat. 746) are repealed.

6 SEC. 2. The Land and Water Conservation Fund Act  
7 of 1965 (78 Stat. 897) as amended is further amended  
8 as follows:

9 (a) Subsection (c) of section 2 as added by the Act  
10 of July 15, 1968, is redesignated as subsection (d).

11 (b) Subsection (a) is amended to read as follows:

1       “(a) RECREATION FEES; ESTABLISHMENT; REGULA-  
2 TIONS; ENFORCEMENT.—

3       All net proceeds from recreation fees established pur-  
4 suant to this subsection and use or royalty fees established  
5 pursuant to section 4 of this Act: *Provided*, That nothing  
6 in this Act shall affect any rights or authority of the States  
7 with respect to fish and wildlife, nor shall this Act repeal  
8 any provision of law that permits States or political subdi-  
9 vision to share in the revenues from Federal lands or affect  
10 any contract heretofore entered into by the United States  
11 that provides that such revenues collected at particular Fed-  
12 eral areas shall be credited to specific purposes.

13       “The President is authorized to provide for the designa-  
14 tion of land and water areas administered by or under the  
15 authority of the National Park Service, Bureau of Land Man-  
16 agement, Bureau of Sport Fisheries and Wildlife, Bureau of  
17 Reclamation, Forest Service, Corps of Engineers, Tennessee  
18 Valley Authority, and the United States section of the Inter-  
19 national Boundary and Water Commission (United States  
20 and Mexico) at which recreation fees are to be charged, and  
21 to provide for the establishment and revision of such fees  
22 as follows:

23       “(i) A fee of not more than \$4 for an annual recrea-  
24 tion permit which shall entitle only the individual purchaser  
25 thereof, during the calendar year for which the fee has been

1 paid, to enter all areas so designated and to use sites, facili-  
2 ties, equipment, or services provided by the United States  
3 within such areas: *Provided further*, That such permit shall  
4 not authorize any use of specialized sites, facilities, equip-  
5 ment, or services for which additional fees are charged pur-  
6 suant to clause (iii) of this paragraph. The provision of  
7 this subparagraph (i) shall become effective January 1,  
8 1972.

9 “(ii) Fees for daily permits payable by persons who  
10 choose not to purchase the annual permit authorized pursu-  
11 ant to clause (i) of this paragraph. Such permits shall be  
12 valid at only one area so designated, only during the day  
13 for which the fee has been paid, and only in accordance  
14 with regulations applying to that area.

15 “(iii) Fees for supplemental permits for the use of  
16 specialized sites, facilities, equipment, or services provided  
17 by the United States within any area so designated.

18 “(iv) Fees for special recreation permits for uses such  
19 as group activities, recreation events, motorized recreation  
20 vehicles, and other specialized recreation uses.

21 “The above fees may be charged for access to or use of  
22 any Federal land area or recreational facility where fee  
23 collection is determined to be economically and administra-  
24 tively feasible.

25 “All fees established under this Act shall be fair and

1 equitable and shall be compatible with recreation fees estab-  
2 lished by non-Federal public recreation agencies and by  
3 private enterprises.

4       “The above fees may not be charged of any persons  
5 who (1) are engaged in commercial or other activities not  
6 related to recreation; (2) are traveling over any national  
7 parkway or any road or highway established as part of the  
8 Federal-aid system, as defined in title 23, United States  
9 Code, section 101, or any road within the National Sys-  
10 tem or within Corps of Engineers project boundaries, com-  
11 monly used by the public as a means of travel between two  
12 places either or both of which are outside of the designated  
13 fee area; (3) are exercising a right of access to any land in  
14 which such person has any property right if such land is  
15 within a designated fee area; (4) have a right of access or  
16 hunting and fishing privileges under a specific provision of  
17 law or treaty; or (5) are engaged in the conduct of official  
18 Federal, State, or local government business.

19       “Clear notice that a fee has been established pursuant to  
20 this subsection shall be posted at each area to which it is  
21 applicable. The head of each Federal department and agency  
22 referred to in this subsection is authorized to prescribe rules  
23 and regulations for the collection of the fees established  
24 pursuant to this subsection for areas under his administration  
25 or authority: *Provided further*, That no free permits shall

1 be issued to any Member of Congress or other Federal,  
2 State, or local government official. The collection of fees  
3 for the annual recreation permit, established pursuant to  
4 clause (i) of the second paragraph of this subsection, may  
5 be made by the head of such agency directly or by contract  
6 with any private or public agency. Any such contract may  
7 provide that the contractor will receive not more than 10  
8 per cent of the total fees he collects for any one calendar  
9 year, and may be subject to such other terms and conditions  
10 as the agency head deems proper.

11 "Any person authorized by the head of a Federal agency  
12 referred to in this subsection to enforce any rules or regula-  
13 tions issued under this subsection may, within areas under  
14 the administration or authority of such agency head and  
15 with or, if the offense is committed in his presence, without  
16 a warrant, arrest any person who violates such rules and  
17 regulations. Any person so arrested may be tried and sen-  
18 tenced by the United States magistrate specifically desig-  
19 nated for that purpose by the court by which he was ap-  
20 pointed, in the same manner and subject to the same condi-  
21 tions as provided in title 18, United States Code, section  
22 3401, subsections (b), (c), (d), and (e), as amended.  
23 Any violations of the rules and regulations issued under this  
24 subsection shall be punishable by a fine of not more than  
25 \$100."

1        SEC. 3. Section 7 of the Land and Water Conservation  
2 Fund Act of 1965 (78 Stat. 903) is amended by inserting  
3 immediately before the period at the end thereof the fol-  
4 lowing: “, except to the extent that the head of a Federal  
5 agency referred to in said section determines to be neces-  
6 sary to advertise and promote any recreation fees estab-  
7 lished pursuant to section 2 (a) of this Act.”

8        SEC. 4. (a) The Secretary of the Interior may estab-  
9 lish and collect use or royalty fees for the manufacture, re-  
10 production, or use of “The Golden Eagle Insignia”, orig-  
11 inated by the Department of the Interior and announced in  
12 the December 3, 1970, issue of the Federal Register (35  
13 Federal Register 18376) as the official symbol for Federal  
14 recreation areas designated for recreation fee collection.

15        (b) Chapter 33 of title 18 of the United States Code  
16 is amended by adding the following new section thereto:  
17 **“§ 715. ‘The Golden Eagle Insignia’”**

18        “As used in this section, ‘The Golden Eagle Insignia’  
19 means the words ‘The Golden Eagle’ and the representa-  
20 tion of an American Golden Eagle (colored gold) and a  
21 family group (colored midnight blue) enclosed within a  
22 circle (colored white with a midnight blue border) framed  
23 by a rounded triangle (colored gold with a midnight blue  
24 border) which was originated by the Department of the

1 Interior as the official symbol for Federal recreation fee  
2 areas.

3 “Whoever, except as authorized under rules and regu-  
4 lations issued by the Secretary of the Interior, knowingly  
5 manufactures, reproduces, or uses ‘The Golden Eagle Insig-  
6 nia’, or any facsimile thereof, in such a manner as is likely  
7 to cause confusion, or to cause mistake, or to deceive, shall  
8 be fined not more than \$250 or imprisoned not more than  
9 six months, or both.

10 “The use of any such emblem, sign, insignia, or words  
11 which was lawful on the date of enactment of this Act shall  
12 not be a violation of this section.

13 “A violation of this section may be enjoined at the suit  
14 of the Attorney General, upon complaint by the Secretary  
15 of the Interior.”

16 (c) The analysis of chapter 33 immediately preceding  
17 section 701 of title 18 is amended by adding at the end  
18 thereof: “715. ‘The Golden Eagle Insignia’.”

19 (d) The rights in “The Golden Eagle Insignia” under  
20 this Act, shall terminate if the use by the Secretary of the  
21 Interior of “The Golden Eagle Insignia” is abandoned. Non-  
22 use for a period of two years shall constitute abandonment.

92D CONGRESS  
1ST SESSION

# S. 1893

---

## IN THE SENATE OF THE UNITED STATES

MAY 18, 1971

Mr. BIBLE introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

---

## A BILL

To restore the golden eagle program to the Land and Water Conservation Fund Act, provide for an annual camping permit, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 That section 1, except subsection (c), of the Act of July  
4 15, 1968 (82 Stat. 354), as amended, and section 210 of  
5 the Flood Control Act of 1968 (82 Stat. 746), as amended,  
6 are repealed.

7 (b) Subsection (c) of section 2 of the Land and Water  
8 Conservation Fund Act of 1965 (16 U.S.C. 460L-5), as  
9 added by section 2 of the Act of July 15, 1968 (82 Stat.  
10 354), is redesignated as subsection (d).

1       SEC. 2. The Land and Water Conservation Fund Act  
2 of 1965 (78 Stat. 897), as amended is further amended as  
3 follows:

4       (a) (1) Section 2 (a) is amended by inserting, imme-  
5 diately after clause (i) in section 2 (a) a new clause (ii)  
6 as follows:

7       “(ii) An annual fee of not more than \$25 which shall  
8 entitle the person paying same to an annual camping permit  
9 and shall excuse the person obtaining such permit and any-  
10 one who accompanies him in his automobile from payment  
11 of any other fee for camping in areas administered by or  
12 under the authority of such agencies, except areas which are  
13 designated by the President as not being within the coverage  
14 of the permit, during the year for which the fee has been  
15 paid.”

16       (2) Clause (ii) of section 2 (a), redesignated as clause  
17 (iii) by this section, is amended by inserting immediately  
18 after “annual fee under clause (i)” the following: “or clause  
19 (ii)”.

20       (3) Clauses (ii), (iii), and (iv) of section 2 (a) are  
21 redesignated as clauses (iii), (iv), and (v), respectively.

22       (b) Section 2 (a), restored by this Act, is amended by  
23 inserting immediately after the words “for use of any waters”  
24 in the second paragraph of such section the following: “;  
25 except that user fees at recreation areas administered by the

1 United States at Federal lakes and reservoirs shall be col-  
2 lected by officers and employees only from users of highly  
3 developed facilities constructed for reasons of public health,  
4 safety, and convenience, and which require a regular sched-  
5 ule of maintenance and supervision, and shall not be col-  
6 lected for admission to or use of water areas, undeveloped or  
7 lightly developed shoreland, picnic grounds, overlook sites,  
8 scenic drives, or boat launching ramps where no mechanical  
9 or hydraulic equipment is provided".

10 (c) The second paragraph of section 2 (a) is amended  
11 by inserting, immediately after the words "and other per-  
12 tinent factors" the following: ": *Provided*, That nothing  
13 herein shall require that any fee be established at the same  
14 level charged by non-Federal public recreation agencies and  
15 by private enterprises for comparable facilities and services".

16 (d) Section 2 (a) is amended by inserting, immediately  
17 after the second sentence in the last paragraph thereof, the  
18 following: "The collection of fees for the annual admission  
19 permit and the annual camping permit established pursuant  
20 to clauses (i) and (ii) of this subsection, may be made by  
21 the head of such agency directly or by contract with any  
22 private or public agency. Any such contract may provide  
23 that the contractor will receive not more than 10 per centum  
24 of the total fees he collects for any calendar year, and may be  
25 subject to such other terms and conditions as the agency head

1 deems proper. Any person authorized by the head of a de-  
2 partment or agency referred to in this subsection to enforce  
3 any rules or regulations issued under this subsection, within  
4 areas under the administration or authority of such agency  
5 head, may arrest, with a warrant, any person who violates  
6 such rules or regulations, and if the offense is committed in  
7 his presence, may arrest without a warrant any such person  
8 for such violation."

9       SEC. 3. Section 7 of the Land and Water Conservation  
10 Fund Act of 1965 (78 Stat. 903) is amended by inserting  
11 immediately before the period at the end thereof the fol-  
12 lowing: "except to the extent that the head of a Federal  
13 agency referred to in said section determines to be neces-  
14 sary to advertise and promote any recreation fees estab-  
15 lished pursuant to section 2 (a) of this Act."

16       SEC. 4. (a) The Secretary of the Interior may estab-  
17 lish and collect use or royalty fees for the manufacture, re-  
18 production, or use of "The Golden Eagle Insignia", orig-  
19 inated by the Department of the Interior and announced in  
20 the December 3, 1970, issue of the Federal Register (35  
21 Federal Register 18376) as the official symbol for Federal  
22 recreation areas designated for recreation fee collection.

23       (b) Chapter 33 of title 18 of the United States Code  
24 is amended by adding the following new section thereto:

1 **"§ 715. 'The Golden Eagle Insignia' "**

2 "As used in this section, 'The Golden Eagle Insignia'  
3 means the words 'The Golden Eagle' and the representa-  
4 tion of an American Golden Eagle (colored gold) and a  
5 family group (colored midnight blue) enclosed within a  
6 circle (colored white with a midnight blue border) framed  
7 by a rounded triangle (colored gold with a midnight blue  
8 border) which was originated by the Department of the  
9 Interior as the official symbol for Federal recreation fee areas.

10 "Whoever, except as authorized under rules and regu-  
11 lations issued by the Secretary of the Interior, knowingly  
12 manufactures, reproduces, or uses "The Golden Eagle In-  
13 signia", or any facsimile thereof, in such a manner as is  
14 likely to cause confusion, or to cause mistake, or to deceive,  
15 shall be fined not more than \$250 or imprisoned not more  
16 than six months, or both.

17 "The use of any such emblem, sign, insignia, or words  
18 which was lawful on the date of enactment of the Land and  
19 Water Conservation Fund Amendments Act of 1971, shall  
20 not be a violation of this section.

21 "A violation of this section may be enjoined at the suit  
22 of the Attorney General, upon complaint by the Secretary  
23 of the Interior."

24 (c) The analysis of chapter 33 immediately preceding

1 section 701 of title 18 is amended by adding at the end  
2 thereon:

“715. ‘The Golden Eagle Insignia.’”

3 (d) The rights in “The Golden Eagle Insignia” under  
4 this Act, shall terminate if the use by the Secretary of the  
5 Interior of “The Golden Eagle Insignia” is abandoned. Non-  
6 use for a continuous period of two years shall constitute  
7 abandonment.

8 SEC. 5. This Act may be cited as the “Land and Water  
9 Conservation Fund Amendments Act of 1971”.

92<sup>D</sup> CONGRESS  
1<sup>ST</sup> SESSION

# S. 1172

---

IN THE SENATE OF THE UNITED STATES

MARCH 10, 1971

Mr. CANNON (for himself, Mr. BENNETT, Mr. BIBLE, Mr. BURDICK, Mr. CRANSTON, Mr. DOLE, Mr. DOMINICK, Mr. EAGLETON, Mr. FANNIN, Mr. FONG, Mr. GOLDWATER, Mr. HANSEN, Mr. HARRIS, Mr. HARTKE, Mr. INOUE, Mr. JAVITS, Mr. KENNEDY, Mr. MCGEE, Mr. MCINTYRE, Mr. MAGNUSON, Mr. MONDALE, Mr. MOSS, Mr. PEARSON, Mr. PELL, Mr. PERCY, Mr. RANDOLPH, Mr. SCHWEIKER, Mr. SCOTT, Mr. THURMOND, Mr. TOWER, and Mr. TUNNEY) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

---

## A BILL

To exempt citizens of the United States who are sixty-five years of age or over from paying entrance or admission fees for certain recreational areas.

1       *Be it enacted by the Senate and House of Representa-*  
 2       *tives of the United States of America in Congress assembled,*  
 3       That on and after the date of the enactment of this Act, no  
 4       citizen of the United States who is sixty-five years of age  
 5       or over shall, notwithstanding any other provision of law,  
 6       be required to pay any entrance or admission fee for any  
 7       area administered for outdoor recreation purposes by the

1 National Park Service, the Bureau of Land Management,  
2 the Bureau of Sport Fisheries and Wildlife, the Bureau of  
3 Reclamation, the Forest Service, the Corps of Engineers,  
4 the Tennessee Valley Authority, or the United States sec-  
5 tion of the International Boundary and Water Commission  
6 (United States and Mexico).

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., May 19, 1971.

HON. HENRY M. JACKSON,  
Chairman, Committee on Interior and Insular Affairs,  
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Your Committee has requested a report on S. 1228, a bill "To restore the golden eagle program to the Land and Water Conservation Fund Act."

We recommend the enactment of S. 1474, in lieu of S. 1228.

S. 1228 would repeal section 1 of the Act of July 15, 1968 (82 Stat. 354), as amended by Public Law 91-308, the effect of which would be to restore authority for the collection of entrance and user fees under the Land and Water Conservation Fund Act of 1965.

S. 1228 would also repeal section 210 of the Flood Control Act of 1968 (82 Stat. 746; 16 U.S.C. 460d-3), which proscribes collection of entrance or admission fees at Corps of Engineers lakes and reservoirs and limits the uses for which fees may be charged at such areas.

The bill would also amend subsection 2(a) of the Land and Water Conservation Fund Act to impose fees at Federal lakes and reservoirs only upon users of "highly developed facilities constructed for reasons of public health, safety, and convenience, and which require a schedule of regular maintenance and supervision." Entrance and access fees would also be proscribed in certain recreation areas.

This Department, in response to Public Law 91-308, has proposed a new fee system for Federal recreation areas. Legislation to implement that proposal was submitted to Congress by this Department on March 12, 1971, and has been introduced as S. 1474. S. 1474 would authorize a new \$4 annual individual permit. The new permit would apply to all forms of entry by the purchaser and would permit use of basic recreation facilities. In addition, there would be daily permits for persons who do not wish to purchase the annual permit. Supplemental fees would also be charged for use of certain higher quality recreation facilities and services. Special permits would also be available to cover types of recreation use not suited to the annual permit or its alternatives and supplements.

Both S. 1228 and S. 1474 provide for repeal of section 210 of the Flood Control Act. It is our belief that section 210 should be repealed. There can be no truly coordinated and uniform Federal fee collection program unless the Corps of Engineers is free to take part in the program on the same basis as other agencies. S. 1228, however, imposes restrictive language with respect to fees at Federal lakes and reservoirs. We are opposed to such language, for it retains the essence of section 210 in full force and effect.

This Department believes that the comprehensive fee program proposed in S. 1474 will provide a desirable element of control over public use and greater uniformity in fee program administration. It is for these reasons that we recommend the enactment of S. 1474, in lieu of S. 1228.

The Office of Management and Budget has advised that there is no objection to the presentation of this report, and that enactment of S. 1474 would be consistent with the Administration's objectives.

Sincerely yours,

HARRISON LOESCH,  
Assistant Secretary of the Interior.

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EXECUTIVE OFFICE OF THE PRESIDENT,  
OFFICE OF MANAGEMENT AND BUDGET,  
Washington, D.C., May 19, 1971.

HON. HENRY M. JACKSON,  
Chairman, Committee on Interior and Insular Affairs,  
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of March 24, 1971, for the views of the Office of Management and Budget on S. 1228, a bill "To restore the golden eagle program to the Land and Water Conservation Fund Act."

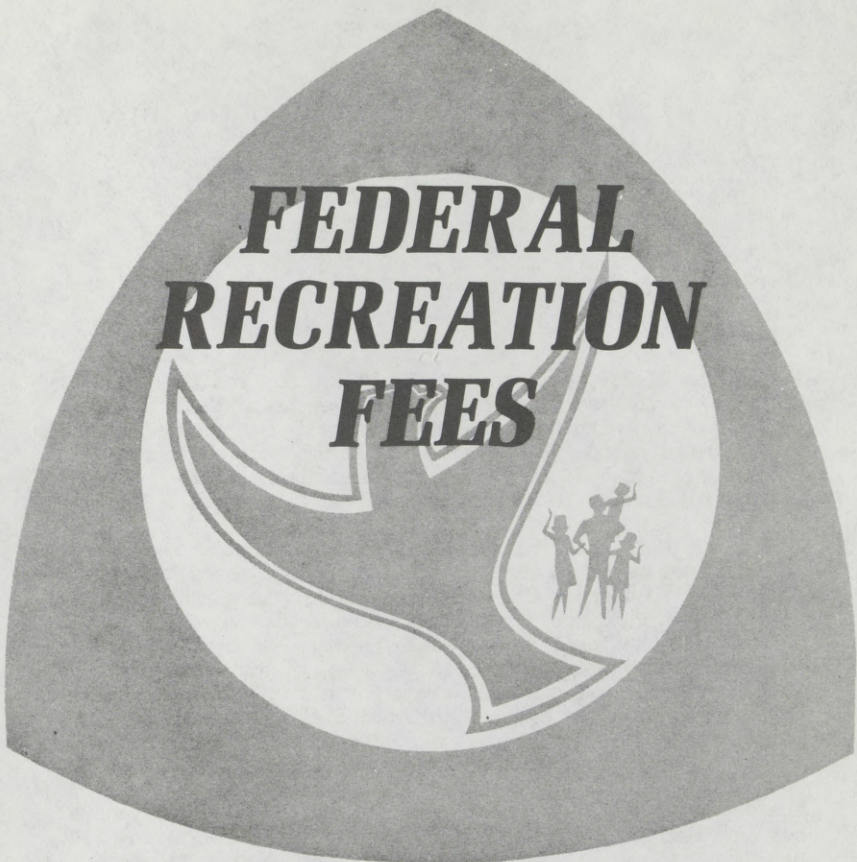
The Department of the Interior has submitted a related bill, S. 1474, for Congressional consideration, and as stated in the Department's report on S. 1228, it recommends enactment of S. 1474 in lieu of S. 1228. Enactment of S. 1474 would be consistent with the Administration's objectives.

Sincerely,

WILFRED H. ROMMEL,  
*Assistant Director for Legislative Reference.*

Senator BIBLE. A report to the Congress entitled "Volume I" by Secretary of the Interior dated February 1971, will be made a part of the record at this point.

(The report referred to follows:)



**FEDERAL  
RECREATION  
FEES**

**VOLUME 1**

*A Report To Congress  
by the  
Secretary Of The Interior*

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February 1971

(21)



## United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

MAR 20 1971

Gentlemen:

Public Law 91-308, enacted July 7, 1970, required the Secretary of the Interior to, "...complete a survey as to the policy to be implemented with regard to entrance and user fees and report his findings to the Senate and House Committees on Interior and Insular Affairs." I am pleased to transmit herewith the required report of the Department of the Interior.

The study leading to this report has been coordinated with the agencies involved with the collection of Federal outdoor recreation fees under the provisions of the Land and Water Conservation Fund Act, as amended. The recommended fee program is not that preferred by each agency. However, the recreation programs of the agencies vary in many respects. Thus, no one system can be optimum for all. If the proposed draft legislation is enacted, all agencies administering recreation areas where fees are collected will give their best effort to make the new program a success.

The Department of the Interior recommends that a new \$4 annual permit valid only for one individual replace the existing \$10 annual motor vehicle entrance permit. The new permit would apply to all forms of entry by the purchaser and would permit use of basic recreation facilities. In addition, there would be daily permits for persons who do not wish to purchase the annual permit. Supplemental fees would also be charged for use of certain higher quality recreation facilities and services. Special permits could also be available to cover types of recreation use not suited to the annual permit or its alternatives and supplements.

The Department recommends that initially fees be collected only at clearly designated areas where collection is found to be economically and administratively feasible. Coordination authority for this Governmentwide program should be vested in the President of the United States. The Secretary of the Interior should be delegated authority from the President for guidelines as necessary to assure coordinated administration of the program.

It is believed that revenues will more than double the historical fee collection levels which have averaged about \$10 million per year. Revenue collected should continue to be available for the important outdoor recreation programs funded by the Land and Water Conservation Fund.

Important new authorities are needed to make the recommended program a success. The original Land and Water Conservation Fund Act did not provide adequate authority to enforce the regulations, to undertake educational campaigns to inform the public about fee requirements, or to pay sales commissions needed to develop a large system of non-Federal permit sales outlets. These authorities are included in the draft legislation submitted as part of the report transmitted herewith.

Although the recommended program is believed to be administratively feasible, some period of time will be needed to resolve problems resulting from the fact that visitors must become accustomed to individual permits and stricter enforcement policies. Agency personnel will also have to be retrained to administer the new permit system. When fully implemented, the new system will provide additional revenue to the Fund, a desirable element of control over public use, and greater uniformity in fee program administration.

There may be occasions in the administration of the individual annual recreation permit system at heavily-visited National Parks such as Yosemite, Yellowstone, Grand Canyon, Mesa Verde, Glacier, Mount Rainier, and Shenandoah, that it would unduly delay the entrance of vehicles into the parks. These administrative difficulties would arise from trying to verify the ages of each vehicle's passengers; whether they have an individual permit, and if not, whether they wish to buy such a permit, or in lieu thereof, purchase a daily permit. When these delays necessitate traffic backing up unreasonably, as much as 75-100 cars, it is proposed that the collection be suspended at the entrance stations and only spot checks made by rangers at visitor centers, campgrounds and other visitor concentration points within the park.

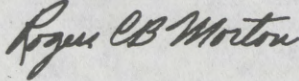
It is the hope of the Department of the Interior that presentation of its report will result in prompt action to provide new authority for recreation fee collection in accordance with the recommendations contained herein. Early action is most important so that there will be adequate lead time for starting a new program beginning January 1, 1972. Permits, regulations, lists of areas, and other supporting materials all must be prepared, printed, and distributed.

Agencies also need time to plan budget and administrative staff arrangements.

The proposed legislation within this report has been reviewed by the Office of Management and Budget and it advises that enactment would be consistent with the Administration's objectives.

I would be pleased to discuss the report with you at your convenience.

Sincerely yours,

A handwritten signature in cursive script that reads "Roger C. Morton".

Secretary of the Interior

Honorable Henry M. Jackson  
Chairman, Committee on  
Interior and Insular Affairs  
United States Senate  
Washington, D. C. 20510

Honorable Wayne N. Aspinall  
Chairman, Committee on  
Interior and Insular Affairs  
House of Representatives  
Washington, D. C. 20515

## FEDERAL RECREATION FEES

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## Federal Recreation Fees

## Introduction

During the late 40's and early 50's, the general economic well being of the country, long weekends, longer vacations and increased mobility combined to support the boom in outdoor recreation which continues today. Because of the recreation opportunities which were available on Federally administered lands and waters, many persons seeking rewarding outdoor recreation experiences turned to these areas. Thus, whether it found the prospect welcome or not, the Federal Government soon found itself in the recreation business. The startling rise in demand produced serious problems of overcrowding, sanitation and impairment of recreation resources. It also raised questions as to what Federal recreation policy should be, how much money would be needed to provide an adequate supply of public outdoor recreation opportunity, and to what extent the Federal Government should be involved in the field.

Congress recognized the problem and in 1958 established the Outdoor Recreation Resources Review Commission. The Commission inventoried and evaluated the Nation's recreation resources, identified trends in recreation use, and recommended policies to be adopted and programs to be initiated by all levels of government and by private organizations to meet the future recreation needs of the country.

Among the recommendations of the Commission were several directed to meeting the cost of providing recreation. One stated:

"Public agencies should adopt a system of user fees designed to recapture at least a significant portion of the operation and maintenance costs of providing outdoor recreation activities that involve the exclusive use of a facility, or require special facilities."

Fees had been charged at some Federal recreation areas as early as 1908. General interest in having users of recreation land contribute toward the upkeep of these lands was evidenced as early as 1917 and became general Federal policy as early as 1941. The increased demands for Federal recreation expenditures resulted in the Bureau of the Budget advising one agency in 1949 that before more opportunities were considered for recreation development it should "...consider pretty seriously getting revenue." In the same year, the House Appropriations Committee told the agency that "There would be greater disposition to make increased appropriations for this purpose...if the plan of collecting fees or charges from the users of the facilities were more universally applied."

There was also public recognition of the problem as reflected by a statement in 1962 by the President of the Izaak Walton League: "Now it's time we recreationists start paying our own way...all recreational users should pay..."

Responding to the guidelines given by the President, Congress, Bureau of the Budget, and other public officials, Federal land managing agencies began charging for more of the recreation facilities and services they were providing. However, there was a serious lack of uniformity among the charges made by different agencies and frequently between different areas administered by the same agency. In recognition of the need to establish a coordinated fee program one of the provisions of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897, as amended) authorized the President:

"...to the extent and within the limits hereinafter set forth, to designate or provide for the designation of land and water areas administered by or under the authority of the Federal agencies listed in the preceding paragraph at which entrance, admission, and other forms of recreation user fees shall be charged and to establish and revise or provide for the establishment and revision of such fees..."

The mechanism was now available to develop a coordinated program for the collection of recreation fees by the Federal agencies administering outdoor recreation facilities.

Executive Order 11200, February 26, 1965, provided for implementation of the provisions of the Land and Water Conservation Fund Act of 1965 and delegated to the Secretary of the Interior certain responsibilities for program coordination. However, the hoped for improvement in Federal recreation fee programs was not easily attainable. Lack of funds and personnel made implementation of the program difficult or impracticable on the part of some agencies. The absence of authority to use funds for information purposes led to public confusion as to purposes and intent of the fee program. As a result, the program fell seriously short of its projected revenue goals and proved to be quite controversial. After a complex legislative history, doubts about the program reached a climax with the enactment of Public Law 90-401 (82 Stat. 354) on July 15, 1968. This Act amended the Land and Water Conservation Fund Act of 1965 by deleting, effective March 31, 1970, the sections relating to entrance and user fees.

Prior to enactment of Public Law 90-401 and continuing steadily thereafter, many letters were received from persons who wanted the coordinated Federal fee program continued. Most of these letters expressed

support of the Golden Eagle Passport, the popular name for the annual Federal recreation area entrance permit authorized by the Land and Water Conservation Fund Act. The motivation for these letters seems to have been largely that the Golden Eagle Passport had been an exceptional bargain to frequent users of Federal recreation areas.

As a result of public interest expressed in the Golden Eagle Passport, the Senate renewed consideration of a coordinated fee program and, in September 1969, passed S. 2315. This bill restored the basic fee authorities of the Land and Water Conservation Fund Act.

The House of Representatives took up consideration of this bill and several related bills early in 1970. The House, on recommendation of the Committee on Interior and Insular Affairs, concluded that it lacked information on which to make a decision either to accept or reject permanent extension of the coordinated fee program on the conditions adopted by the Senate. The House passed an essentially new bill which was subsequently accepted by the Senate and signed by the President (Public Law 91-308, 84 Stat. 410). Under this Act:

1. The effective date of the repeal of authority for the coordinated fee program was set back from March 31, 1970, to December 31, 1971.
2. Authority was provided to increase the price of the Golden Eagle Passport from \$7 to \$10.
3. The Secretary of the Interior was required to complete a survey and report to the Congress with regard to Federal recreation entrance and user fees.
4. The Army Corps of Engineers was essentially exempted from the overall coordinated fee program. The Act does not repeal special conditions of law enacted in the Flood Control Act of 1968 (82 Stat. 746).

## The Present Study

In the conduct of the required survey, the Federal recreation agencies were requested to give their views with respect to a series of 7 policy questions and to evaluate 7 alternative fee systems. The alternative systems, the assumptions under which they were reviewed and the agencies' responses are discussed in detail in the supporting documentation of this report.

In addition, discussions were held with a number of individuals interested in problems associated with administration of a fee program.

As a result of the survey and discussions it was apparent that there was a general concensus that:

- There should be a coordinated Federal recreation fee system.
- The system and its component permits should apply as uniformly as possible to all Federal agencies administering lands and waters providing outdoor recreation opportunities.
- Fees should be charged only at clearly designated areas.
- In addition to any general recreation fee, supplemental fees should be charged when special services or facilities are provided at Federal expense.
- Supplemental fees should be at least equal to the highest charges for comparable facilities provided by State and local government and, to the extent feasible by private recreation areas in the vicinity of the Federal area.
- Implementation of any system would require authority to conduct a program to inform the public as to the purpose of the program and the benefits it provides.
- To be fully effective, any system must provide all participating agencies enforcement authorities necessary to assure compliance with fee regulations. Further, it must be supported by appropriate court officials.
- The success of any fee program as an administrative tool and a source of revenue depends upon availability of adequate funding and personnel.

There was also agreement that any fee system adopted must be:

- Equitable for all users of recreation areas, facilities, and services provided at Federal expense;
- Supported by the users, the Federal agencies administering recreation areas, and a majority of the members of Congress;
- Consistent among agencies, yet adaptable to the great variety of facilities and services available;
- Flexible enough to permit designation for fee collection of entire recreation areas and/or developed sites within such areas;
- Limited enough in permit options to be both easily administered and easily explained to visitors;
- Clear as to permit validity so that users will know when they are in compliance with permit requirements and will have no excuse when they are not;
- Responsive to variation in quality among areas, facilities, and services as well as variations in frequency, duration, and type of use; and
- Enforceable with fee collection techniques which have proven to be fair to the visitor and administratively feasible.

As this study progressed, it became apparent that there were two alternative fee systems which have a high degree of support and which should be considered in depth. One was a continuation of the present fee system with some modification. The second was an adaptation of the recommendations of the Public Land Law Review Commission.

#### Modified Existing Fee System

The Federal agencies administering public lands providing outdoor recreation opportunities for which payment of a fee is required have expressed support for and prefer to continue a system with many of the characteristics of the present fee system. This system would provide three basic types of recreation permits--including annual interagency recreation permits, daily permits for those persons not

wishing to purchase the annual permit and supplemental permits for use of special facilities and services.

Annual permits would be issued on a calendar year basis and would be valid for the purchaser and all persons accompanying him in a private noncommercial motor vehicle. At areas normally entered on foot, the permit would provide for entry by the purchaser and the members of his immediate family. The annual permit would allow both entrance to recreation areas and use of basic recreation facilities. The price of the annual permit would continue at \$10 during calendar year 1972. The annual fee would be revised only after review and approval by the Congress.

A variety of short term permits would be available for those individuals who do not visit Federal recreation areas frequently enough to justify purchase of an annual permit. Prices for such permits would range up to \$2 for carload entry to some Federal recreation areas. Short term permits would be valid only on the date of purchase and at the area where purchased.

Supplemental permits would be required for facilities and services involving personalized or exclusive use privileges, exceptional quality, or special investment for development, operation, maintenance, or supervision. These may include overnight camping in well-developed areas; special transportation services such as boat transportation or tour-mobiles; use of duck blinds; tours or hikes conducted by a guide; use of bathhouses where lockers are provided; cabin rental; reservations for services or facilities; boat launching ramps where special equipment and assistance are provided; and other special uses, services, and facilities. Rates for supplemental permits would be established after review of the charges made for similar recreation facilities and services provided by State recreation systems and private operators. Federal recreation areas are sometimes used for organized group activities and as sites for various types of special events of a recreation nature. Authority would be continued to write special permits to cover such situations.

The proposed system would continue the present practice of collecting recreation fees only at areas administered primarily for recreation purposes. It would also continue the provision that the administering agency would select the areas to be designated for fee collection under criteria and guidelines established under Federal law and regulations.

This system has a number of advantages. It is based on several years of experience with the Golden Eagle Passport program. The Federal

recreation agencies believe it is relatively easy to administer. It has a minimum number of fee options. Since it is based on a vehicle permit, it allows relatively efficient compliance checking. As it has been generally accepted by the public, there would be little confusion in its implementation. Since it is an extension of the present system, there would be little need for personnel retraining. Campgrounds are the most common fee areas; thus a system based on a vehicle permit is compatible with the practices and trends found in State and local park systems and in privately operated campgrounds and recreation areas.

The present system has the disadvantage of being relatively inflexible. Areas to be designated are generally limited to concentrated public use areas. Since it is basically a vehicle permit, it does not lend itself readily to the future addition of individual supplemental fees. Since it is limited to designated recreation areas, revenues can be expected to increase only through stronger compliance requirements, increased use of existing facilities and areas, designation of additional areas, charging for additional facilities or services, or a general increase in fee rates. All of these options appear limited.

#### Modified Public Land Law Review Commission Fee System

Federal officials interested in maximizing revenue indicated support for the recommendations regarding fees for the use of public lands made by the Public Land Law Review Commission. One of the Commission's basic recommendations was that:

"A general recreation land use fee, collected through sale of annual permits, should be required of all public land recreation users and, where feasible, additional fees should be charged for use of facilities constructed at Federal expense." (Recommendation 81, page 203.)

The rationale for the recommendation is explained by the language of the Commission.

"Public lands, which are administered and maintained at Federal expense, should be available for outdoor recreation use only if those using them pay for the privilege of doing so. Although the public, at one time, expected free access to the public lands for recreation use, that attitude has been changing, and we believe that participation in outdoor recreation of any kind should no longer be considered a free use of public land.

"Even in areas where no intensive development has taken place by the installation of recreation facilities, such as tent and trailer camp sites, boat launching ramps with mechanical or hydraulic equipment or for swimming and similar activities, there are substantial Federal investments in multipurpose roads, hiking-trail systems, and sanitation systems. In addition to the capital investments, there are increasingly large annual costs for maintenance--of both physical improvement and of the environment--and for litter collection and trash removal.

"A general use fee would help defray these costs and simultaneously assure equitable treatment among all those having access to public lands. Further, we submit that those who pay to enter or use recreation facilities will recognize the stake they have in the protection of the areas and make greater efforts, not only to take better care themselves, but also to make certain that others are more careful in their visits to the areas and their use of facilities. In addition, a general use fee would also assure equity to the operators of any competing private outdoor recreation area."

A system designed to implement the Commission's concept would be based on an individual annual permit valid for use only by the purchaser. The purchaser would be required to have the permit in his possession at all times when he was within a designated recreation area, except when the particular activity he was engaged in made possession impractical. The permit would be available on a calendar year basis. The price would be \$4 for calendar year 1972 and would continue at that rate in succeeding years unless Congress authorizes a change. Permits would be required for all individuals who had reached an age established in the regulations developed to implement the system. Initially the permit would be required of all individuals who have attained their sixteenth birthday.

Under the Department's recommended modification of the PLLRC system, daily permits would be available to those persons who do not purchase the annual permit. Supplemental permits would be available to cover the use of specialized sites, facilities, equipment or services. Special fees would be authorized for group activities, recreation events, motorized recreation vehicles, and other specialized recreation uses.

When considering this system it should be recognized that a number of administrative problems must be resolved before it can be fully implemented. Therefore, initially the system would be implemented only on designated recreation areas. The areas would be designated by the administering agencies in accordance with established guidelines

and criteria. Fees would be collected at areas found to be administratively and economically feasible for designation.

The major advantage of this system is its flexibility. It can be readily extended to bring additional Federal lands under the fee program. Supplemental individual permits could be easily added to the basic permit. Since the responsibility for compliance rests with the individual, there would be no need to have personnel continuously on duty. Compliance could be accomplished by spot checking.

This system has some disadvantages. The self-service envelope permit sales system of the Forest Service is essential to the administrative and economic feasibility of designating small areas, particularly small campgrounds. Several years have been required to refine this system to its present level. The Forest Service expects to cease fee collection at some small sites having only marginal feasibility as fee areas until adjustments necessary to the continued use of the envelope system can be tested in its larger and better developed areas. Expansion of the system to incorporate additional lands would require large expenditures to clearly mark the boundaries of the lands where individual permits would be required. Public acceptance would probably be mixed. Thus, there would be a need for new training programs for personnel involved in implementation of the program as well as a broadly applied public information program. Checking compliance with individual permits will involve large amounts of time, money, and personnel, particularly in concentrated use areas.

#### Revenue Production

The revenue produced from Federal recreation fee collection has averaged about \$10 million per year for fiscal years 1967 through 1970. Revenue for the first half of fiscal year 1971 reached a total of about \$9,765,000. During the last half of the fiscal year revenue is expected to continue to be collected at a rate well in advance of previous fiscal years. The primary reason for this increase is that user fees specifically for camping were collected in National Park System areas for the first time during the 1970 recreation season.

The revenue produced by the recommended system should be about \$25 million in fiscal year 1973. Fiscal year 1972, of course, will be a transitional year with the existing Golden Eagle Program still in effect during the first half of the fiscal year. It is assumed that the new fee system and all of its supporting elements will be required to develop full public understanding and support of a fee system based on individual recreation permits. On a short-run basis, receipts will be increased through additional designations

for fee collection at wildlife refuges. This gain will be compensated by some reduction in Forest Service designated areas for at least some transitional period during which the envelope fee collection system is modified for use in selling individual permits. Increases in fee revenue should result from a variety of factors including normal increases in recreation use levels, widespread collection of supplemental fees, designation of some new areas for fee collection, greater advance acquisition of annual permits, stricter enforcement policies, better compliance, and sales promotion.

Continuation of the Golden Eagle Passport as an annual recreation permit applying to motor vehicles and their occupants should result in about the same revenue estimated for the recommended system. Most of the factors contributing to increased fee levels under the recommended fee system would also apply to a modified and improved fee system utilizing an annual motor vehicle permit. In fact, on a short-run basis, the continuation of a motor vehicle permit probably would produce somewhat more revenue than the recommended fee system since it would not involve any period of public and agency adjustment to an individual permit. The revenue advantage of the annual individual recreation permit is in its long-range potential for being extended toward the goal of application to all public lands. If it were administratively and economically feasible to implement the complete concept of the Public Land Law Review Commission recommendation at this time, it is estimated that resulting recreation fee revenue would be in the range of \$50 to \$60 million. As a practical matter, of course, this goal can be approached only over a period of many years. Perhaps it is appropriate to note that fee collection began in the National Park System in 1908 and that some areas of this system still do not require payment of any recreation fee.

### Other Considerations

Effective implementation of any fee system is dependent upon a number of considerations. These are discussed in the following sections.

#### Enforcement

When the Land and Water Conservation Fund Act was passed it was thought that people would pay recreation fees because they were required. In practice, compliance has been good only when enforcement practices have been firm. Three important changes are needed if any fee system is to be effective.

First, there must be authority to make arrests and to otherwise enforce established regulations. Uniform enforcement policies and administrative practices cannot be developed until all agencies have the same basic enforcement authority.

Second, responsibility for compliance with fee regulations must be shifted firmly but fairly to the visitor. The agencies have a responsibility to make permits conveniently available, but it must be the responsibility of the visitor to secure a permit.

Though there must always be some latitude for the exercise of judgment by the enforcement officer, when visitors have had a reasonable opportunity to pay and have not done so, a notice of violation should be issued to the visitor and submitted to the appropriate Federal magistrate.

Third, greater cooperation will be sought from the Department of Justice and Federal court officials. Recreation violations, especially fee violations, have sometimes been considered as too minor to handle by some U. S. attorneys and commissioners. It is hoped that the new Federal magistrate system will help to solve this problem.

#### Education

Authority for educational activities must be available if there is to be public acceptance of the program. This is particularly true if responsibility for compliance with the system is to be shifted to the individual. The person intending to visit Federal recreation lands should be fully advised in advance of his visit as to the type and amount of fees he will be required to pay. He must be fully informed as to the penalties for failure to comply with regulations.

### Sales Promotion

In the past a number of private organizations have assisted in making the public aware of the fee program and selling annual permits. There is a reasonable possibility that the amount of the assistance can be increased if funds are available to develop an educational theme and prepare posters, announcements, and other materials. The Federal agencies must be able to show supporters of the fee program how they can be of assistance.

### Sales Commissions

An effective means of obtaining the support of private organizations is to be able to cover at least a portion of the costs they incur in handling permits as a public service. It is important that authority be available to pay sales commissions. The ability to pay such commissions appears necessary to assure the development of any extensive system of private sales outlets for the annual permits.

### Protection of Golden Eagle Symbol

With increased emphasis on the Golden Eagle Passport, it will be necessary to protect the Golden Eagle symbol from unauthorized uses. Since the Federal Government cannot use copyright laws, special legislation is recommended to provide statutory authority to license the use of the "Golden Eagle" symbol, to collect royalties for such licensing, and provide a penalty for unauthorized use. Revenue from any royalties would be used for further educational purposes. Similar authorities have been provided for the "Smoky Bear" and "Johnny Horizon" programs.

### Exemptions from Fees

General policy under the Land and Water Conservation Fund Act fee collection program has been to not grant exemptions from payment of recreation fees. This basic concept has proven to be sound. Liberal policies in granting exemptions from fees lead to complexities and inequities in fee administration. It must be recognized that some exceptions to general fee requirements may serve desirable public policy objectives. Authority should be provided to grant the following exemptions from fees:

- a. Persons engaged in commercial or other activities not related to recreation;

- b. Persons traveling over any national parkway, Federal aid highway, or national forest road within a designated fee area which is commonly used as a means of public travel between places outside the area;
- c. Persons exercising a right of access to any land in which such a person has any property right;
- d. Persons or classes of persons having rights of fee access and hunting and fishing privileges under specific provision of statute or treaty; and
- e. Persons or groups of persons engaged in the conduct of Federal, State, or local government business.

It is specifically contemplated that activities not related to recreation will include field study groups sponsored by bona fide educational institutions, outdoor religious services, and medical therapy activities sponsored by a bona fide health care institution.

The outdoor life style adopted by many elderly citizens is a specific situation relative to fee exemptions. Retired people, often on fixed relatively low incomes, are increasingly choosing travel trailer living as a healthful, interesting life style. Many such people travel throughout the year and spend virtually every day in some type of Federal recreation area. Fee policy towards these people should be neither so restrictive as to deny them this life style nor so liberal as to permit their use of recreation facilities, particularly developed campgrounds, to become a significant factor in denying recreation opportunity to others who have less time to visit Federal parks and recreation areas. It is believed that the pattern of fee area designation can provide fairly for all without special exemptions. Many Federal areas will remain free and many will be available for use by purchasing only an annual recreation permit. Only the better developed Federal campgrounds will require payment of daily supplemental fees. Some people who prefer not to or cannot pay such fees will not be able to stay long periods in some areas which they have used in the past. By being selective in the areas used, however, they should experience no real difficulty in maintaining their life style.

## Recommendations

After careful evaluation of all viewpoints and experience, the Department of the Interior has concluded that fee collection should move toward the concepts of the Public Land Law Review Commission Report, with certain reservations based on experience gained in the administration of the Golden Eagle Passport program. Accordingly, the Department recommends that the program based on a modification of the recommendations of the Commission be adopted. Draft legislation to accomplish this is included herewith.

The Department further recommends that Federal recreation agencies be encouraged to expand the fee system to all recreation lands under their administration as rapidly as available funds and personnel make such action practical.

The draft legislation provides for a fee system based on individual permits issued under guidelines established by the President, exemptions for certain types of users, payment to contractors for collection of fees, enforcement and educational authority, protection of the Golden Eagle symbol and the collection of royalties for its use.

A B I L L

To amend the Land and Water Conservation Fund Act of 1965, as amended, 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 1 except subsection (c) of the Act of July 15, 1968 (82 Stat. 354) and section 210 of the Flood Control Act of 1968 (82 Stat. 746) are repealed.

SEC. 2. The Land and Water Conservation Fund Act of 1965, (78 Stat. 897) as amended is further amended as follows:

(a) Subsection (c) of section 2 as added by the Act of July 15, 1968, is redesignated as subsection (d).

(b) Subsection (a) is amended to read as follows:

"(a) RECREATION FEES; ESTABLISHMENT; REGULATIONS; ENFORCEMENT. --

All net proceeds from recreation fees established pursuant to this subsection and use or royalty fees established pursuant to section 4 of this Act: Provided, That nothing in this Act shall affect any rights or authority of the States with respect to fish and wildlife, nor shall this Act repeal any provision of law that permits States or political subdivisions to share in the revenues from Federal lands or affect any contract heretofore entered into by the United States that provides that such revenues collected at particular Federal areas shall be credited to specific purposes.

"The President is authorized to provide for the designation of land and water areas administered by or under the authority of the National Park Service, Bureau of Land Management, Bureau of Sport Fisheries and Wildlife, Bureau of Reclamation, Forest Service, Corps of Engineers, Tennessee Valley Authority, and the United States section of the International Boundary and Water Commission (United States and Mexico) at which recreation fees are to be charged, and to provide for the establishment and revision of such fees as follows:

"(i) A fee of not more than \$4 for an annual recreation permit which shall entitle only the individual purchaser thereof, during the calendar year for which the fee has been paid, to enter all areas so designated and to use sites, facilities, equipment, or services provided by the United States within such areas:

Provided further, That such permit shall not authorize any use of specialized sites, facilities, equipment, or services for which additional fees are charged pursuant to clause (iii) of this paragraph. The provision of this subparagraph (i) shall become effective January 1, 1972.

(ii) Fees for daily permits payable by persons who choose not to purchase the annual permit authorized pursuant to clause (i) of this paragraph. Such permits shall be valid at only one area so designated, only during the day for which the fee has been paid, and only in accordance with regulations applying to that area.

(iii) Fees for supplemental permits for the use of specialized sites, facilities, equipment, or services provided by the United States within any area so designated.

(iv) Fees for special recreation permits for uses such as group activities, recreation events, motorized recreation vehicles, and other specialized recreation uses.

"The above fees may be charged for access to or use of any Federal land area or recreational facility where fee collection is determined to be economically and administratively feasible.

"All fees established under this Act shall be fair and equitable and shall be compatible with recreation fees established by non-Federal public recreation agencies and by private enterprises.

"The above fees may not be charged of any persons who (1) are engaged in commercial or other activities not related to recreation;

(2) are traveling over any national parkway or any road or highway established as part of the Federal-aid system, as defined in title 23, United States Code, section 101, or any road within the National Forest System or within Corps of Engineers' project boundaries, commonly used by the public as a means of travel between two places either or both of which are outside of the designated fee area; (3) are exercising a right of access to any land in which such person has any property right if such land is within a designated fee area; (4) have a right of access or hunting and fishing privileges under a specific provision of law or treaty; or (5) are engaged in the conduct of official Federal, State, or local government business.

"Clear notice that a fee has been established pursuant to this subsection shall be posted at each area to which it is applicable. The head of each Federal department and agency referred to in this subsection is authorized to prescribe rules and regulations for the collection of the fees established pursuant to this subsection for areas under his administration or authority: Provided further, That no free permits shall be issued to any Member of Congress or other Federal, State, or local government official. The collection of fees for the annual recreation permit, established pursuant to clause (i) of the second paragraph of this subsection, may be made by the head of such agency directly or by contract with any private or public agency. Any such contract may provide that the contractor will receive not more than 10 percent of the total fees he collects for any one calendar year, and may be subject to such other terms and conditions as the agency head deems proper.

"Any person authorized by the head of a Federal agency referred to in this subsection to enforce any rules or regulations issued under this subsection may, within areas under the administration or authority of such agency head and with or, if the offense is committed in his presence, without a warrant, arrest any person who violates such rules and regulations. Any person so arrested may be tried and sentenced by the United States magistrate specifically designated for that purpose by the court by which he was appointed, in the same manner and subject to the same conditions as provided in title 18, United States Code, section 3401, subsections (b), (c), (d), and (e), as amended. Any violations of the rules and regulations issued under this subsection shall be punishable by a fine of not more than \$100."

SEC. 3. Section 7 of the Land and Water Conservation Fund Act of 1965 (78 Stat. 903) is amended by inserting immediately before the period at the end thereof the following: ", except to the extent that the head of a Federal agency referred to in said section determines to be necessary to advertise and promote any recreation fees established pursuant to section 2(a) of this Act."

SEC. 4. (a) The Secretary of the Interior may establish and collect use or royalty fees for the manufacture, reproduction, or use of "The Golden Eagle Insignia", originated by the Department of the Interior and announced in the December 3, 1970, issue of the Federal Register (35 Federal Register 18376) as the official symbol for Federal recreation areas designated for recreation fee collection.

(b) Chapter 33 of title 18 of the United States Code is amended by adding the following new section thereto:

" §715. 'The Golden Eagle Insignia' "

"As used in this section, 'The Golden Eagle Insignia' means the words 'The Golden Eagle' and the representation of an American Golden Eagle (colored gold) and a family group (colored midnight blue) enclosed within a circle (colored white with a midnight blue border) framed by a rounded triangle (colored gold with a midnight blue border) which was originated by the Department of the Interior as the official symbol for Federal recreation fee areas.

"Whoever, except as authorized under rules and regulations issued by the Secretary of the Interior, knowingly manufactures, reproduces, or uses 'The Golden Eagle Insignia', or any facsimile thereof, in such a manner as is likely to cause confusion, or to cause mistake, or to deceive, shall be fined not more than \$250 or imprisoned not more than six months, or both.

"The use of any such emblem, sign, insignia, or words which was lawful on the date of enactment of this Act shall not be a violation of this section.

"A violation of this section may be enjoined at the suit of the Attorney General, upon complaint by the Secretary of the Interior."

(c) The analysis of chapter 33 immediately preceding section 701 of title 18 is amended by adding at the end thereof: "715. 'The Golden Eagle Insignia'."

(d) The rights in "The Golden Eagle Insignia" under this Act, shall terminate if the use by the Secretary of the Interior of "The Golden Eagle Insignia" is abandoned. Nonuse for a period of two years shall constitute abandonment.

Senator BIBLE. It is my purpose to open the hearings today, but I don't intend to complete them at this time. I will schedule a hearing sometime after we return following the Memorial Day recess, I would think in the mid-June to June 20 range for further comments and for further hearings.

I want specific recommendations, specific comments on my own bill. However, I wouldn't expect that today and consider it unfair to call you up and ask your opinion at this early date.

Undoubtedly the proposal to establish an annual entrance fee of \$4 per person will attract considerable comment and I know my own mail reflects that it has already attracted a lot of attention. It seems to me that we must establish a fair and uniform fee system that is applicable to all the various recreational facilities administered by the several agencies involved in outdoor amusement.

The committee hopes to explore the basic philosophy of recreation fees—the level, the scope, how they should be administered and how the revenue from them can best be applied to expanding and enhancing outdoor activities.

The Golden Eagle passport has enjoyed wide public acceptance but there has been equally widespread confusion over its application by the various Federal agencies. We are all aware that the Golden Eagle expires at the end of this year unless Congress acts to restore it permanently or for a limited period of time in one form or another.

We have a question of entrance fees and user fees which the committee also hopes to iron out, since this matter has also created a great deal of confusion. What is a user fee to the Park Service may be an entrance fee to the Forest Service, and so on.

I might add that I have received a great volume of mail this year over the implementation of user fees, primarily campground user fees within the Park Service. The fees are based on a policy which the administration bill would put into law, that specifically the Federal fees should be compatible with those charged by non-Federal private agencies and commercial operators. There has been a large volume of protests since the impact of this policy has generally tended to increase camping fees.

The committee must also consider the long-range application of any fee system, since this is essential to the success of this program. Should entrance fees ultimately apply to all Federal lands as has been suggested in the Interior Department report on Federal recreation fees? If the Golden Eagle has been popular with the public there is also evidence that it has also been controversial with the Congress. One stumbling block has been the difficulty involved in attempting to apply entrance fees to Corps of Engineers' lakes and reservoirs. I don't feel that this problem has been cleared up in subsequent amendments to the Land and Water Conservation Fund Act. Here again the committee would welcome a discussion of the problem.

Because the recent changes in entrance and user fees have hit hardest at the retired persons who make extended use of Federal recreation areas, proposals have been advanced to exempt senior citizens from certain fees; that is those over 65. The committee must also consider the wisdom of granting special exemptions, and if so, to what extent. As the present fee collections operate within the national park

system where an exemption from entrance fees alone probably does not meet the overall problem.

And finally, the committee should continue to consider the exact role of Federal parks and national forests. Public demands for outdoor recreation are growing at a tremendous pace. To what extent should the Federal Government attempt to meet these demands? How can the State, the local, and the private facilities be encouraged? This, too, is a part of the overall fee problem.

My own views at this time are fairly well reflected in my remarks 2 days ago when I introduced S. 1893. This measure would preserve the Golden Eagle entrance pass as a car permit but it would also add an annual camping permit and it would remove any mandatory requirement that Federal recreation fees be on a level with non-Federal and commercial rates.

Perhaps it would be best to include these remarks in the record rather than taking up the time of the committee in repeating them here, and this will be done. We will incorporate my bill, 1893, together with remarks that I made on the floor of its introduction.

There are various problems and some of proposed solutions. We aren't likely to come up with all the answers today. As I indicated, we will go over to June 15 or June 20, something in that range, and have the wrap-up meeting when we can hear the final suggestions and comments from interested parties. Following this, we will endeavor to simplify this problem. It is difficult to get some solution to this problem.

Senator Church, any comments?

Senator CHURCH. I will have comments, Mr. Chairman, but I am just waiting for the last page of my statment, so I would like to defer.

Senator BIBLE. Very well. We will recognize Senator Moss.

Senator MOSS. Thank you, Mr. Chairman, and I do have a prepared statement because of the importance that I think this hearing has in this whole field of recreation and parks managed by the Federal Government.

I am a cosponsor of S. 1228 and also of S. 1172. So those bills pretty much spell out what my viewpoint is at this time.

I will ask permission for my statement in full to go in the record, and I will just make a few comments rather than reading it in detail.

When the Department made its announcement that it was recommending that there be an individual annual outdoor permit for everyone over 16 to replace the Golden Eagle carload passport, an outcry arose all over the country, and especially in my State by people who have come to accept the Golden Eagle passport system as an appropriate and proper way to make reimbursement for entrance to the recreation areas, and one that is not onerous and can be borne by the average person.

As we will recall, the price of the Golden Eagle passport was raised to \$10 when we extended this system last time by the Congress but we only extended the period for a year, so the matter is up to be decided now.

The objection that so many of our people have and the one that concerns me by turning to user fees is, first of all, the redtape, the difficulty of enforcing this kind of a system which probably would

about use up the amount of money you get from that by having individual admissions.

Second, that it would impinge most severely on people of small means, older retired people who like to spend time in our recreation areas, our national parks and monuments, or the family of small means that has a number of children and they all get in the car and they want to go to the recreational areas, and this constant paying of an individual entrance fee is really prohibitive to them.

And then if you add onto it camping fees and user fees of various kinds, we are turning our recreation areas away from those that most need them and that is people of small income and those having sizable families.

The whole thrust of our building a national park system and recreational system has been to provide for our people who clamor and need out-of-door recreation, and anything that turns the other way and makes it more difficult for them to utilize our great national areas I think we should eliminate.

Now, I know that there is an insatiable demand almost for more funds for recreational areas and park areas, and this committee wrestled with this problem considerably.

The land and water conservation fund was set up and the first thought was that the Golden Eagle entrance fee could feed that fund but we found out that wasn't so, so this committee and our counterparts in the House devised the stabilizing of the amount and the fund by pumping into it revenues that came from the Outer Continental Shelf, so the present statutes provide that the land and water conservation fund will have \$300 million in it every year regardless of how much is collected by the Golden Eagle. So, having stabilized it in that way, which indicates, I think, the thrust, the attitude we have about providing these areas, it seems to me that we are turning right around now with these recommendations saying, well, we will try to augment it by getting more money by individual entrance fees to our Federal areas and camping fees and other things of the sort.

I know it is not an easy and simple problem but I do feel that the administration proposal goes in the wrong direction, and therefore I was glad to join with a number of members of this committee and with others in a continuation, a bill that would provide for the \$10 Golden Eagle passport to permit a car and all the occupants of the car to go into our Federal areas on an annual basis, and unless I have very strong, persuasive comment to the contrary, I will continue to hold that view.

That is my view at the present time, Mr. Chairman.

(The complete statement of Senator Moss follows:)

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Mr. Chairman, I was in Utah when the Department of the Interior announced it was recommending a \$4 individual annual outdoor recreation permit for everyone over 16 to replace the Golden Eagle carload passport. The announcement also indicated the Department was contemplating supplemental fees for campgrounds, overnight parking and other services.

I am surprised that the outcry which arose was not heard without wires to Washington. People called me, came to my office, stopped me on the street, and have continued to call and write and wire ever since.

I, therefore, welcome these hearings this morning. I am most anxious to hear the Interior Department's justification for the new proposal. There are many questions which I feel must be answered.

In my opinion, the concept of the Golden Eagle as a family carload passport is a sound concept. We want to encourage people to visit their national parks, and the Golden Eagle does this. It makes it easy and uncomplicated for them to get in—they buy one passport and it takes the whole family in and out of our national parks and recreation areas as they wish during a season. In the past six years the Golden Eagle Annual Passport at \$10 a year has become a highly popular and thoroughly accepted American institution because it works, and works well. And it has provided considerable revenue to pay for outdoor recreation services.

Now, the Interior Department suggests a complicated new system which requires a \$4 annual individual recreation fee. This would be more expensive to many people, particularly families with several teenagers, and for groups of friends traveling together. But more than that—it would be an administrative nightmare.

I can see now the long lines at national park entrances as park personnel attempt to find out who in a car full of people already has an annual permit and who does not, and then the wait while those who do have a permit produce it, or remember, as some inevitably will, that they left it home, or have lost it. I can now also see the time-consuming job of sorting out the young people in the car, and deciding who is over sixteen and who is under sixteen, and who is so close it is hard to tell. And I predict that additional park personnel will be required to service those stretched-out lines—personnel who will have to be endowed with more patience and good humor and balanced judgment than most people should be asked to muster through a long, hot day.

The Interior Department suggests one way to minimize delay would be to suspend collection at entrance stations, and conduct spot checks in the parks. This only trades one administrative hangup for another—and perhaps a more irritating one to the public. Spot checks are distasteful to many. The American people do not like to be asked to prove their authenticity time and again. Furthermore, it would be a nuisance to have to carry credentials at all times when you are boating or swimming or engaged in other active sports. And certainly, widespread spot checking would involve large amounts of money, time, and park personnel. I question that overall the revenue would be vastly increased.

Stricter penalties are also suggested by the Department of the Interior for non-compliance with the new regulations. A visitor caught without a permit could be arrested and hauled up in front of a specially appointed Federal magistrate. The penalties are tough. This is no way to endear the Federal government to the people. No one can condone evasion of the law—but why set up a system where evasion is a temptation, and where preventing evasion would be a constant harassment to everyone else.

As I see it now, the \$4 individual permit as a replacement for the popular and accepted Golden Eagle Passport is an ill-conceived proposal and any additional revenue which it might raise might very well be spent in administering it.

I am also concerned about the wisdom of increasing camping and other fees for "certain higher quality facilities and services." Camping fees in most parks and recreation areas are already quite high and often on a par with campground fees outside the parks. I personally favor keeping the campgrounds within the parks primitive and simple—so that they provide a genuine out-of-doors experience—and also keeping them priced down so lower and middle-income families can enjoy them.

The answer to camping costs may lie in a double or super Golden Eagle Passport which admits a family carload not only into a park but into the park campgrounds. I hope this idea will be explored in these hearings. If the Golden Eagle Passport is retained at \$10—and I favor this—then a double passport which covers both entrance and camping fees might be priced at \$20 or \$25. I would like to hear what Department officials think about this.

I also hope in these hearings we can consider the special problems of senior citizens who have the leisure to use our national parks, but not always the money. We should look into the practicality of issuing a lifetime Golden Eagle Passport to senior citizens when they buy a passport after they reach the age of 65—or should consider other alternative means of making our recreation areas available to them at little or no cost.

I well realize that there are many people who believe we should help our senior citizens meet their financial problems in ways other than reducing national park or Golden Eagle Passport fees. In what other ways, I would ask? We cannot possibly provide a great enough increase in Social Security benefits, or in other retirement income, to meet the increased cost in living which has occurred since many of our senior citizens retired. They are caught in a low-income—high-living-cost gap which we can never hope to close. What better or simpler way to give them a lift than to provide reduced rates for their use of public facilities? Certainly we can and should welcome our seniors into our national parks and recreation areas at fees below those which the rest of us pay.

Parks are for people. How often do we hear that said? And then turn right around and make it harder for the people to get into the parks to enjoy them.

Of course, we must find ways to decrease crowding in some of our most heavily frequented recreation areas and parks. But increasing fees is not the answer. Instead, we should be trying to attract visitors to our less frequented parks, and to set aside and establish new parks and monuments and recreation areas and other recreation facilities so we can spread the crowds out. If parks are truly to be for the people, this is our best and most realistic answer.

Senator BIBLE. Thank you very much, Senator Moss.

I note one statement on your third page where you say,

The answer to camping costs may lie in a double or super-Golden Eagle passport which admits a family carload not only into a park but also into the park campground. I hope this idea will be explored in these hearings. If the Golden Eagle is retained at \$10, and I favor this, then a double passport which covers both entrance and camping fees might be priced at \$20 or \$25.

I would like to hear what the Department officials think about this.

That puts your finger on the very thing covered in S. 1893, and I suggest there the Golden Eagle passport be retained at \$10 and I suggest an annual camping fee which would permit the one person, together with the family carload—I don't think we define what a carload is. I don't suppose they would bring in a bus, but four or five of their family, and that would entitle them on an annual basis for the price of \$25 to the use of camping facilities in all national parks and forests.

Now, this isn't too dissimilar from the suggestion you are making, and I hope the Department—they may not be prepared to comment on it now but I think it is one thing we might want to get into because of the redtape and confusion that exists with other plans.

Senator Hatfield?

Senator HATFIELD. Mr. Chairman, I am pleased to be a cosponsor of Senate bills 1172 and 1228. Mr. Chairman, I hope someday that no admission fee will be charged in our national parks and recreation areas, and as an interim measure, I am cosponsoring these pieces of legislation which we are discussing this morning.

I don't say that without some basis of knowledge and experience. During my 8 years as Governor of our State we charged no admission fee to most of our State parks and recreation areas. Yet we not only developed but maintained the finest State park system in the country. This is not an idle boast, but generally recognized by most experts in the field of park programs. I think our experience in Oregon has proven that, by and large, although perhaps not entirely we can make such parks and recreation areas available on a free admission basis.

I think that most of my mail has indicated, of course, support for the continuation of the Golden Eagle pass and, Mr. Chairman, I would

like to include in the record at this time three letters which more or less set forth the general temper and viewpoint of people in my State.

Senator BIBLE. Without objection they will be made a part of the record.

(The letters referred to follow :)

MEDFORD, OREG., *March 9, 1971.*

Senator MARK O. HATFIELD,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR HATFIELD: I am writing to you in regard to the new Golden Eagle policies. We have been traveling in the southwest and find our \$10.00 passport allows us free entry to federal land that have never had an entry fee before. Now we pay \$2.00 a night for a camp without facilities. In a commercial trailer park we seldom pay more than \$15.00 a week—for all facilities.

I personally feel that we taxpayers have been given another bad run around and am terribly disappointed with the new park policies. We felt the Golden Eagle was a way to save our parks and allow more Americans a chance to see and use their country at a nominal cost to each.

Please help,  
Sincerely,

Mrs. ALBERT E. SMITH.

JUNCTION CITY, OREG., *March 30, 1971.*

Senator MARK O. HATFIELD,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR HATFIELD: We are very much interested in this Forest Camp Bill and since these camps are filled 70% with Senior Citizens this Bill will deprive us of pleasure of enjoying these parks. So many have saved and bought trailers, campers and tents to get out away from trials of life. These parks are near home and no one objects to the \$7.00 Golden Eagle cards. And in few hours drive up there and now to put the \$10 tax on campers and now \$10.00 for Golden Eagle card, and \$1.00 a night on top of that extra is going to deprive us of these parks we have paid taxes on all these years. It will certainly work hardship on many. Rising cost of living and Doctor and Hospital Bills. The medicine ones alone are terrible. Now to add extra onto us for a little pleasure in this Beautiful country God gave us to enjoy. Seems just a little more than I think we rate. If we can't go out there, where can we go? We will soon be staring out of those nursing home windows waiting for death to come. We are 77 and 71 years old.

We can still vote and these men we put in office to help us, want to take it all away from us. Should know this. If this money received from these parks don't go where intended where did it go? So, I hope this will interest you and you could help us some way to Bring this to attention of correct ones. Rise this year and next can get out of control.

The Rangers tell us they can use their equipment and make more spaces at very little cost and would bring in more money without hurting us. They have bulldozer and timber and etc., so why not do that than charge beyond our Elders can pay. We don't ask much. Just a rustic camp and spot to get back to God and nature out under the blue skys and dream a little and gives new lease on life when return. Do you think this too much to ask. Some very pitiful cases in these camps—health gone and just to get away to a quiet spot and away from T.V. and glaring headlines (Crime, War and Killing). You can forget for awhile so think and see if you can help to bring this before the ones who carry the big Whip. I found a little rock other day, said—please turn me over—on other side said—thank you—that felt so good. So, turn us over and look at us and lend us a helping hand.

Thank you.  
Respectfully,

MARY AND GLEN HURD.

SPRINGFIELD, OREG., *March 26, 1971.*

Senator MARK O. HATFIELD,  
Senate Office Building, Washington, D.C.

DEAR SENATOR HATFIELD: On March 24, 1971, the Eugene Register Guard carried an Associated Press item from Washington concerning a proposed action by the Interior Department, under pressure from the Office of Management and Budget to replace the Golden Eagle Passport with a potentially more costly system of individual fees.

This action would be most damaging to every segment of our population, in my opinion. Admittedly, the Office of Management and Budget realizes it would greatly hurt retired people living on a fixed income. It would certainly also damage the young parents of our country whose main summer social outlet is picnicking and camping and who also have not too much money for other social interests. We have been very pleased in our camping in Oregon as well as other States to find many young families enjoying such a wholesome activity. In this age when family life is so jeopardized by inferior outside influences what better way is there of establishing a good, clean, harmonious family life?

This would also greatly damage the millions of middle class and middle aged Americans like ourselves, who seem to be getting more and more squeezed and harassed with each action of government from the City and County level on up. My husband and I have always been conservative Republicans but we are rapidly becoming disenchanted. We have raised three children and are now trying to arrange our lives so we will have a little money to supplement social security when that time comes but with each action of government at the various levels we are finding this more difficult to accomplish, as I am sure is the case with most other middle class Americans. Camping, in our camper, for the past several years, has been our love during the nice weather and the Golden Eagle a boon but add a three to four dollar fee to the cost of gas and the original investment in equipment and this marvelous, beautiful, outdoor experience will be out of the reach of many people.

The "PUBLIC LAND" is not, after all, the property of the Interior Department or the Office of Management and Budget but is supposedly "PUBLIC" and each of we Americans an owner and in my opinion not to be used as a money making proposition or not for a purpose of showing profit but to serve needs of users. There is, after all, very little left for the enjoyment of we the overburdened, overtaxed, middle class American public. Obviously, the very rich do not have a problem and the poor are being more than adequately taken care of by the bureaucracy.

I would ask that you examine this proposal to the Interior Department and your own feelings on the matter and if you concur with my opinions do what you can to nip another injustice to the American taxpayer in the bud.

Yours very truly,

ADABELLE A. MATOTT.

Senator HATFIELD. I would like to make one or two other points. There are basically two groups of people who benefit most from the Golden Eagle program, according to my contacts. One is the older Oregonians, those senior citizens who have made a great contribution to our State over the years, and now in their retirement years are enjoying the national parks, the national facilities, as well as the State facilities.

The second group of people are those primarily with large families. I think we must do everything possible to encourage people into the activities which permit the family as a unit, to engage in recreational affairs, and to identify as a family in every way possible with the leisure time that is now theirs. And, because the large families often come from moderate-income groups, they are not in a financial position to avail themselves to the same broad range of recreation and vacation facilities that many other people are able to enjoy. So I think again these park programs provide a special outlet, a special opportunity.

I would only repeat that I hope eventually we can move to eliminate all fees in our Federal parks so that scenic wonders and camping sites can be enjoyed free of charge by the very people who paid the taxes to create them. Until that time, Mr. Chairman, I think it would be wrong to move in the direction of reducing numbers of people who enjoy this by increasing fees and adding on other such monetary requirements so that we would have fewer people using them or trying to regulate inadequacy of our facilities by raising fees.

I think that we have a problem of over-use and that means we are underdeveloped in these areas. We should address ourselves more, then, to the question of developing more facilities rather than trying to reduce the use of the facilities by increasing fees and other such payments.

Thank you.

Senator BIBLE. Thank you very much, Senator Hatfield.

I now recognize Senator Church.

Senator CHURCH. Thank you very much, Mr. Chairman.

I am here today as a strong partisan of the present Golden Eagle passport program and an opponent of the proposals advanced by the administration to change that program.

I know of no other program sponsored by the Federal Government which has gained such widespread support from those who participate. It is a bargain for Americans of all ages.

When we first enacted the Golden Eagle program it was our intent that it be a public service program, which would provide revenues for the development of recreation facilities and also constitute a low cost "passport" to the campgrounds of America. Early in the program's existence it became apparent that the \$5 fee originally charged was not enough to meet those dual goals and the price of the passport was increased first to \$7 and then to \$10.

We know that in some areas there were facilities of a highly developed nature. It was provided that additional fees could be charged for these facilities for it was only fair that one making use of a special facility should pay extra for the special services provided. I fear that this special user fee, however, if it continues to be stretched in the future as it has been in the past, may be the eventual downfall of the passport program.

I received numerous letters, too, on this matter of special fees from concerned citizens, constituents of mine. They tell me in their travels throughout the country that they have encountered practices which seriously undermine the viability of the passport program through this use of special user fees for so-called highly developed services.

At one campground picnic tables may mean an additional user fee, at another toilet facilities, at another running water. In addition, the treatment of the Golden Eagle passport itself varies. In some areas, Golden Eagle passport holders have been told that it means nothing in terms of user fees—that the latter are additional charges over and above the passport fee. At other areas, they are told the passport entitled them to a discount and in still other areas they are informed the passport covers all charges.

The system is obviously in need of some kind of standardization so that both the public using the program and the Government personnel administering the program will be aware of what the rules

are. In that respect, I agree with the recommendation advanced by the Department of the Interior that the fee system should apply as uniformly as possible.

I do not agree, Mr. Chairman, with the concept of individual annual permits. One of the great selling features of the Golden Eagle passport is that it entitles the driver of a car and his passengers access to designated areas without payment of additional fees. To require an annual individual permit, of \$4 as opposed to the current vehicle permit, would in my opinion, so increase administrative costs that it could well result in a loss, not a gain, in revenue, as Senator Moss has already pointed out.

We have so licensed and dog-tagged the American people already that the very notion that they have got to have still another passport to carry around in their pockets in order to be legally entitled to stand on their own ground, on public lands, really goes too far. It shows, I think, a degree of insensitivity that is alarming.

I do not favor the concept that fees, where feasible, for special campgrounds be set at a level to match those for privately existing facilities in the area. The public has already paid for the installation of these public campgrounds. Under such circumstances, it is not the duty of the Government to accommodate itself to private competitors. Anyone setting up a campground is aware of the existence of public campgrounds and when he made his decision to enter business, he takes this into full account. The Government is not a business enterprise which must set prices in accordance with the competition.

The individual fee system and the increased use of user fees for services will also mean more in terms of administrative cost. We will create a whole new corps of enforcers to collect the fee, make arrests, and police the system. The report by the Department of the Interior admits the problem. Let me quote from it:

Expansion of the system to incorporate additional lands would require large expenditures . . . public acceptance would probably be mixed.

I don't think it would be used in my State.

Senator BIBLE. Nor in mine, I might add.

Senator CHURCH. There would be a need for new training programs for personnel involved in implementation of the program as well as a broadly applied public information program. Checking compliance with individual permits will involve large amounts of time, money and personnel particularly in concentrated use areas.

I cannot support this expansion of personnel to tax, inspect and harass the public on the public land.

Mr. Chairman, when we were growing up, if I may refer to you and incorporate you in this because I think it was your experience as well as mine, there were State and Federal camping areas. There are many more such areas now. When we went to camp in those areas, it was an accepted fact of life that if we didn't get there early we might not have the campsite with the grill, or the one with the water spigot, or the one with the best table. It was first-come, first-served. I do not understand why, at most of our campgrounds today, where admission is afforded by the Golden Eagle passport the same type of system cannot prevail.

Certainly a man should pay extra if he wants to rent a cabin, or use a boat, or take a guided tour, but why should he pay extra to use

a boat ramp or a water fountain, or a picnic table? The Golden Eagle passport should cover both entrance and use, except for very special services. We should make clear when we say "highly developed" we mean just that, and not a minor improvement such as the provision of restroom facilities.

One problem in this area is just how to classify a trailer park facility on public lands. We are all aware of the growth of the trailer industry in general and their widespread use for camping. Perhaps a congressional determination must be made as to whether facilities for trailers will be considered highly developed. One answer may be to have a special annual use permit for trailer owners at a higher rate than for the ordinary camper. The permit could apply to those types of trailers that hook into special trailer camping facilities. Time limits could be imposed on crowded areas so that individuals would not stay for long periods closing facilities to others.

Above all, Mr. Chairman, we must preserve the viability of the Golden Eagle passport program in the mind of the American public. It must not be allowed to become only the first installment on a series of charges imposed for the use of public recreation facilities. It must remain, as it was intended, as a passport which will cover most of the normal fees otherwise charged for the use of public facilities.

In conclusion, Mr. Chairman, this program which has benefited so many of our senior citizens, and has made it possible for large families to make use of Government recreation facilities deserves the same kind of support from the Congress that it received originally, and I hope, therefore, that this committee will keep that in mind as it examined the proposals that have been submitted to us by the administration.

Senator BIBLE. Thank you very much, Senator Church. I think your message comes through loud and clear. It seems to me that all of the Senators who attended this morning and made statements, the message come out distinctly, and I am sure that the individual \$4 payment that is being suggested isn't overly popular, at least to the members listening to the case. We are not trying to prejudice anyone's beliefs, but we do want to express our views, and I think now it is probably time that we hear from the Department.

Before we do that I will say that the ranking minority member of this committee, Senator Allott of Colorado, is unable to be here this morning because he is chairing a Public Works Subcommittee session on appropriations. He has requested that I add his name as cosponsor of my bill 1893, and I will have that done by proper action on the floor.

I likewise have a statement by Senator Cannon in support of his bill, 1172, which exempts all those 65 years of age and over from any type of either entrance or user fee and his statement will also be incorporated in the record.

#### STATEMENT OF HON. HOWARD W. CANNON, A U.S. SENATOR FROM THE STATE OF NEVADA

Mr. Chairman, thank you for the opportunity to present testimony before your committee today on the subject of recreation fees. In view of the fact that this hearing is being held on the land and water conservation fund with emphasis on park entrance and user fees, I con-

sider it pertinent to submit a brief statement on the desirability of exempting citizens over 65 years of age from paying entrance fees to national parks and recreation areas.

In the past 2 years I have received hundreds of letters from outdoor-loving retired constituents who complain that prices have gone up dramatically in entrance and camping fees, while inflation has diminished the ability to pay these cost increases.

Based primarily on their calls for help, I introduced a bill, S. 1172, which would provide the exemption for these elderly citizens. I know that the citizens of many other States face the same situation, as attested to by the fact that 38 of my colleagues cosponsored the measure.

Let's look at the situation. The Golden Eagle passport has gone up from \$7 to \$10 a year. The \$1 credit toward the camping which existed under the passport has been discontinued, thus effectively raising the overnight camping fees by a dollar in every area they are charged.

In addition the Interior Department was considering a plan to charge \$3 to \$4 a person for each night's stay at a recreation area or campground.

These rates and fees may be inexpensive to those Americans with a moderate income, but they are definitely adding an extra burden to many of our 20 million elderly citizens—many of whom are on small, fixed retirement incomes or social security. As inflation soars, these retirees are daily finding their limited incomes purchasing a diminishing amount of goods and services.

A recent report by the Senate Special Committee on Aging has come up with a pretty grim picture of income problems among older Americans. Coming after a 2-year study of the economics of aging the report finds that aged Americans live on less than half the income of those under age 65, despite the stopgap 15 percent social security increase of December 1969.

I believe that by eliminating the entrance fee for our elderly, we will be expressing, in some small degree, our appreciation for the contributions these people have made during their working years.

I therefore hope that the committee gives careful consideration to some realistic method of exempting senior citizens from entrance fee requirements to our national park and recreation areas lands.

Senator BIBLE. We have a very distinguished lawyer who is the first witness today, and he has practiced law in a country similar to ours, out in Colorado, and so we will ask the Assistant Secretary of Public Land Management, Harrison Loesch, who has had a lot of first hand experience in this, and with whoever he wants in his supporting cast. Mr. Secretary.

**STATEMENT OF HARRISON LOESCH, ASSISTANT SECRETARY FOR  
PUBLIC LAND MANAGEMENT, DEPARTMENT OF THE INTER-  
IOR; ACCOMPANIED BY G. DOUGLAS HOFE, JR., DIRECTOR,  
BUREAU OF OUTDOOR RECREATION**

Mr. LOESCH. Thank you, Mr. Chairman. If I might, I would ask Mr. Hofe to come up.

Senator BIBLE. Fine. Anybody you would like. And Mr. Hofe, for the record, is Director of the Bureau of Outdoor Recreation. Mr. G. Douglas Hofe, Jr.

Mr. Secretary.

Mr. LOESCH. Mr. Chairman, members of the committee, while as usual I am pleased to appear before your committee this morning, I must say in this instance I do feel following the remarks of the members of the subcommittee, somewhat like a Christian who heard the lions but, be that as it may, I do think the administration has cogent reasons for the proposal it has made which I would like to lay before you.

In that connection, before I commence my formal remarks, I might say, Mr. Chairman, that we have considered your bill, S. 1893, but, of course, it came out close enough to this hearing so that we were not able to clear formal remarks concerning it.

I do want to tell you that we have reviewed it with interest. It does incorporate many of the features in one of the two alternatives in the Departmental report. I, of course, do feel strongly that the general recreation permit ought to be an individual permit but your concept of an annual camping permit at a fixed price is very interesting to us and we will study it and hopefully we will be able to comment more substantively at subsequent hearings.

Senator BIBLE. As I indicated, we will have a followup hearing to this sometime later in the session.

Mr. LOESCH. Right. Now, Mr. Chairman, my statement is a little lengthy.

Senator BIBLE. Without objection your full statement will be incorporated in the record. Why don't you come to the heart of it.

Mr. LOESCH. Fine. The members of the subcommittee have already adverted to the history of the program, so I don't think I need to go into that. One thing I should say, and this appears commencing on page 3 of my statement, our studies show that people overwhelmingly believe that fee revenue is to be used for better management of the area where a fee is collected. Now, I am talking here about user fee revenue. When there isn't any improvement in the area there is little opportunity to gain the support of the user for fee collection. The lack of authority for an adequate public information and education program has precluded efforts to help the public understand the purposes for which the land and water conservation fund was established.

Resistance to fee collection has been strongest in areas where there are many Corps of Engineers projects and very few other Federal recreation areas. Recreation fee collection was specifically prohibited by section 4 of the Flood Control Act of 1944. There is no doubt that many people resented the repeal of this restriction, and it became a major issue in the long legislative history of the act. Legislation was introduced in 1966 and again in 1967 to exempt corps projects from the coverage of the act. However, no action was taken in either of these years. In 1968, the general program authorities were repealed by the provisions of Public Law 90-401 with an effective date of March 31, 1970. Soon thereafter, special restrictions were again applied to Corps of Engineers projects by section 210 of the Flood Control Act of 1968, Public Law 90-483.

Detailed discussion of this special legislative history relative to corps areas is included in our report to the Congress. The point I would like to make at this point is that the Corps of Engineers manages many fine outdoor recreation areas. There cannot be a truly coordinated and

uniform Federal fee collection program unless the corps is free to take part in this program on the same basis as other agencies. It is our firm belief that section 210 should be repealed as provided for in S. 1474.

Senator BIBLE. Of course, when we get into that, that is where we came in years ago.

Mr. LOESCH. Yes, sir; I know.

Senator BIBLE. And we will have to get the expression of the Corps of Engineers. I am sure deep down you refer to corps officials—who still feel the same way they did before. They have always taken a dim view of my opinion on the matter. I don't suppose this attitude has changed. Did you have any indication of that?

Mr. LOESCH. No, sir; except, of course, this bill is an administration measure and the Corps of Engineers supports it, I am certain, reluctantly at some levels.

Senator BIBLE. Very well.

Mr. LOESCH. S. 1228 does provide for the repeal of section 210 but the restrictive language it proposes with respect to fees at Federal lakes and reservoirs would extend the essence of section 210 to all Federal water-oriented recreation areas. And, of course, we are opposed to that.

As has been said, there has been great public acceptance of the Golden Eagle passport, and I think that the letters that you have adverted to, you and the member of the subcommittee, protesting against the administration proposals are concerned with the user fees rather than the passport itself.

Senator BIBLE. To be honest with you, I think that is true in my case. I don't know if it is true with the others.

Mr. LOESCH. That is what Senator Church said.

Senator BIBLE. I think it is primarily the user fees and mixed up mish-mash of different areas, different services, different user fees, and so forth. This is a different area. I don't know that we have had too much adverse expression just about the simple entrance fee, though I think we are going to get it if we put it on an individual permit, a father and eight children, and I use that advisedly because one of my staff members who is struggling through—has four boys, three girls, a total of seven. That is \$36. And I don't know—I think he would probably just let his kids play in the back yard. I think that is one of the problems.

Mr. LOESCH. Mr. Chairman, while I don't know the facts, I would suggest to you it is hardly likely that there are seven children between 16 and 21.

Senator BIBLE. Well, there will be and not too far away because he has a couple of sets of twins.

Mr. LOESCH. You have got me there.

We in the Department also have received by direct mail and by referral from the Congress many letters complaining about the user fees in the Federal recreation areas of all kinds. The letters are mostly from retired persons who spend substantial amounts of time in these designated fee areas. A number of such letters have suggested modification in the program which parallels those contained in S. 1172 relating to special policies for persons 65 and older. We recognize that fees which seem reasonable to most visitors and which are comparable with fees for similar facilities provided by the States and private en-

terprise may tax the means of many retired people. We are generally opposed to exemptions for special categories of individuals, but we recognize that the aged are the beneficiaries of a number of reduced fare considerations such as bus and rail fares. Accordingly, we would support either of the following proposals.

First, the general approach suggested by many of our correspondents, who propose a lifetime Golden Age Passport for retirees costing \$25 or \$30. However, we believe this passport should apply only to individuals 65 years of age or over.

Senator BIBLE. At that point, how much would it cost the Federal Treasury if we gave those who get into the golden years of their life at 65 and earned golden age passport for free? What if we didn't charge them? How much would we lose in revenue? Would you have those figures?

Mr. LOESCH. No. We would have to furnish that, Mr. Chairman.

Senator BIBLE. I want you to furnish that. Maybe Mr. Hofe is the witness on that, but there are lots of precedents for honoring our citizens when they become 65.

(The information requested follows:)

A marketing study of the Federal recreation area permit and fee system prepared for the Bureau of Outdoor Recreation by Arthur D. Little, Inc., in 1967 indicates that approximately 10 percent of the visitors to Federal areas are in the 65 and older age group. Assuming that this age group has continued to participate at about the same level of use and contributes proportionately to the total revenues collected, the following tabulation represents the revenue that would have been lost by a complete exemption from fees for individuals 65 years of age and older:

[In thousands of dollars]

Fiscal year	Estimated revenues generated by the over 65 age group		
	Annual permits	Other fees <sup>1</sup>	Total
1967	\$380	\$561	\$941
1968	485	610	1,095
1969	476	633	1,109
1970	391	536	927
1971 <sup>2</sup>	531	949	1,480
Total	\$2,263	\$3,289	\$5,552

<sup>1</sup> Includes both user fees and daily individual entrance fees.

<sup>2</sup> Includes estimated income for May and June.

I remember when my father became 65, our State laws said that when you became 65 years of age you received a fishing permit free and didn't have to pay. The same thing is true of a hunting license. My father got his license when he was 65, and it did something for him. He said, "I paid taxes all my life and this is one little thing I am getting. At that time he didn't hunt ducks as he used to. But, nevertheless it was a bonus to him and it made him feel a little bit of pride in this country of ours, and I think this is something that should be encouraged. I think maybe they have earned it, and I can't believe it reduces the revenues tremendously.

Mr. LOESCH. Well, Mr. Chairman, that is the second point. I addressed the general approach of sort of lifetime Golden Eagle Passports because it has been proposed by one of the bills introduced in the House—in addition to that we could support legislative exemptions of those individuals 65 years of age or over from payment of

entrance fees as provided in S. 1172. In other words, just what you are suggesting: a free Golden Eagle Passport. For administrative reasons we believe it would be desirable to require that these people have a current Golden Eagle passport in their possession which would simply be issued to them free on application and proof of age.

Senator BIBLE. I am glad to hear that. That seems to be some compensation. I think that is worthwhile. I think they are entitled to it.

Mr. LOESCH. We would be pleased, if you like, to work with the committee in developing suitable language to implement either of those approaches.

Director Hofe will present a statement discussing all of the major elements of the fee system recommended by the Department, but there is one aspect of our report that I want to talk about myself, and that is the departmental recommendation for the \$4 annual individual permits. This recommendation was made only after consideration of several alternative fee systems. I think we looked at seven, as a matter of fact. We quickly decided that there were only two alternatives which merited detailed study. These were to continue the existing annual automobile permit program or to adopt the general land use fee recommended by the Public Land Law Review Commission. Although the Commission's report does not specify an individual permit, we believe an individual permit was intended since the owner would be subjected to compliance checks at any time or place.

I am not suggesting here that we arrived at this conclusion because of the Public Land Law Review Commission Report. We already were investigating it and for reasons I will go into a moment, had pretty well concluded that for the long haul we needed to get away from the automobile permit.

Senator CHURCH. I wonder at this point, Mr. Chairman—

Senator BIBLE. Certainly, Senator Church.

Senator CHURCH. Just what would the \$4 individual permit entitle the holder to? Is it simply an individual substitute for the vehicular passport?

Mr. LOESCH. Yes, Senator Church.

Senator CHURCH. In other words, it simply would gain him entry?

Mr. LOESCH. Yes.

Senator CHURCH. Wherever entry charges are required. Is that a correct statement?

Mr. LOESCH. Yes, that is, Senator Church.

Senator CHURCH. Let me pursue this. Suppose the individual goes into the national forest and uses a campground which provides no particularly developed facilities for which the Forest Service is not now charging a special user fee. Must he have an individual permit to do this under your proposal?

Mr. LOESCH. No, sir.

Senator CHURCH. I got an affirmative nod at the table and a negative nod.

Mr. LOESCH. Our proposal provides that neither the Golden Eagle nor a user fee is necessary unless you are using a designated area. Now, it seems to me that the general investment by the Government, by the other people of this country, the taxpayers, supports designation of large areas for entry permits, designated areas which are highly developed. I go along with the concept that you and other members of the

subcommittee have expressed, that furnishing the barest minimum of picnic tables and so forth, doesn't mean that an area is highly-developed, and I don't think such an area should be designated for user fees. The entry permits should certainly be sufficient, the Golden Eagle.

Now, we are not attempting to change the concepts of the Golden Eagle except that instead of an automobile permit, it would become an individual permit exactly like a State hunting or fishing license, in effect.

Now, one of the reasons, and I am getting quite away from my prepared statement here, but one of the reasons I found persuasive for going to this system is that we are going to be faced, in fact we are now faced, and the committee is holding hearing at this subject tomorrow, with problems of off-the-road vehicles. This sort of specialized use of the public land which results in damage to the public land requires the care, rehabilitation, and so on, and it seems to me it must be regulated.

Now, we are getting a little away from the actual Golden Eagle permit, but the way we conceive this, if you have an individual entry permit, it can serve as the base for specialized use permits to be added to the Golden Eagle exactly like a duck stamp is added to a hunting license on a State level. We agree perfectly that use of these vehicles and other specialized and damaging uses of the public lands is a proper recreational pursuit, and we have to take account of them, but we do know positively that we are going to have to have some regulation and control of this use. We view the mechanism of such regulation and control as being based upon the individual responsibility of the citizen as indicated by an individual Golden Eagle permit.

Now, I might also say there is another reason that we are going for the individual permit, and that is that there are a good many areas which might very well be proper for some kind of special use charge in which automobiles can't even go and are not allowed but in which off-road vehicles may well be allowed. Now, we don't see the mechanism ready for control that we see is going to have to come with the increased use of these facilities unless we have some such base.

Senator CHURCH. Well, you have plenty of authorities to control and regulate the use of the public lands without insisting that everyone carry a \$4 permit. I think that is just a tax. It is just a new tax levied upon people and with no clear indication that the income to be realized is going to be very great when compared to the additional administrative costs to be entailed in policing the system. That is going to be an enormous undertaking. You are going to have to deputize your people and you are going to have to confront the public and demand from everyone you find a permit, very much like people in some places are required to produce their government papers. This is the method that governments have used from the beginning of time and depending upon the type and character of the government, is a degree of harassment.

Now, on the public lands what you are really going to require, if this were to be approved, is that every individual, for practical purposes, must have a permit because you can't explain to us clearly the lines that are going to separate those uses of the public domain that require permits and those that do not.

How are you going to expect the public to know what they may do and may not do when they may be required to have a permit and when not; when it is going to be impossible to take the children along because they are going to find themselves in a situation where every child has got to have a permit, every child who is over 16?

It seems to me you are proposing a system that is going to produce an utter and endless confusion and to police this system is going to so add to your overhead that the income you receive is highly questionable. I mean the net income, the net profits you are going to get from this are highly dubious, and this is just a tax. This is just a way to raise more money. You have all the authority to regulate the use of the public domain without the need to tax the people further and require each one to carry a passport on him to prove that he is legally on public ground.

Mr. LOESCH. Senator Church, I wouldn't argue with you that this is a tax. It certainly is. It is a user fee for special use of public lands.

Now, everybody else except the recreationists must pay for the special use. We think the time has come when the recreationists ought to have to do that. But, be that as it may, I would argue with the point that we have all the authority we need to regulate use of the public lands and enforce regulations.

In the Bureau of Land Management we don't. This is one of the reasons why the administration is preparing legislative proposals in the area.

Senator CHURCH. Let me say in that respect that I favor conferring on the BLM this authority because I think enabling legislation of this kind is required. I recognize that.

My point is that we can, wherever that authority may not now exist with regard to a particular agency, that authority can be supplied without—

Mr. LOESCH. Understood.

Senator CHURCH. Without this new tax system.

Mr. LOESCH. Understood. As an aside I may say we have developed and hope to have before the Congress very soon an organic act for BLM, an enabling act kind of thing that you refer to.

Getting down to what I was saying about regulation, however, I want to make sure the Committee understands clearly that these recreation vehicles, and I am speaking of motorcycles, snowmobiles, tote-goats, amphibious vehicle just coming into use, dune buggies, the whole spectrum of specialized mechanical power devices, require development of special trails and facilities in order to even regulate them properly, and we think that the average ordinary taxpayer shouldn't be required to pay that burden.

Senator CHURCH. There is a very simple way to do that. It has been done for a long time. It doesn't entail any of the confusion or harrassment that your proposal would entail. If you feel that the use of these particular vehicles creates a problem and a cost, then there is a way of requiring a license for those vehicles and the money can be raised in that way if it is money that is principally your concern. That is understandable.

Mr. LOESCH. You are suggesting a Federal license for such vehicles?

Senator CHURCH. You can require a license for a vehicle if you can come up and justify that use of that vehicle in the public domain.

Mr. LOESCH. Of course, I don't go along, Senator Church, with your idea that what we propose amounts to harrassment of the public. I think that certainly there is going to be a period when, in the Park Service and other bureaus concerned, we have estimated we would lose 1 year and possibly 2; not beyond that. There is no harassment of the public.

With the requirements in the States that you have a hunting and fishing license it is the very rare person who doesn't arm himself with a hunting license before he goes hunting.

Senator CHURCH. I think there is a great distinction here and it ought to be underscored in our exchange. Everyone understands clearly just what a fishing license entitles him to do. There is no question in the public mind that a fishing license entitles a person to fish. And there are clear delineations on the seasons, and streams and so forth. So that there is no public confusion on that score. And a hunting license entitles a person to hunt in accordance with the established and published regulations.

But, there is a great deal of confusion over what the Golden Eagle passport now entitles a person to do and you would compound that confusion if you required individuals to have permits, and no one understood clearly just what that permit—what rights that permit conferred, and I think you would have to concede that as far as the Golden Eagle passport, as far as the present passport is concerned, the rights it confers varies from place to place. There is considerable confusion now as to what one gets when he gets the passport and I think you would just immensely increase this problem.

In fact, in your proposals you go on to say there ought to be a series of supplementary fees for this, that and the other thing that the permit doesn't cover. Well, this is the Pandora's box, and it can't invite anything but, at the minimum, widespread public confusion and at the maximum widespread public harassment and resentment.

Mr. LOESCH. Senator, it seems to me that our discussion here is involving the old question of what the difference between what we generally have designated as an entrance fee and a special use permit or special fee. It seems to me that along with the members of the public who have protested, you are adverting not to the entrance permit but to the user fee system.

Senator CHURCH. I think we ought to be clear between us. I will tell you what I have adverted to. The first time I went to a carnival I went to a sideshow. They brought some very enticing exhibits out and then they told us of all the wonders that were to be seen inside the tent, and then they said, "You can come in folks for just 25 cents," and I thought this is going to be the biggest 25 cent bargain in my life, and I put up the money. I got my entry fee and I went inside the tent.

All I got to see inside the tent with my entry fee was the fat lady and all the other enticing things were behind the second tent, and to get in there there were additional fees.

Mr. LOESCH. User fees.

Senator CHURCH. And before I was finished I was broke.

The Congress sets up this Golden Eagle passport—it was to be an entry fee and the administrators very busily got to work figuring out all the things it doesn't cover and every year these things it doesn't

cover grow and if this continues, you are going to reach the point where we enter a national park with the Golden Eagle passport and you go 30 feet and you stop again and you will have a whole series of coupons, and then you will have to buy the coupons for everything you want to do because all of that will be special user fees, and in that way, administratively you can utterly defeat the intent of Congress, and to some degree you have already done this.

Now, you don't alleviate this problem with your individual permits. You compound it.

Mr. LOESCH. Senator, I agree that we propose, and that the Park Service and other bureaus are now using as part of their administration, user fees for particular specialized services and areas. I do want to point out that the user fee concept is clearly expressed in the original act in addition to the Golden Eagle itself, and I think perhaps what you are objecting to more than anything else is the proliferation of the user fees to more areas than perhaps originally had been contemplated.

Senator CHURCH. Not only that, but it is the question of what constitutes a highly developed facility that would justify a special user fee. There are clearly indications where the type of service necessarily requires a special fee—you have a special guided tour, you are going to hire a boat. These things require special fees. But in the administrative interpretation of what is highly developed and thus within the law, justifying an imposition of a special fee, this keeps broadening out all the time and its application is different from place to place. And, to the extent that it broadens out to the point of the ridiculous; If you want a table it is 25 cents, and if you want to use—

Mr. LOESCH. Yes. That is ridiculous.

Senator CHURCH. If you want to use the shower it is 50 cents, or maybe a dime. I mean that is the kind of thing, and the present law has given the administrators very considerable latitude. The complaint we get is that this latitude is being abused that the special user fees are being charged where they ought not to be charged and the passport is thus becoming less and less valuable to the passport holder.

Mr. LOESCH. In this connection, Senator, I have just been furnished some figures out of my briefing book here, which I should advert to. There are 2,300 campgrounds that we know of, actually designated campgrounds. Only 941 of these charge anything. Most of those are \$1 or \$2, and only 42 out of the entire 2,300 charge more than \$2, and those are highly developed, very specialized, and popular places.

So, I am somewhat doubtful of your position that administrative proliferation has really resulted in abuses. There could be isolated instances, I am sure, but none of us in the Department have any idea that there should be a charge for picnic tables or for basic sanitation improvements.

I have in my own mind a question as to whether or not, on account of a particular specialized use, which is not traditional, and I am thinking specifically of the snowmobile, where it becomes necessary to build rather expensive facilities, have rather costly maintenance of sanitation facilities in the wintertime and cleanup in the spring because of the great amount of litter that appears when the snow melts, there isn't a good reason we have for not making a special charge for

these vehicles even where they are regulated: even where we allow them. However, ordinarily on sanitation facilities, picnic facilities, basic access to water, to ramps, boats ramps, which are not mechanically assisted, and so on, I am right down the line with you on that. I don't think we should make this kind of a charge. I think the Golden Eagle passport itself should entitled a citizen to all of that.

Now, I have gotten away, Mr. Chairman—

Senator BIBLE. Why don't you proceed to the end of your statement.

Mr. LOESCH. I think we have probably covered my statement. I would like to have Director Hofe make his presentation of his analysis of how we got where we are on recommendations and so on. There are a few shots here that I think—

Senator BIBLE. I think I would be very happy to hear from Mr. Hofe and then certainly if there are any questions that occur, we can ask each of you questions.

Mr. HOFE. Thank you, Mr. Chairman.

Senator BIBLE. You may proceed.

Mr. LOESCH. One other thing, Mr. Chairman, I want to surface to you the fact that the statement you made in the record yesterday or the day before in connection with your bill to the effect that the Forest Service and the Park Service are opposed to the individual concept, I do want to surface the fact that our proposal is an administration bill. The Park Service and the Forest Service were fully consulted before the bill was cleared and as an official position, not speaking of individual reactions, both support the concept of the individual permits.

Senator BIBLE. Very well.

(The complete statement of Mr. Loesch follows:)

STATEMENT OF HARRISON LOESCH, ASSISTANT SECRETARY FOR PUBLIC LAND  
MANAGEMENT, DEPARTMENT OF THE INTERIOR

Mr. Chairman and Members of the Subcommittee. It is a real pleasure for us to be here today to testify on S. 1474, a bill "To amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes," on S. 1172 which would provide certain exemptions for citizens of the United States who are sixty-five years of age and older, and on S. 1228 which would essentially restore the Golden Eagle program to the Land and Water Conservation Fund Act.

This is a very important program which has had a longer and much more complex history than is generally realized. You may be somewhat surprised to know that the collection of recreation fees in the national parks actually predates the establishment of the National Park Service. Fees began to be collected in Mount Rainier National Park in 1908. By 1916, when the National Park Service was established, fees were being collected in seven of the major parks. Mr. Stephen J. Mather, the first Director of the National Park Service stated in his annual report of 1917, "Congress, while always willing to appropriate funds for the maintenance, protection and improvement of the National Parks, demands that those who use and enjoy these playgrounds shall contribute towards their administration and upkeep." I believe this has remained the basic policy of the Congress right on through to the present. But, it is important that the Congress and the Executive Branch reach firm, mutual understandings on the details of the implementation of that policy during this session of the Congress.

President Franklin D. Roosevelt's budget message to the Congress for the fiscal year 1941 announced the general executive policy that recreation fees would be collected in the "parks, national forests, historic monuments, and so forth . . ." Only the National Park Service reacted promptly and actually implemented this

policy on a major scale. Fee collection was already a well accepted policy in the administration of the Park System before the enactment of the Land and Water Conservation Fund Act of 1965.

Fees were collected at only a few national forest recreation sites prior to the Land and Water Conservation Fund coordinated fee program. No other agency was collecting recreation fees when this program was authorized. Thus, even though there is a very long history of collecting fees in the National Park System, the Land and Water Conservation Fund program did represent a major change in public recreation policy. Moreover, it should be recognized that this change was of a most sensitive nature.

The American people have regarded outdoor recreation opportunity as a free good since about the time Daniel Boone crossed over the mountains into Kentucky. This concept has been more myth than fact, but is a most persistent myth. It is also important to recognize that Americans are careful with their money. When they spend it, they expect to receive something in return. People have not been able to see any return from their recreation fees. When the Act was passed, fees began to be collected at thousands of locations which previously had been free. In most cases, these areas did not provide anything new in the way of facilities or management services. Our studies show that people overwhelmingly believe that fee revenue is to be used for better management of the area where the fee is collected. When there is no improvement in the area there is little opportunity to gain the support of the user for fee collection. The lack of authority for an adequate public information and education program has precluded efforts to help the public understand the purposes for which the Land and Water Conservation Fund was established.

Resistance to fee collection has been strongest in areas where there are many Corps of Engineers projects and very few other Federal recreation areas. Recreation fee collection was specifically prohibited by Section 4 of the Flood Control Act of 1944. There is no doubt that many people resented the repeal of this restriction and it became a major issue in the long legislative history of the Act. Legislation was introduced in 1966 and again in 1967 to exempt Corps projects from the coverage of the Act, however, no action was taken in either of these years. In 1968, the general program authorities were repealed by the provisions of Public Law 90-401, with effective date of March 31, 1970. Soon thereafter, special restrictions were again applied to Corps of Engineers projects by Section 210 of the Flood Control Act of 1968, Public Law 90-483.

Detailed discussion of this special legislative history relative to Corps areas is included in our report to the Congress. The point I would like to make at this time is that the Corps of Engineers manages many fine outdoor recreation areas. There cannot be a truly coordinated and uniform Federal fee collection program unless the Corps of Engineers is free to take part in this program on the same basis as other agencies. It is our firm belief that Section 210 should be repealed as provided for in S. 1474. While S. 1228 also provides for such repeal, the restrictive language it proposes with respect to fees at Federal lakes and reservoirs would extend the essence of Section 210 to all Federal water oriented recreation areas.

Action to restore the Golden Eagle Passport resulted primarily from thousands of letters requesting that the Passport be continued. It is somewhat a paradox and yet very much expected that the people who wrote most strongly for continuing the Passport are the same people now writing to object to the administration of the 1971 program. The Golden Eagle Passport was authorized by the Land and Water Conservation Fund Act only as an entrance fee. However, from 1965 through 1969 only a few Federal campgrounds were designated for user fee collection. Many people purchased the Golden Eagle Passport and gained a tremendous bargain by spending long periods of time using Federal campgrounds without payment of any additional fee. It is in fact hardly an exaggeration to state that some retired persons took up residence in Federal recreation areas at a rate of \$7 per year rent.

Because of the lapse in program authority between March and July of 1970, the Golden Eagle Passport was not issued last year. Individual agency annual permits were issued by the Forest Service, National Park Service, Bureau of Land Management, and Bureau of Sport Fisheries and Wildlife. These permits were priced at \$7 and were honored on a reciprocal basis. Other agencies collected fees during 1970 but did not offer any annual permit. Individual agency regulations defined these annual permits as user fees and allowed a credit of \$1 per day at developed camping areas. The legislative history of Public Law

91-308 reauthorizing the Golden Eagle Passport indicated that the Congress expected that the user fee authorities of the Land and Water Conservation Fund Act would be implemented. This has been done. From a total of more than 3,000 designated areas, about 940 developed campgrounds have been designated for collection of user fees ranging from \$1 to \$4 for overnight use of a developed campsite.

We have recently received by direct mail and by congressional referral many letters complaining about fees. These letters are primarily from retired persons who spend substantial amounts of time in designated fee areas. A number of such letters have suggested modification in the program which parallel those contained in S. 1172 relating to special policies for persons 65 and over. We recognize that fees which seem reasonable to most visitors and which are comparable with fees for similar facilities provided by the States and private enterprise may tax the means of many retired people. While we are generally opposed to exemptions for special categories of individuals, we recognized that the aged are the beneficiaries of a number of reduced fare considerations such as bus and rail fares. Accordingly, we would support either of the following proposals:

First, the general approach suggested by many of our correspondents who propose a lifetime golden age passport for retirees costing \$25 or \$30. However, we believe this passport should apply only to individuals 65 years of age or over.

Second, we could support legislative exemption of those individuals 65 years of age or older from payment of entrance fees as provided in S. 1172. For administrative reasons, we believe it would be desirable to require that these individuals have a current Golden Eagle Passport in their possession. However, the Passport could be furnished free upon presentation of proof of age.

We would be pleased to work with the Committee in developing suitable language to implement whichever approach you believe to be desirable. Director Hofe of the Bureau of Outdoor Recreation will present a statement discussing all of the major elements of the fee system recommended by the Department in its report of March 12 and as set forth in S. 1474. But, there is one aspect of the report that I want to discuss. This is the Departmental recommendation for a \$4 annual individual permit. This recommendation was made only after the consideration of several alternative fee systems. We quickly decided that there were two alternatives which merited detailed study. These were to continue the existing annual automobile permit program or to adopt the general land use fee recommended by the Public Land Law Review Commission. Although the Commission's report does not specify an individual permit, we believe an individual permit was intended since the owner would be subject to compliance checks at any time or place. We concluded that the administrative control which exists now or which could reasonably be established just was not great enough to allow equitable administration of a fee system applying to all Federal lands. But, we also concluded that the individual permit concept had advantages which the existing automobile permit could not match.

An individual permit brings the responsibility of the visitor to be in compliance with fee regulations very sharply into focus. Greater acceptance of individual responsibility for compliance should result in more frequent acquisition of permits in advance of visiting an area, a higher percentage of annual permit sales relative to daily permit sales, and greater use of spot checking of fee compliance. The individual permit also is adaptable to movement toward much more general designation of Federal lands for fee collection. Some wildlife refuges, scenic rivers, national trails, wilderness areas, and various other areas which would never be suited to an automobile permit may be suitable for designation as fee areas with an individual annual permit.

The \$4 price recommended in our fee report is slightly above the recommendation of the Public Land Law Review Commission. But, after review by all concerned officials, it was decided that \$4 is the price most nearly equivalent to the price of \$10 for an automobile permit. The individual permit will actually be cheaper for young families and for retired couples. It will be slightly more expensive for families with teenage children and for many groups of friends traveling together. Overall, we believe the individual \$4 permit and the \$10 automobile permit would result in approximately the same estimated fee revenues by fiscal year 1973.

One element of concern about the individual annual permit has been the mistaken belief that it would be required for all persons. Actually the permit would be required for persons 16 years of age or older. This practice is consistent with

established administrative practice and with our March 12 report on recreation fees. We recently received an inquiry from Senator Allott asking for information on this subject. If you wish, I will be pleased to provide our response to be made a part of the record at this point or for retention in your files if you prefer.

To be frank, I must admit we do not expect the transition to an individual permit to be free of problems. There will be occasions at some heavily visited national park where the individual permit will, at least at the start of the program, unduly delay the entrance of vehicles into the parks. When delays cause traffic to back up excessively, fee collection will be suspended at the entrance stations and spot checks will be used to ensure compliance. The self-service envelope system widely used by the Forest Service and to some extent by other agencies was worked out for use with an automobile permit. Some period of testing and innovation will almost certainly be necessary before self-service systems can again achieve their present levels of success. Retraining of administrative personnel and reeducation of the public also will be required. A good public information program will be vital to the transition to the new permit.

We believe our projection of \$25 million total fee revenue by fiscal year 1973 is realistic provided that authorities requested are made available and the full cooperation of the administering agencies is received. We are confident that the proposed new fee system has far more potential for increased long-term revenue production than the continuation of any system relying heavily on an annual automobile permit.

With your approval, Director Hofe will now describe the proposed new system, as exemplified by the provisions contained in S.1474. Then perhaps we can answer any questions you may wish to ask.

Senator BIBLE. Mr. Hofe.

Mr. HOFE. Thank you, Mr. Chairman. As the Secretary has indicated, we were asked by the Congress to survey the fee system and to make a report to the Congress on our recommendations. The purpose of my presentation today is to bring to you and to the members of the subcommittee the methods by which we went through the study and how we arrived at our recommendations and a brief explanation of them.

In our study, we established three objectives which we believe any fee system must meet to be successful. These are:

1. It must gain the support of the public;
2. It must receive the cooperation and support of the administering agencies, and
3. Be an improved source of fee revenue.

These objectives are not easily achieved. Good revenue performance at reasonable administrative cost depends on a high degree of voluntary public compliance with fee regulations. Voluntary public compliance, in turn, can only be achieved if the public understands the program and regards its requirements as reasonable. It is essential that uniform program administration be achieved among the administering agencies. However, it needs to be more widely understood that real difficulties are involved in obtaining a uniform program.

#### GENERAL CHARACTERISTICS

Our second chart shows the general characteristics of the recreation areas administered by each agency according to:

1. Responsibility for administration;
2. Access control; and
3. Land ownership.

The variations in the characteristics of the recreation areas result from policy and program differences which developed long before the start of the coordinated fee collection program and which are

relatively fixed by fiscal limitations. It would involve prohibitive Federal costs to provide direct administration of leased areas, to reconstruct roads to improve access control, to acquire private lands mixed with Federal lands, and to survey and mark the boundaries of all Federal lands. Agencies having direct administration, good access control, and consolidated land ownership have the least difficulty administering a fee collection system. Agencies which do not now enjoy these advantages have a difficult task in collecting recreation fees.

Senator BIBLE. Why don't you run down that chart and give us all the designations so that they are all clear?

Mr. HOPE. Reading across, the first agency is the National Park Service. The administration of their area is direct.

Senator BIBLE. I understand that part of it. I just wanted to know what the initials were.

Mr. HOPE. National Park Service, Bureau of Sports Fisheries and Wildlife, TVA, Corps of Engineers, Bureau of Recreation, Forest Service, and the Bureau of Land Management.

Senator BIBLE. Very well.

Mr. HOPE. With these objectives and administrative limitations in mind, we defined seven alternatives for fee collection which are listed on our third chart. Each agency was asked to evaluate each one. These alternatives are fully explained in part 3 of volume 2 of the departmental fee report. Each of the seven alternatives has some precedent based on previous fee systems, special reports, or legislation considered by a previous Congress. Alternative No. 5 essentially represents the program proposed in S. 1228.

I might add, Senator, that except for the proposed annual camping fee the first alternative is very similar to the provisions of your bill, S. 1893.

The evaluations of each alternative by each agency are also contained in part 3 of volume 2 of the departmental report. As Assistant Secretary Loesch has already stated, only two alternatives proved to have significant support and received detailed consideration in the final development of the fee report. These were: (1) to continue the fee program already authorized by the Land and Water Conservation Fund Act and (2) to adopt the fee recommendations of the Public Land Law Review Commission. We believe the system finally recommended captures many of the best elements of both of these alternatives. I plan to discuss the fee system recommended in three parts:

1. Recreation permits;
2. Designation of areas; and
3. Supporting features.

#### RECREATION PERMITS

Under the existing program, a person may purchase an annual automobile entrance permit or daily entrance permits valid for either an individual or an automobile. He may also be required to pay user fees either in addition to or independent from the payment of an entrance fee.

Under the proposed program, a person may purchase an annual individual permit or daily permits valid for either an individual or a carload of people. These permits are considered to be general or basic

recreation permits valid for both entrance to Federal recreation areas and for the use of many of the recreation facilities or services located therein. Supplemental fees would be required to be paid for certain facilities, or services involving exclusive use privileges, exceptional quality, or special investment. In all cases, these fees would be collected only in addition to the basic permit. Rates for supplemental fees would be compatible with nearby State and private areas offering comparable facilities and services. We also believe it would be desirable to have the authority to issue special permits for group use sites, specialized recreation vehicles, and other recreation uses. S. 1474 would authorize such permits.

The most obvious new element of the recommended fee system is the conversion to an annual individual permit. Such a permit offers a degree of flexibility that has long been needed in this program. By placing the responsibility for compliance with the individual, we can assure compliance through spot checks, thereby eliminating the need for personnel to be continuously on duty in many areas. Being on an individual basis, it would also serve as a basic permit for add-on supplemental permits. In the future, the individual permit could also be readily extended to other Federal lands not now designated, such as trails, scenic rivers, and wilderness areas where an automobile permit would not be practical.

The recommended price of \$4 for the annual permit will be a saving—

Senator CHURCH. Are you suggesting that as you expand the special permits that we stop charging people for going into wilderness areas?

Mr. HOPE. This could be. I think, Senator, we get to a point where there are perhaps three levels of participation in outdoor recreation. There are those activities for which we would all agree there should be no charge whatsoever.

Senator CHURCH. What would those be under your program, those no charge?

Mr. HOPE. The easiest one to give you an example is an overlook on the side of a road.

Senator CHURCH. You are not going to charge for viewing?

Mr. HOPE. That is right.

Senator CHURCH. Well, that is generous. What are the special investments that we have made in the wilderness? When we passed the Wilderness Act the purpose was to let everything grow in nature, not to build any roads, any trails, not to build anything. So what is the highly developed privilege or opportunity that is being given to the person who is now going to be charged to go into a wilderness?

Mr. HOPE. Senator, I don't believe that we would have, of course, any highly developed facilities, which would be in the supplemental fee area. What we might be doing in the future is that the Golden Eagle permit, the entry permit, would be a requirement to partake of the recreation which has been provided by the Federal Government through their capital investment in lands and the maintenance of whatever ancillary facilities might be necessary. I don't envision a supplemental fee, as you indicate, in a wilderness area where there is no exceptional investment at all.

Senator CHURCH. We got that land, most of it, for an exceptionally small price: \$15 million for the Louisiana Purchase, which takes care of half the rest. You know, if the city of Boise, Mr. Chairman, wanted to run its parks on the basis of this kind of a fee system, there would be rebellion in the streets. The mayor would be run out of town. The city of Boise, and most other cities I know, invest quite a lot of public money in buying and developing and furnishing recreational facilities, picnic tables, sanitary facilities, all kinds of swings and slides, and even a zoo.

The notion that people would have to pay an entry fee to get into the park to do this or do that and then supplementary fees and then special permits on the theory that you have advanced, namely: That it is time for recreationists to pay for recreation, would be—I mean, it is not conceivable, and yet you come here to us and say this is how the Federal Government should run the public domain.

Do you know of any city that has anything comparable to this in connection with recreational facilities furnished the people of the city? Can you name us a community that operates its parks on this kind of a basis with annual passports and daily individual permits and supplemental fees and special fees?

Mr. LOESCH. Certainly I can, Senator Church. In the first place there are a number of communities, to use your illustration of the zoo, which charge entrance fees to their zoos. There are a number of cities to my knowledge which furnish free tennis courts, but which have coin boxes to put money in when you want to use them at night and lights are furnished. I mean, this is the sort of special service that we are talking about; isn't it?

Senator CHURCH. But, look, we have had entry fees for our national parks for a long, long time, and I am not challenging that and I am not challenging the charge that is made for going to—for bringing a trailer into a lot that has been paved, and you are going to plug into an electrical device and hook up to a sewer system that has been provided. Obviously there is here a highly specialized developed area for which a fee can be justified.

But, when you start talking about imposing a fee to enter a wilderness area, I don't think you have any idea of the kind of enforcement problems you are going to have with the number of policemen that you are going to have to hire and deputize to run that system.

Mr. LOESCH. Senator Church, if I may speak to that, you have said that there is great public support for the Golden Eagle program. Now, we agree. We believe that under any circumstances the Golden Eagle concept should be continued.

Now, the question we are addressing here first, seems to me to be whether that the Golden Eagle program should be on a carload or on an individual basis. Now, there is no difference in philosophy.

Senator CHURCH. But the Golden Eagle program as it is presently administered, at least as it was intended by Congress was to give people an opportunity to pay on an annual basis a fee that they heretofore had to pay each time they entered a national park. It was an alternative. It was not meant to provide a basis for expanding the whole fee system.

As envisioned by the Congress, I remember well when the bill came to the Congress that the idea was if people, particularly older people who make considerably more use of our parks, if they want to pay annually for the entry right, they could buy the passport or otherwise they would have to pay each time they entered the park.

So that is an entirely different thing from this. Look what it is leading us to. It is leading us into a case where you won't be able to stand up or sit down or take 10 steps without wondering if you have paid the proper fees and have the proper permit.

Out in my State 64 percent of the land is Federal land. We have wilderness areas that are bigger than Rhode Island and Connecticut and part of Massachusetts combined. How are you going to police a system that requires the people of Idaho to pay you a fee to go onto that land, to enter that land? You are going to have boundaries to patrol that in their entirety, would be larger than the national boundaries separating this country from Mexico and Canada.

Mr. LOESCH. Senator Church, I want to reiterate the fact that the administration proposal does not say either that you are going to have to have a Golden Eagle permit or that you are going to have to pay a user fee unless the administering agency designates that area as a place where these fees should be charged.

Senator CHURCH. Already we have had testimony to the effect that we can expect wilderness areas to be so designated.

Mr. LOESCH. No, sir. I don't think any of the agencies contemplate that. It was mentioned in Mr. Hofe's speech. So far as I know neither the Forest Service nor the BLM, which in the case of Alaska, probably would have designated wilderness areas under its wing, are presently proposing fees in these which has wilderness areas under its wing. To my knowledge the BLM certainly hasn't designated any such area as even requiring a Golden Eagle permit and has no plans so to do.

Senator BIBLE. Will the Senator from Idaho yield?

Senator CHURCH. Yes.

Senator BIBLE. I am just wondering how that squares with your own statement where you say:

Some wildlife refuges, scenic rivers, national trails, wilderness areas, and various other areas which would never be suited to an automobile permit may be suitable for designation as fee areas with an individual annual permit.

What does it mean? It means that in the future——

Mr. LOESCH. It means that they could be considered for that purpose.

Senator BIBLE. Well, that is where you get in trouble.

Mr. LOESCH. I don't think that is so, Mr. Chairman, if I may argue with you for a moment.

Senator BIBLE. You will catch us in a moment when we are not watching you carefully and the first thing you know we will be paying a fee to get into the great wilderness areas in the State of Idaho. We are not going to stand for it. We will solve that problem quickly, but I want to just bring up another point, another point that continues to bother me.

We had a very exciting proposal from the Park Service, one of the finest proposals that I have heard in recent years, the Gateway National Recreation Area. It is going to take in Sandy Hook in New

Jersey and Jamaica Bay and Floyd Bennett Field and Breezy Point. It is going to be a tremendous area. The cost of land acquisition will be very modest, but the cost of development will be \$100 million in a period of the next 20 years, and in the next 5 years the cost of development will be \$70 million, and the testimony there was very emphatic and very positive.

It is a big area. We don't plan on charging anybody anything for coming in and using it. I am wondering how you draw the distinction. I think that is good. I don't think you should charge up there. I think those are the parts of the services that we ought to pay back to our people.

Senator Moss. If I may get in on this colloquy, I am having a hard time sitting still. It seems to me that the thrust of this Government ought to be to encourage our people to use to the maximum degree the Federal lands and that is the reason we set them aside. That is the reason we create wilderness areas and the reason we have parks and recreation areas. It is to benefit our people; to get them to use these recreation areas; to go outside, get the recreation and all the rest that comes with it; whereas, when you start charging fees to go in there, you are taking exactly the other course. You are beginning to restrict and inhibit and discourage use. And I think that is what the chairman was saying, talking about this great Gateway plan.

The reason all of us think it is a great plan is, it is close to New York and this congested area up there where people live in city surroundings and here is one place to encourage them; to give them someplace to get out of the city and enjoy some of the recreational possibilities on the seacoast there.

If we started charging them \$4 a year or \$2 a year or 25 cents each time to come in, we probably would cut off 50 or 80 percent of those people even coming down there. And the administration bill is almost impossible, as I think the Seantor from Idaho was trying to stress, and that is what is bothering me.

I voted for the Golden Eagle passport simply because we have had a tradition for a long time of entrance fees into our national parks and I thought it would be expanded this way to encourage people, just sort of a habit, almost, at the beginning of a year to buy a passport, put the speak on the car, whatever they had to do, so from then on they didn't have to think about whether they had a problem of driving into a national park or recreation area or reservoir site or anything else. That was taken care of for that year.

Now, it seems to me we are stepping over into other areas where a person will have to consider every time he is going to go someplace whether he is going to have to have the right kind of a fee permit on his person or pay it when he gets there, and I think we are taking the wrong direction. We are inhibiting the use of our beautiful areas rather than promoting their use by all of our people.

Mr. LOESCH. I want to return for a moment to the basic concept of this whole thing, Senator Moss.

If you are objecting to the Golden Eagle entry permit as a philosophy and saving it should all be free, that is, of course, within the prerogative of the Congress to determine. But I don't see the difference from a philosophical standpoint between having a car permit and an

individual permit if you accept the premise that some kind of entrance permit is appropriate. Then it becomes a question of how it should be administered, what level it should be, and what benefits it confers. And that is really all.

Senator Moss. Well, I think the principal difference is simplicity of administration. If you are going to have individual permits then you are going to have to have spot checks, as was indicated, or some way or another asking a person to fish out a permit and show it where he may be wearing his fishing gear or something else within the park or recreation area and he may not have it on him. Whereas, on the automobile permit there is just one place and that is the entrance and a person comes through there and he has got it; he is through and with no fuss or muss, and the administration is relatively simple.

But, if you are going to have to have people spot checking around in the area all the time as well as at the entrance, it is just going to multiply the administration vastly with a lot of ill will, ill feeling, and a lot of difficulties.

Frank Church said rebellion in the streets. Well, there would be that kind of resistance to people out there if they were checked within a recreation area by someone wondering around, even if he had a uniform and a badge on. It would be terrible.

Mr. HOFE. Senator, if I may, in reply to that, many of these areas are not within the national park system. They are within the other managing agencies where access control and gates are not the rule; they are the exception. So that assessment of a passport, whatever kind it might be, is not an entry gate but by spot checking at the present time.

The Park Service, of course, is the one example, probably the best we have, of access control. The Forest Service, with the checkerboard ownership pattern in the national forests, with uncontrolled access from many points and if they were controlled, the administrative cost would be prohibitive, is a different situation and these constitute the majority of cases so that we are now in a spot-check situation in many areas.

Senator BIBLE. Might I just ask a question which I have been meaning to ask you, Mr. Hofe, or maybe the Secretary, whoever speaks for the National Park Service: how much revenue do you take in for the National Park Service's use by virtue of the Golden Eagle program? Just limit it to the NPS. That is where you have the manned gates and it is the only one where you show you have manned gates. Many of these other agencies are not under your jurisdiction Mr. Secretary. Some are, but that is the main one: NPS. How much did you take in, that was used by the National Park Service from the Golden Eagle program? What is the dollar volume?

Mr. HOFE. The total dollar amount for the NPS for permits during fiscal 1967 through 1970, was \$7,816,000.

Senator BIBLE. 1967 through 1970. You took in a total of how much money?

Mr. HOFE. \$7,800,000 on the permits.

Senator BIBLE. That is fiscal years 1967, 1968, 1969 and 1970. That is 4 full fiscal years.

Mr. HOFE. That is correct, Mr. Chairman.

Senator BIBLE. How much money did it cost you to man the gates and put the guards on and do the policing of the NPS lands that were within that—used by NPS?

Mr. HOFE. Mr. Chairman, with regard to—I don't have the precise figure, but with regard to all of the agencies the estimate is that the cost of collection overall on the average is 15 percent of the revenues received.

Senator BIBLE. You only spent 15 percent of \$7.8 million in those 4 years?

Mr. HOFE. I will check the records. I can't say that that applies specifically to the Park Service. This is across-the-board 15 percent. Now, the Park Service may be less.

Senator BIBLE. The reason I asked the question is that I was always of the opinion that it cost you almost as much to administer as you take in in revenue. Maybe I am wrong.

Mr. LOESCH. Mr. Chairman, if I could put in a word here.

Senator BIBLE. Qualify it.

Mr. LOESCH. In figuring the cost of collection there was also included the fee revenue. Now, what Mr. Hofe had been referring to is strictly the permit revenue. The permit revenue, 1967 to 1970 for all agencies charging such permits was \$17.3 million. In the same period of time user fee collections for the same agencies amounted to \$23.4 million, for a total somewhere around \$40 million, \$40.7 million to be exact. I believe it is on that basis that the 15 percent is figured.

Senator BIBLE. Very well. I thought it cost you more to administer than you indicated. I haven't had a chance to qualify the figures. I don't know what figures you put into the administrative costs.

Senator HATFIELD. Mr. Chairman, may I follow through? I would just like to get the nomenclature correct here for my own understanding. When you say it takes 15 percent to collect, do you mean by that, just purely the collection activity? Issuing permits and receiving fees for the issuance of such permits? Is that what you mean by 15 percent utilized here for collection?

Mr. LOESCH. Yes.

Senator HATFIELD. The chairman asked the question a while ago: What does it cost to administer these manned gate areas? You have to have someone there at the gates. You have personnel; you have police; you have cleanup; you have all other types of personnel. What does it cost to administer these areas in relation to the amounts that you take in from the permits that are issued to utilize these areas? I believe that is what the chairman was trying to get at.

Mr. LOESCH. Well, Senator, in figuring the collection costs for which we have given you an average of 15 percent, that includes the appropriate proportion of salaries for the collectors. Obviously it doesn't include the entire administration of the park areas.

Senator HATFIELD. No; that is right.

Mr. LOESCH. Cleanup costs and so forth.

Senator HATFIELD. That is my question: What does it cost to administer these areas?

Mr. HOFE. Senator, the National Park Service in its request this year, this fiscal year, has requested \$58 million for management and

protection of its areas. Collections, of course, are much less than that; about \$7 million by the Park Service over the last 4 years from annual permits.

Senator HATFIELD. Well, permits. But then Mr. Loesch added these other things which brought it up to \$41 million.

Mr. HOFE. That is for all of the agencies, and the figure I gave you, the one I have before me is the request of only one of the agencies, the National Park Service.

Senator HATFIELD. Let's make sure we are getting the apples together with the apples and the oranges together with oranges. Can you give me a simplified statement here as to the area that up here is called "manned gates area," which is your access control under manned gates. Do you see that on that chart of yours?

Give us the figure that you have taken in from those manned gates under fees and other charges that are made and the cost that it represents to administer the total administration of those same areas. Can you give us a comparison of those two simple figures?

I think, Mr. Chairman—

Senator BIBLE. Correct. I think that is important.

Mr. HOFE. Senator, I believe we have those figures. They are not before me. With your permission and the Chair's permission we can supply those for the record so that we are precise in the answer.

(The material requested follows:)

The question posed was interpreted as relating to areas having manned gates; thus, the tabulation that follows relates entirely to areas administered by the National Park Service. It must be recognized that total operating costs include all costs associated with the protection, maintenance, and interpretation of the park. Thus, this would include fire protection, law enforcement, maintenance of buildings, roads, and trails and interpretative services, as well as fee collection. Thus, it can be seen that the cost of fee collection represents only a minor portion of the overall operating costs. As stated in the Departmental testimony, the agency statistics indicate that fee collection costs average approximate 15 percent of the fees collected.

ENTRANCE FEES, OTHER RECREATION FEES, AND OPERATING COSTS OF AREAS OF THE NATIONAL PARK SYSTEM  
WITH ENTRANCE STATIONS, FISCAL YEAR 1970

Area	Total fees collected	Total operating costs
Appomattox Courthouse NHP	15,154	115,200
Assateague Island NS	2,606	453,200
Aztec Ruins NM	14,432	1,775,600
Bandelier NM	18,880	234,600
Black Canyon NM	23,175	67,900
Bryce Canyon NP	43,828	* 1,313,700
Cape Cod NS	141,433	726,500
Capulin Mountains NM	2,918	86,800
Casa Grande Ruins NM	18,480	103,800
Chiricahua NM	2,971	* 183,800
Colonial NHP	68,750	805,600
Colorado NM	11,495	175,500
Crater Lake NP	84,313	690,300
Craters of the Moon NM	16,358	145,650
Devils Tower NM	25,307	104,850
El Morro NM	4,779	* 678,700
Everglades NP	133,720	1,381,950
Fort Davis NHP	11,528	153,450
George Washington Birthplace NM	387	* 445,900
Glacier NP	149,338	1,805,900
Golden Spike NHS	994	110,900
Grand Canyon NP	316,582	* 1,530,100
Grand Teton NP	188,075	1,156,200
Great Sand Dunes NM	23,386	133,400

ENTRANCE FEES, OTHER RECREATION FEES, AND OPERATING COSTS OF AREAS OF THE NATIONAL PARK SYSTEM  
WITH ENTRANCE STATIONS, FISCAL YEAR 1970—Continued

Area	Total fees collected	Total operating costs
Lassen Volcanic NP.....	72,629	671,000
Mesa Verde NP.....	104,766	(1)
Montezuma Castle NM.....	57,853	580,500
Mount Rainier NP.....	146,415	1,505,400
Petrified Forest NP.....	183,264	490,200
Pinnacles NM.....	18,607	195,200
Rocky Mountain NP.....	328,717	* 1,584,300
Saguaro NM.....	385	310,800
Scotts Bluff.....	9,033	86,700
Sequoia-Kings Canyon NP.....	241,416	1,966,800
Shenandoah NP.....	324,058	704,820
Theodore Roosevelt NMP.....	33,380	342,400
Tonto NM.....	6,185	61,700
Tumacacori NM.....	15,958	84,100
Tuzigoot NM.....	13,235	(7)
Walnut Canyon NM.....	16,883	(7)
Whiskeytown NRA.....	16,588	* 393,550
White Sands NM.....	63,688	184,200
Yellowstone NP.....	354,971	4,052,750
Yosemite NP.....	515,847	<sup>10</sup> 2,500,950
Zion NP.....	122,947	(2)

<sup>1</sup> Total operating costs are for the following areas: Aztec Ruins NM, Mesa Verde NP, Hovenweep NM, and Yucca House NM.

<sup>2</sup> Total operating costs are for the following areas: Bryce Canyon NP, Capitol Reef NM, Cedar Breaks NM, Pipe Spring NM, and Zion NP.

<sup>3</sup> Total operating costs are for the following areas: Chiricahua NM and Fort Bowie NHS.

<sup>4</sup> Total operating costs are for the following areas: El Morro NM, Canyon de Chelly NM, Chaco Canyon NM, Hubbel Trading Post NHS, and Navajo NM.

<sup>5</sup> Total operating costs are for the following areas: George Washington Birthplace NHS, Fredricksburg and Spotsylvania NMP.

<sup>6</sup> Total operating costs are for the following areas: Grand Canyon NP and Marble Canyon NM.

<sup>7</sup> Total operating costs are for the following areas: Montezuma Castle NM, Tuzigoot NM, Walnut Canyon NM, Wupatki-Sunset Crater NM.

<sup>8</sup> Total operating costs are for the following areas: Rocky Mountain NP and Shadow Mountain NRA.

<sup>9</sup> Total operating costs are for the following areas: Whiskeytown-Shasta-Trinity NRA.

<sup>10</sup> Total operating costs are for the following areas: Yosemite NP and Devils Postpile NM.

Senator HATFIELD. I think that would be good because, in following up the chairman's comments where he said he was under the impression it cost more to administer than that we are actually getting from such resources, I think for the record this ought to be supported or substantiated because I have been under the same impression that the chairman has been under. Yet, with the figures we are getting at this point I am a little confused as to how we are comparing the costs with the fees we receive.

Mr. LOESCH. We have broken down the income from the permits at the manned gates.

Now, we also have as a separate figure the amount of money collected by each of these agencies, including the Park Service, for its user fees at areas generally inside these entry gates that we are speaking of. Now, you want only the entry fee figures.

Senator HATFIELD. No. I personally, and I only speak for myself at this point, would like to have the total intake of fees, both at the gate and inside these areas, that we are able to take in from what is called the revenue side.

Then, to keep it strictly correlated, I would like to know about the total costs of administering those same exact areas to get a relationship between intake and outgo.

Mr. LOESCH. Right.

Senator BIBLE. You may proceed, Mr. Hofe. It is my intention—we have other witnesses, and obviously this is a very interesting subject as well as a very complex problem. I would like to complete your testimony this morning. We still have Dr. Crafts with us. We have Mr. Spencer Smith, Mr. Pankowski, and Mr. Humphreys, and it will be my intention to recess just shortly after noon. Maybe just as soon as we finish with you, recess until 2 o'clock this afternoon to complete the balance of the testimony.

Why don't you complete your testimony. The other witnesses, if I read them correctly, are all Washington based, so there is no hardship on them. If there is anybody out of the city, it would be a different problem. It doesn't appear to be so.

You may proceed.

Mr. HOFE. Thank you, Mr. Chairman.

The recommended price of \$4 for the annual permit will be a saving to young families and retired couples. The cost to families with teenagers 16 and over and groups of friends traveling together will increase slightly. We believe the recommended price is on the average about equivalent to the existing \$10 carload permit.

A good deal of the confusion resulting from the present fee program involves user fees. Sometimes these fees have been collected in addition to entrance fees and sometimes as an independent fee. We believe the recommended system of supplemental fees will be much more readily accepted by the public because they will be collected only in addition to the basic permit and only when some extra services or facilities clearly warrant such a charge.

We believe that special fees can reasonably and acceptably be collected for a variety of special situations. Special use charges have been collected at areas set aside for organized group use without difficulty. Special fees will be continued for these areas at rates generally the same as previously applied under group rate user fees. As you know, specialized recreation vehicle use—such as all-terrain vehicles and snowmobiles—on public lands is increasing at a very rapid rate and already is the source of many management problems. It may become desirable to establish special fees in order to control such use. Since these fees would be new, objections from users of such vehicles must be expected. The Department has begun a special study of recreation vehicle use of Federal lands. The development of fee collection policies will be an important aspect of this study.

#### DESIGNATION OF AREAS

The second basic element of the fee system is the designation of areas for fee collection.

We propose that fees continue to be limited to areas which are federally developed and administered for recreation.

Under the existing program there has been a requirement of law that designated areas be administered primarily for recreation. Any attempt to apply this requirement in a strict sense would have made the program inoperable. Recreation is typically only one of many purposes served by Federal land and water resource areas. Only areas authorized as national recreation areas may be truly considered to have recreation as the primary purpose. In the recommended program fees could be collected in any Federal area receiving sufficient recrea-

tion use to make collection of fees administratively and economically feasible.

The Department of the Interior has been assigned responsibility for overall coordination of the fee program. The Secretary has issued the necessary implementing regulations. Under the proposed program, the Secretary would continue to have the responsibility for establishing criteria for the designation of areas.

Both the existing and proposed fee programs provide for actual selection of designated areas by the administering agency. We believe that only the administering agency is in a position to determine administrative and economic feasibility. The Secretary of the Interior would, of course, have authority to review designations.

#### SUPPORTING FEATURES

A permit system and list of designated areas do not make a fee collection program. Our final chart lists several supporting features which are essential to the successful implementation of the recommended fee program.

Recreation fee collection is governmentwide in scope. Under the existing legislation final coordination authority resides with the President. The authorities of the Secretary of the Interior and of other agency heads are based on Executive order and appropriate delegations of administrative responsibility. This same type of chain of command is proposed to be continued.

Revenue from recreation fees now goes to the general account of the land and water conservation fund. We propose that this practice be continued. Very serious consideration was given to recommending that fee revenue be returned to the collecting agency for any authorized recreation purpose or to recommending that a percentage be returned to compensate costs of collection. Both of these alternatives were rejected because there may be little direct relationship between an agency's financial needs for various administrative functions and the amounts of fee revenue generated.

The Land and Water Conservation Fund Act provided a penalty for violation of fee regulations and defined the U.S. commissioners—since replaced by U.S. magistrates—as the proper judicial official for imposing this penalty. The act did not provide authority to arrest a violator. The recommended legislation provides for complete enforcement authority similar to that provided for in various fish and game laws. Under the proposed fee system a visitor will be expected to obtain a permit prior to being contacted by enforcement personnel. Adequate enforcement authority is essential to successful implementation of this policy.

The declaration that it is the responsibility of the visitor to secure a permit places an obligation on the Federal Government. The success of the proposed program is contingent upon an active information program so that visitors fully understand their responsibility to secure a permit and understand the various permit options provided in the system. New authorities are recommended for advertising and promotional activities in order to create greater public awareness of the fee program and to achieve these understandings among the users of Federal areas.

Another obligation of the Government is to make recreation permits conveniently available to the public. This cannot be done if sales outlets are limited to Federal offices. We propose that authority be available to pay a sales commission up to 10 percent to non-Federal interests willing to sell the annual recreation permit. This authority would apply to both private and non-Federal public agencies. However, as a matter of policy, we would not pay a commission to any public agency already sharing in the benefits of the land and water conservation fund grants-in-aid program. Under the proposed legislation amounts deposited to the fund would be net of amounts needed to pay these commissions.

It is important that the symbol of the Golden Eagle passport not be used in any way misleading to the public. The Federal agencies are committed to the policy of not using the standard Golden Eagle symbol in connection with any other program. As the program becomes increasingly better known it will be increasingly important to protect the symbol used on the passport and at designated fee areas from unauthorized non-Federal uses. New authorities of the type already protecting the Smokey Bear and Johnny Horizon symbols are recommended to provide similar protection for the Golden Eagle symbol.

This description of the major elements of the recommended fee program concludes my formal statement.

Mr. Chairman, I have typed copies of the charts available for inclusion in the record, or for your files, as you might wish.

Senator BIBLE. Yes. We would like to have them and we will make a determination as to whether we do incorporate them in the hearing record or not.

Senator Moss. Well, I don't believe I have any more specific questions at this time, Mr. Chairman. In the colloquy we engaged in I expressed my grave doubts and obviously some of these provisions are desirable as being able to acquire permits readily and that—a promotion system I still think that the source is wrong, that we are on an exclusionary rather than a promotion course of getting people into our recreational areas, and I would rather look for the money elsewhere than the fee system.

Senator BIBLE. Senator Hatfield.

Senator HATFIELD. Mr. Chairman, I have no substantive questions except one technical question, perhaps to ask Mr. Hofe.

You stated in the letter to Senator Allott the 16-year-old rationale based on a regulation I think that you have within your agency. Do you think that in the proposing of new legislation that the age factor at the lower end of the spectrum should be set, or how do you justify the use of a 16-year-old as a cutoff date?

(The letter referred to follows:)

U.S. DEPARTMENT OF THE INTERIOR,  
BUREAU OF OUTDOOR RECREATION,  
Washington, D.C., April 28, 1971.

HON. GORDON ALLOTT,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR ALLOTT: We are pleased to respond to your letter of April 1 regarding the Department's recommendations for a new Federal outdoor recreation fee program.

Under the existing Land and Water Conservation Fund program, fees are not required to be paid by persons who have not reached their sixteenth birthday. This practice is not required by the law, but is consistent with assurances contained in the legislative history of the original authorizing legislation. Specific provisions on this matter are contained in section 18.12(j) of the current fee regulations, a copy of which is enclosed for your reference.

In recommending changes in the Golden Eagle program, we plan to continue current practice of requiring payment of fees by persons sixteen years of age or older. We believe persons of this age are responsible enough to be held accountable to pay the required fees and to be subject to penalty in event of their failure to do so. The report of the Department states in the third paragraph, page 8, volume 1, that the new \$4 annual individual permit will be required of persons "... who have attained their sixteenth birthday."

Careful consideration was given to placing this restriction in the recommended draft legislation. There were two reasons for its omission. First, the present method of exempting persons under sixteen years of age in the fee regulations has been satisfactory and is in keeping with the fact that this exemption is based on legislative history rather than through the authorizing statute. Second, ever increasing numbers of young people are traveling alone to public recreation areas and at increasingly early ages. Although we welcome the attraction these young people feel toward the Nation's outdoor recreation areas, occasionally they have assembled in large groups for such purposes as rock festivals and motorcycle races. These activities have created frequent problems for other visitors and area administrators. We believe there should be the flexibility to require fees of persons somewhat under the age of sixteen if experience indicates that such practice would result in a desirable measure of control over public use. Of course we would not change our existing and proposed administrative practices without first consulting with the appropriate committees of the Congress.

We sincerely hope this explanation provides the information you are seeking. It is by no means our intent to price recreation out of reach of large families. In fact, for young families and for retired persons the cost of the proposed annual individual permit for all members of a family required to possess a permit will be below the cost of the existing \$10 annual automobile permit. For the average of all groups entering by automobile, we believe the prices of the two types of permits are essentially equivalent.

Sincerely yours,

G. DOUGLAS HOFE, Jr., *Director.*

Mr. HOFE. It is our recommendation that it be set by regulation. The age of 16 is perhaps the most common age in the fish and game laws. I know that the States vary. But 16 seems to be the most common for a consensus.

Senator HATFIELD. Why do you prefer to see it set by regulation rather than in the law itself?

Mr. HOFE. To give us the flexibility that you may be alluding to. We would like to see that 16 is the proper age. It might be a different figure; it may be 17. Drivers' licenses are 16. This is, of course, open to a value judgment.

Senator HATFIELD. Well, I was just sort of getting at the correlation here to the upper end. We are talking about ages as far as certain exemptions for the older people go; age 65. We use ages here. In the other spectrum why not complete the whole legislative package here if we are going to set age cutoffs at the lower end. That is the only point I was raising.

Mr. HOFE. It could be set in the statute. I think that 65 is perhaps a figure accepted across the board in terms of the upper, whereas 16 is not; in my home State it is 18 before you can have a driver's license, and this kind of thing.

What I am saying is the lower age is subject to variation. The other one: 65 is accepted.

Senator BIBLE. Thank you, Mr. Secretary, and thank you, Mr. Hofe. I am still a little puzzled under your theory of: What do I get when

I pay this individual \$4 annual permit. That is simply an entry fee; isn't that right?

Mr. HOFE. Yes, sir.

Senator BIBLE. It doesn't cover any user fees?

Mr. HOFE. No, sir. And there has been confusion in the terms of "entrance," and "user". This permit, whether it be a carload or individual, entitles the holder, A, to enter a designated area, and B, make use of certain facilities that all of us would agree do not require substantial investment—the picnic table; the sanitary facilities, this kind of thing.

Supplemental fees, as we are suggesting they be called, would be charged in addition to the recreation permits, for the developed campsites and this kind of thing.

Senator BIBLE. But I don't get that for that \$4.

Mr. HOFE. No.

Senator BIBLE. That is somewhat the thrust of the bill I have, is to try to once and for all make it very clear what you get and what you don't get when you go into one of these areas, and I wish you would give some continued study to my suggestion. I don't know whether the price put on my bill is right or wrong or whether it should be more or whether it should be less, but I also am striving for—we are all striving, as I see it, for some simplicity or some resolving of this managerial problem that we have and that you people have so that in the final analysis everybody understands it.

Mr. HOFE. Agreed.

Senator BIBLE. We are all headed in the same direction, but maybe we should work together to get it resolved.

Mr. LOESCH. One remark; I have devoted some considerable time to this question in the last few months. I do not recollect in any of the meetings that I went to having heard surfaced the idea of an annual sort of Super Golden Eagle camping permit which appears in your bill, and I think that is a very good idea and it bears a lot of thought by us, and we certainly will give it thorough consideration.

Senator BIBLE. Study it very carefully. We will have a continuance of these hearings in about a month. We are going to hear the other four witnesses this afternoon at 2 o'clock. We stand in recess.

(Whereupon, at 12 m., the hearing was adjourned to be resumed at 2 p.m. this day.)

#### AFTERNOON SESSION

Senator BIBLE. Our first witness this afternoon is Dr. Crafts.

#### STATEMENT OF DR. EDWARD C. CRAFTS, PRIVATE CONSERVATION CONSULTANT

Dr. CRAFTS. Mr. Chairman, I would like to have my statement appear in full in the record.

Senator BIBLE. Without objection; that will be ordered.

Dr. CRAFTS. I will skip the initial paragraphs.

I appear before you in favor of a Federal recreation fee program, but in opposition to the fee proposal of the administration's bill, S. 1474.

I might say, Senator, that I was not aware of your bill until this morning and I haven't had a chance to study that, so I am not prepared to comment on your bill at this time.

Senator BIBLE. Very well. When you complete your study let me know what you think about it.

Dr. CRAFTS. There are three basic approaches to Federal recreation fees. The first is no fee at all, which has been the custom in the past until recent years, except in certain units of the national park system.

Second, an annual recreation fee to be charged each individual for the recreational use of any Federal land, much as hunting and fishing licenses are sold and monitored, and this was the Public Land Law Review Commission recommendation. It is also the essence of the administration's bill which modified it to apply to designated areas to include daily fees in lieu of or supplemental to the annual fee.

The third approach is an annual recreation fee per carload for entry into and use of designated Federal recreation areas during specified seasons.

The latter is the system used in connection with the Golden Eagle program in the past.

I might point out, Mr. Chairman—and this is on some of the discussion this morning—that Interior's report to the Congress relied on Public Law 91-308 stated:

The Federal agencies administering public lands providing recreational opportunities before which payment of a fee is required have expressed support for and prefer to continue a system with many of the characteristics of the present fee system.

In view of this it is odd why the report said one thing but the legislation said something else and I think I am right in saying from what I know of the views of the several agencies involved that they are, all of them, opposed to the administration's position if they were allowed to say so.

The fee per carload has certain advantages such as being easier to administer during peak seasons as was recognized in Interior's report, and has been in effect for several years, and is becoming well understood by the general public. It is desired by the recreational uses of Federal lands as demonstrated by the requests to extend the Golden Eagle when it temporarily expired a year or so ago.

Also, because most recreational users arrive by car rather than by foot, it is much simpler administratively to charge by carload rather than to check the passport of each individual riding in each car, which could result in colossal traffic tieups.

In wilderness areas or wild rivers where foot or horseback travel is the means of entry, charge, if the areas is designated, should be on a daily fee per person basis.

Rather than flyspeck—

Senator BIBLE. Either that or wouldn't it make sense in areas like that to have it completely free?

Dr. CRAFTS. Yes. If you will notice, I said "if designated." Pardon me, sir. It is not in the—

Senator BIBLE. I didn't see any qualification.

Dr. CRAFT. No, but I said it and this was left out by error.

Senator BIBLE. All right.

Dr. CRAFTS. I think in some cases, rather than talking to the details of the various bills before the committee, it might be more helpful to describe for you a pattern which I think would make sense. I might say also that I think where there can be as many individual different situations such as were illustrated by some of the questions this morning, it is important for the committee if it continues a fee program at all, to seek a fairly simple approach and to seek some common denominators. Otherwise, forget the whole thing.

Also, the first thing I would suggest would be to eliminate in any forthcoming legislation continuation of the confusing terminology between admission and user fees. Substitute in lieu thereof, a basic annual recreation fee supplemented in some circumstances by an additional daily fee.

At the visitor's choice, or when travel is not by car, rely entirely on a daily recreation fee, and in the latter regard I tend to agree with the administration.

Second, do not grant lifetime fees for elderly persons nor exempt them entirely as proposed in certain House bills or Senator Cannon's bill. Questions of exemptions of the aged, or special groups, such as Boy Scouts, veterans, the clergy, disabled persons, have come up repeatedly ever since the Golden Eagle was instituted. Once exemptions are granted for any special recreational group, a Pandora's box is opened, and I know when I was administering the land and water fund we were continually approached by groups such as those I have enumerated here to seek exemptions for them, not just the aged.

The Golden Eagle itself is a cutrate fee for the frequent users of designated areas.

I do agree with the exemptions suggested by Interior for the non-recreation users on pages 12 and 13 of its report.

Third, adopt as a basic fee approach an annual carload recreation fee with or without a daily supplemental, depending upon the sophistication of the developments at the designated recreation area. This would be measured in terms of capital investment in the area in question, excluding the road investment. In lieu of the annual fee, plus a daily supplemental, a straight daily fee at a higher rate would be acceptable at the visitor's option. And the best way to explain this proposal is by the following tabulation which suggests a range in annual carload permits of \$10 or \$15, depending on secretarial determination, a supplemental daily charge in a specified range within his discretion in relation to capital investment or in lieu of those, to a straight daily charge at a somewhat higher rate.

Senator BIBLE. I followed the table you have.

Dr. CRAFTS. Thank you.

The amounts offered in this schedule are suggestive, but are believed to be reasonable. I personally would tend to favor the higher rates, but regardless of that, I do recommend inclusion of a fee schedule in whatever legislation the committee reports, rather than leaving a complete discretion to administrative judgment.

Fourth, and this is important, to achieve some coordination that has been lacking in the past and that was illustrated by some of the questions this morning, transfer to the Secretary of the Interior the authority to designate fee areas that are now vested in the President by

striking the word "President," and substituting "Secretary of the Interior" in section 2(a) of the Land and Water Conservation Fund Act. Also in the act to give the Secretary of the Interior the authority to set fees within the congressional guidelines and determine seasons for charging.

There is great irregularity in charging seasons among the different agencies. In other words, it gives him full coordinating authority as would be done if the agencies involved were placed under his administration as has been proposed with the suggested Department of Natural Resources.

This is a fundamental recommendation. It is a vital key to the success or failure of any fee program.

One reason for lack of better success for the program in the past has been the authority vested in the President. Interior's authority was restricted to suggested guidelines and criteria. The individual Cabinet officers or agency heads selected their own designations, seasons, enforcement procedures, fees within limits, administrative guidelines, and the result was lack of coordination and a common approach.

Five, amend the Land and Water Conservation Fund Act so that the Corps of Engineers, TVA, the Bureau of Sports Fisheries and Wildlife, and the Bureau of Land Management, all would become clearly and wholly eligible for acquisition benefits under the land and water fund, as well as subject to the fee provisions. This probably would require amendment to section 210 of the Flood Control Act of 1968.

Six, and this is very important, too, amend the Land and Water Conservation Fund Act in three ways, so that recreation fees that would be authorized in section 2(a) would be placed in a separate account outside the \$300 million ceiling, but within the fund, to be credited to the collecting agencies eligible for Federal money under section 6.

Seven, authorize the use of such fees, if appropriated, by the collecting agency for operation and maintenance of recreational facilities.

And eight, provide further that these collected by agencies ineligible for Federal acquisition benefits, such as the Bureau of Outdoor Recreation or the Post Office, be prorated among eligible agencies in the same proportion as fees collected by each eligible agency bear to the sum of fees, collected by all eligible agencies.

Now, this is a new proposal. It takes a bit of digesting but it has some real advantages.

First of all, it would give each collecting agency a direct incentive to collect fees where practicable. Each agency would receive credit for the fees it collected, and subject to appropriations, each agency would receive back the amount of fees collected to be used for the operation and maintenance of its own recreation areas.

Notice these fees would be placed in a special account, within the fund, above the \$300 million, outside the \$300 million ceiling. Thus, the proposal would not in any way diminish the acquisition potential of the fund.

Parenthetically, and although not part of the fee proposal itself, I believe that the time may have come that if these other agencies are made eligible for acquisition benefits, to increase the funding ceiling to \$400 million per year and to make a portion, a very small portion of

that going to the Federal agencies available not only for acquisition but development.

However, the recreation fees would be available only for operation or maintenance.

Now, in connection with these last two proposals, and their effect on the Corps of Engineers, I refer to Senator Jackson's letter of last December to the Chief of Engineers. In that letter Senator Jackson asked for a copy of a report which I recently completed for the corps on its recreation program, policies, and problems. I think, Mr. Chairman, with respect to that report, one was sent to the Senator. I don't know whether one has been made available to this committee or not. I have one here if you would like to have it for the committee's records. I would be glad to submit it.

Senator BIBLE. Fine. We will make it a part of the record.

(The letter referred to follows. The report was retained in the committee files.)

U.S. SENATE,  
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
Washington, D.C., December 7, 1970.

General F. J. CLARKE,  
*Chief of Engineers, Department of the Army,*  
*Washington, D.C.*

DEAR GENERAL CLARKE: As you may know, Dr. Edward C. Crafts, former Director of the Bureau of Outdoor Recreation, has served as consultant to this Committee on a WAE basis since shortly after he left the Department of the Interior last year. In that capacity he has performed various tasks or assignments related primarily to outdoor recreation legislation and problems pending before the Congress.

From conversations with Dr. Crafts, I have been informed that he prepared under contract for you a study which I believe would be most informative and helpful not only to this Committee but also to other interested members of Congress.

For several years now I have been concerned over the controversy that has arisen from the lack of full participation by the U.S. Corps of Engineers in the Land and Water Conservation program. I believe that the Fund act is weak in that regard, and since the Corps offers one of the greatest potential recreation opportunities for the Nation, your agency should be brought under the benefits accruing from that Act. Early in the next session of Congress I intend to review the scope and operation of the Land and Water Conservation Fund in connection with a decision that will have to be made on the future of the user and admission fee system established pursuant thereto.

I understand from my conversations with Ed that under his contract with you he is unable to supply copies of his report and I can understand his reluctance to do so. However, in view of my interest as Chairman of the Interior and Insular Affairs Committee in this program, I would like to request a copy of this report in its entirety. Also, as you know, my Committee processed Public Law 89-72, the Water Project Recreation Act in the 89th Congress and this also will be considered as part of the legislative oversight review I have in mind for the 92nd Congress.

Your cooperation will be deeply appreciated and I am sure will be a constructive step in promoting the outdoor recreation interests we both share for the Nation.

Sincerely yours,

HENRY M. JACKSON, *Chairman.*

Dr. CRAFTS. I might say this report was done under contract for the Corps and it deals specifically with proposed amendments to the land and water conservation fund and their effect on the Corps and possible amendments to Public Law 89-72, the Federal Water Recreation Act, so it bears directly on the subject before you today.

Now, Senator Jackson indicated in his letter, and I quote one paragraph:

A concern about the lack of the Corps' participation in the program up to this time." And he stated at the end "Early in the next session of Congress I intend to review the scope and operation of the Land and Water Conservation Fund in connection with a decision that will have to be made on the future of the user and admission fee system established pursuant thereto.

I might say, Mr. Chairman, that I believe some of the comments made this morning by some of the witnesses about the corps' attitude, were not true. It was my privilege to visit about 50 of the 300 Corps reservoirs; to visit about 500 of their 2,500 developed recreation areas, to talk with all levels from their assistant rangers to the Chief of Engineers, and the view of the Corps as I know it at the moment is that (1) they want to participate in the fund, in the benefits of the fund; (2) they want to participate in the fee program.

I think in fairness—

Senator BIBLE. We intend hearing from them, and I am glad you said "their views," as of the moment, because it has certainly shifted a number of times over the last 10 years.

Dr. CRAFTS. That is correct. Their view at the moment is not the same as the view they held a few years ago.

Senator BIBLE. No question about that. That is why we want to have them here, and we will.

Dr. CRAFTS. Lastly, I agree with the administration proposals that it needs certain publicity money to promote the Golden Eagle, that it should be allowed to pay reasonable commission fees to sales outlets, and that enforcement is vital.

And then, Mr. Chairman, I offer some suggested amendments to the administration's bill on specifics to strengthen their enforcement proposals somewhat.

Thank you for the opportunity to testify.

Senator BIBLE. Well, I think you make your usual fine case, Dr. Crafts. You have always been one of my favorite witnesses and one of my favorite people. I am glad to get your expression and viewpoint.

We will continue to work closely with you. All we are trying to do is get a stickly problem simplified. We are all working in the same direction.

Thank you very much.

Dr. CRAFTS. Thank you.

(Dr. Crafts' prepared statement follows:)

STATEMENT OF DR. EDWARD C. CRAFTS, PRIVATE CONSERVATION CONSULTANT

Mr. Chairman, members of the committee: I am Edward C. Crafts, a private conservation consultant, and I represent only myself in this testimony.

Prior to resigning from the Executive Branch about two years ago, I served for seven years as Director of the Bureau of Outdoor Recreation starting with its inception in 1962. Prior to that time I was Assistant Chief of the Forest Service for twelve years. Among my responsibilities as Director of the Bureau of Outdoor Recreation, was administration of the Golden Eagle recreation fee program since its beginning in 1965.

I appear this morning in favor of a Federal recreation fee program, but in opposition to the fee proposals of the Administration's bill which I understand is S. 1474.

There are three basic approaches to Federal recreation fees.

1. No fee at all. This has been the custom up until recent years on most Federal lands except for certain units of the National Park System where admission fees have been charged for many years.

2. An annual recreation fee to be charged each individual for the recreational use of any Federal land such as hunting and fishing licenses are sold and monitored. This was the essence of the recommendation of the Public Land Law Review Commission. It also is the essence of S. 1474, modified to apply to designated areas and to include daily fees in lieu of, or supplemental to, the annual fee.

3. An annual recreation fee per carload for entry into and use of designated Federal recreation areas during specified seasons.

The latter is the system used in connection with the Golden Eagle program during the past several years. It is interesting to note that Interior's report to the Congress required under P.L. 91-308 stated, "The Federal agencies administering public lands providing outdoor recreation opportunities for which payment of a fee is required have expressed support for and prefer to continue a system with many of the characteristics of the present fee system." In view of this, I am puzzled why the report said one thing, but the legislation recommended something else.

The fee per carload has certain advantages such as being easier to administer during peak seasons as was recognized in Interior's report; has been in effect for several years and is becoming well understood by the general public; is desired by the recreational users of Federal lands as demonstrated by the requests received by Congress to extend the Golden Eagle when it temporarily expired a year or more ago. Also, because most recreational users arrive by car rather than by foot, it is much simpler administratively to charge by carload rather than to check the passport of each individual rider in each car. This could pose colossal traffic tie-ups or require resorting to occasional spot checks.

In the wilderness areas or wild rivers where foot or horseback travel is the means of entry, charge should be on a daily fee per person basis.

Rather than fryspeck the bill before the Committee, it might be more helpful to suggest an alternative pattern for consideration. The points I would make are:

1. Eliminate in any forthcoming legislation on this topic continuation of the artificial and confusing terminology of admission and user fees. Substitute in lieu thereof a basic annual Federal recreation fee supplemented in some circumstances by an additional daily fee. At the visitor's choice or when travel is not by car, rely entirely on a daily recreation fee. In this regard, I tend to agree with the Administration's terminology in S. 1474.

2. Do not grant lifetime fees for elderly persons, nor exempt them entirely as has been proposed in two bills before the House, HR 1131 and HR 7401. Questions of exemptions of the aged, or special groups such as Boy Scouts, veterans, the clergy, disabled persons, have come uprepeatedly ever since the Golden Eagle was instituted. Once exemptions are granted for any special recreational group, a Pandora's box is opened. I do agree with the exemptions suggested by Interior for non-recreation users on pages 12 and 13 of its report.

3. Adopt as the basic fee approach, an annual carload recreation fee with or without a daily supplemental fee depending upon the sophistication of developments at the designated recreation area. This would be measured in terms of capital investment in the area in question excluding the road investment. In lieu of the annual fee plus a daily supplemental, a straight daily fee at a higher rate would be acceptable at the visitor's option.

The best way to explain this proposal is by the following tabulation which suggests a range in the annual carload permit charge of \$10 to \$15 depending upon determination of the Secretary of the Interior, a supplemental daily charge at specified range also within his discretion, or in lieu of the combination of annual and daily charge—a straight daily charge at a higher rate.

CHARGES FOR DEVELOPED RECREATION AREA WITH ENTRY BY CAR

Capital investment (excluding roads)	Charge per carload			
	With annual permit		Without annual permit	
	Permit charge	Supplemental Daily charge	Permit charge	Daily charge
Under \$25,000.....	\$10-\$15	0-\$1	-----	\$2-\$4
\$25,000 to \$50,000.....	\$10-\$15	\$2-\$3	-----	\$4-\$6
Over \$50,000.....	\$10-\$15	\$3-\$4	-----	\$6-\$8

The amounts offered in the schedule are suggestive only but are believed to be reasonable. I personally would favor the higher figures, and recommend inclusion of a fee schedule in whatever legislation the Committee reports.

4. Transfer to the Secretary of the Interior the authority to designate fee areas that are now vested in the President by striking "President," and substituting "Secretary of the Interior" in Section 2(a) of the Land & Water Conservation Fund Act. Also, give the Secretary of the Interior the authority to set fees and determine seasons for charging. In other words, give him full coordinating authority as would be done if the agencies involved were placed under his jurisdiction as is proposed by the Administration in connection with the suggested Department of Natural Resources.

This is a most fundamental recommendation and is the vital key to success or failure of any fee program. One reason for lack of better success with the program in the past has been that the authority vested in the President, with Interior's authority restricted to suggested guidelines and criteria. The individual cabinet officers or agency heads selected their own designations, seasons, enforcement procedures, fees within limits, and administrative guidelines, with consequent lack of coordination.

5. Amend the Land & Water Conservation Fund Act so that the Corps of Engineers, TVA, Bureau of Sport Fisheries and Wildlife, and Bureau of Land Management, all would become clearly and wholly eligible for acquisition benefits under the Land & Water Fund as well as subject to the fee provisions. This may require amendment or repeal of Section 210 of the Flood Control Act of 1968 (P.L. 90-483).

6. Amend the Land & Water Conservation Fund Act: (a) so that recreation fees that would be authorized in Section 2(a) would be placed in a separate account outside the \$300 million ceiling, but within the Fund, to be credited to the collecting agencies eligible for Federal money under Section 6; (b) authorize use of such fees (when appropriated) by the collecting agency for operation and maintenance of recreation facilities; and (c) provide further that fees collected by agencies ineligible for Federal acquisition benefits, such as the Bureau of Outdoor Recreation or the Post Office, be prorated among eligible agencies in the same proportion as fees collected by each eligible agency bear to the sum of fees collected by all eligible agencies.

This is a new proposal and takes a bit of digesting. It would give each collecting agency a direct incentive to collect fees where practicable. Each agency would receive credit for fees collected, and subject to appropriations, each agency would receive back the amount of fees collected for the operation and maintenance of its recreation areas. Notice that these fees would be placed in a special account within the Land & Water Fund but would be over and above the \$300 million ceiling. Thus the proposal would not in any way diminish the acquisition potential of the Fund. Moreover, under my recommendation 5, above, the fee collecting agencies would become eligible for regular Fund monies.

Parenthetically, although not part of the fee proposal itself, I believe the time has come to raise the funding ceiling to \$400 million per year and to make some of the Federal portion available for not only acquisition but also development. However, the recreation fees would be available to the collecting agencies (when appropriated) only for operation and maintenance and not for development or acquisition.

7. In connection with the several preceding recommendations and their effect on the Corps of Engineers, I refer to Senator Jackson's letter of December 7, 1970 to General F. J. Clarke, Chief of Engineers. In that letter Senator Jackson requested a copy of a report which I recently completed for the Corps on its recreation program, policies, and problems. In the letter Senator Jackson said:

"For several years now I have been concerned over the controversy that has arisen from the lack of full participation by the U.S. Corps of Engineers in the Land and Water Conservation program. I believe that the Fund act is weak in that regard, and since the Corps offers one of the greatest potential recreation opportunities for the Nation your agency should be brought under the benefits accruing from that Act. Early in the next session of Congress I intend to review the scope and operation of the Land and Water Conservation Fund in connection with a decision that will have to be made on the future of the user and admission fee system established pursuant thereto."

Accordingly, Mr. Chairman, I respectfully suggest that this Committee may wish to query the Corps with respect to its views on the recreation fee program, its desire to participate in benefits from the fund, particularly if broadened to

include development, and the whole relationship of the Land and Water Fund to the Corps of Engineers.

S. Finally, I agree with Administration proposals that it needs certain publicity money to promote the Golden Eagle; that it should be allowed to pay reasonable commission fees to sales outlets; and, particularly, that enforcement is vital.

I especially commend to your attention the arrest and enforcement language proposed in S. 1474 on page 5, lines 11 through 25. However, I would like to make it tighter by: (a) deleting "if the offense is committed in his presence" from line 15, and (b) revising line 25 to read: "\$500 or imprisonment for not more than six months, or both". This would make the arrest and enforcement penalties the same as those applying to the rules and regulations of the National Forests. The present language in the Fund Act is wholly inadequate. Moreover, a \$100 fine is so small as to make it difficult to concern over-burdened U.S. magistrates in cases of this sort.

Thank you for the opportunity to testify.

Senator BIBLE. Our next witness will be David Humphreys, Washington counsel for the Recreational Vehicle Institute.

**STATEMENT OF DAVID J. HUMPHREYS, RECREATIONAL VEHICLE INSTITUTE, INC., WASHINGTON, D.C., AS DELIVERED BY RICHARD A. BUDDEKE**

Mr. BUDDEKE. Mr. Chairman, my name is Richard Buddeke. I am associated with Mr. Humphreys. He is delayed at another meeting. I can give his statement for you or if there are other witnesses—

Senator BIBLE. The full statement can be incorporated in the record, and I don't know that it is necessary to read it all.

Mr. BUDDEKE. I agree.

Senator BIBLE. Why don't you—the full statement will be incorporated in the record—why don't you sit down.

Mr. BUDDEKE. There are some things I would like to emphasize. Our statement is short and—

Senator BIBLE. Why don't you sit down.

Mr. BUDDEKE. Thank you. The Recreational Vehicle Institute is a trade association. I do not believe we have appeared formally before this committee before.

Senator BIBLE. You haven't appeared before me, to my knowledge.

Mr. BUDDEKE. The national headquarters is in Chicago. We have a Washington office which Mr. Humphreys and I represent.

We have provided the committee with a list of our membership so that you can have a view as to the type of membership we have.

One thing we would like to emphasize, we note that you have hearings tomorrow on matters such as dune buggies and snowmobiles. The term "recreational vehicle" has been loosely used to mean several things. The Recreational Vehicle Institute represents the manufacturers and suppliers of motor homes, trailers, campers, and what we call slidein—recreational facilities that slide into a pickup truck. We do not represent dune buggies and the specialized vehicles that are used in special areas.

Senator BIBLE. Very well.

Mr. BUDDEKE. The industry itself is a billion dollar industry, actually expanding very quickly at the present time, at the rate of about \$300 million a year. We really feel that we represent a cross section of the park user, and we try to cooperate with the Park Service and the

Forest Service and other agencies. We act as a catalyst. We try to bring their information before the industry and the industry's information to them.

The Golden Eagle has been one of the programs which we have constantly supported. We have studied the Secretary's report on recreational fees. We subscribe to the consensus in general that is there reflected.

The Golden Eagle is no panacea. It is not a solution to the whole problem but it would be a very firm and useful step in the right direction.

The total problem requires long-range planning and the simple acceptance by all of us, private and public personalities, that continued expansion of recreational activities, is a fact and long-range planning must be applied to it.

With respect to—we would like to emphasize that we recognize that the national recreation pass has greater advantages for some Federal agencies, for example: the National Park Service, than it does for others. That arises from essential difference in the way in which recreational pressures impact different agencies. It related to various and defined missions of the agencies under the laws of Congress and to the management techniques which have been selected by the Federal agencies over the years.

The Corps of Engineers, for example, have a different mission in relation to recreational matters than has the Forest Service. Ultimately Congress is the policymaker.

I would like to subscribe to Mr. Craft's suggestion—he used the same term that we did, that the Congress has got to define the common denominator, the interests of these agencies. No single—

Senator BIBLE. I will agree with that.

Mr. BUDDKE. No single solution is going to be perfect for all of the agencies involved here, but the differences are not irreconcilable.

Now, so far as our basic position is concerned, it consists of these points: our basic position is underscored on pages 4 and 5. There should be a permanent nationally recognized annual Federal recreational pass that can be conveniently purchased at a reasonable price and can be administered by Federal agencies with a minimum of expenditure of money and manpower and a minimum of inconvenience to the millions of the park-visiting Americans.

Senator BIBLE. We are certainly all in agreement with that. That is the objective.

Mr. BUDDKE. That is what we are striving for and we would suggest some viewpoints which we have enumerated here.

One is that we suggest that the citizen, the traveling taxpayer be the center of focus in the establishment of such a pass. We know that the subcommittee has to rely on the recreational agencies for data on which to base the legislation. But, is there not a tendency by a distracted official who is trying to stretch his budget and personnel to overemphasize his management problems and to structure his suggestions in a way that will help solve his problems? For this reason we think the focus should be on the user.

We agree with the statements that were made on both sides of the rostrum this morning, that the pass should be one that lets the vehicle in. We simply do not see the advantages in the \$4 a year pass with

children under 16 admitted free. We feel that the simple method of letting people into large parks and the large park is the problem; it is the hundreds of cars, the thousands of people that back up at the larger parks, to issue two passes instead of one, to examine and check into the age of every person that is in the car, simply does not make sense.

Senator BIBLE. It seems that everybody is in agreement on that except the Government.

Mr. BUDDEKE. We would suggest that the pass take the form of a bumper sticker or a seal on the windshield to take care of that vehicle.

Senator BIBLE. Very fine.

Mr. BUDDEKE. Our other points, I think—

Senator BIBLE. You recommend an educational program.

Mr. BUDDEKE. We certainly do. We feel that—incidentally, we feel that an educational program and a distribution of the—a wide distribution of the facilities at which these passes can be purchased, so most people arrive at a park with the pass or the bumper sticker already attached, will facilitate the administration of any program for visitorship.

We don't feel that special fees for picnic tables, as was mentioned this morning, or for swimming, but where the Government has put additional facilities as water tie-ins, sewer tie-ins, electrical facilities, certainly they should be paid for.

Recreational vehicle people are accustomed to paying for them.

In closing I would like to make one point which our members have consistently emphasized, a point which is made at the bottom of page 7.

Senator BIBLE. Yes; I am following you.

Mr. BUDDEKE. Park roads are scenic roads. They are designed to provide a minimum of intrusion. They are not built for speed. Viewing points must be planned. Recreational vehicles maneuver over such roads somewhat different than high-speed automobiles.

However, contrary to the impression of some, recreational vehicles are actually safer than other vehicles. Their safety record is better. Their drivers are more skillful and more careful. Through an educational program of RVI and its member companies, they are park-oriented. They advance the campers' ethic of clean parks. They are better visitors than noncamping tourists.

Recreational vehicle owners and users put less burden on other park facilities. They build fewer fires as they carry their own cooking equipment. They put less burdens on sanitary and service facilities. They carry their garbage and waste with them to proper disposal points. They are experienced campers with clean-up habits. They reduce the amount of money that has to be spent for lodging and restaurant facilities within the park. They carry more of their own recreational equipment, lessening the amounts that must be spent by the Government.

I might add that the expansion of the recreational vehicle business is bringing more and more fully equipped motorized campers into the parks and it may be even changing the nature of the services that need to be provided. People are paying for their own facilities, rather than relying on the Government.

And with that, Mr. Chairman, we would like to thank you for an opportunity to present our case to you.

Senator BIBLE. I think that is a very fine statement and I appreciate the contribution you have made, and as I indicated in our morning hearings, we will be extending these again in about a month. If you have any further suggestions to make, don't hesitate to make them, and I wish you would take a look at the bill I introduced just a few days ago and make such comments as you want to after you have studied it.

Mr. BUDEKE. Mr. Chairman, we have studied your bill and we concur fully with it. There is nothing in that bill to which we would make any objection whatsoever.

Senator BIBLE. I am not sure about the price I would put on it, but that is one thing I am going to go into a little bit. We put a \$25 annual permit for any place they wanted to visit in the bill, and all I am trying to do is simplify it.

Mr. BUDEKE. We do not feel that is an unreasonable figure. We feel that the double permit is sensible, and we concur. We have discussed it at length.

Senator BIBLE. We have got a lot of grandpa and grandma letters, and I rapidly am getting there myself, getting that way myself, and a couple of my friends are already there. We may have to help them in later years. I may have to take care of them.

Thank you a lot.

(Mr. Humphrey's prepared statement follows:)

STATEMENT OF DAVID J. HUMPHREYS, WASHINGTON COUNSEL, RECREATIONAL VEHICLES INSTITUTE

Mr. Chairman, Gentlemen, my name is David J. Humphreys. I am Washington Counsel to the Recreational Vehicle Institute. With me is Richard A. Buddeke who also is an attorney working on RVI matters in Washington.

The Recreational Vehicle Institute—generally referred to as RVI—is a national trade association composed of manufacturers and suppliers of recreational vehicles and recreational vehicle accessories and of organizations generally interested in recreational matters. Its National Headquarters is at 2720 Des Plaines Avenue, Des Plaines, Illinois. The Washington Office is at 1140 Connecticut Avenue, N.W. and RVI also has an office in Los Angeles, California. RVI has 476 members. I have made a copy of our membership list available for the record and for each member of the subcommittee.

To provide you with additional information about RVI we have made available to the subcommittee copies of the Recreational Vehicle Yearbook for 1971, and a document prepared by it entitled Facts and Trends-Recreational Vehicle Industry.

The recreation industry, and the recreational vehicle industry, are progressive, expanding activities in the American economy. I am told that the recreation industry contributes nearly one hundred billion dollars annually to the gross national product. Currently recreational vehicle sales account for well over a billion dollars yearly and those sales are expanding substantially and steadily year by year. Both industries are becoming important new elements contributing to economic expansion and stability. That is, of course, a product of increased interest and leisure time among citizens, of improved travel capability and comfort, and of increased interest in, and knowledge of, our national outdoor heritage. Each trip to a National Park, shrine, or recreational area brings new interests to old travelers and word-of-mouth advertising that brings new travelers each year into the recreational travel picture. Improved roads and travel equipment make our entire outdoor heritage accessible to the American within his annual vacation time.

There are problems that come with the increased activity: problems of road and vehicle safety, of park management, of sanitation, of pollution, of resources eroded by human use, and of overtired and sometimes reckless drivers who endanger themselves and the lives of others. RVI is deeply concerned over these matters and works constantly on solutions to them.

Federal and State officials struggling with the problems imposed on them by the seemingly uncontrolled expansion of recreational activity are doing a fine job with limited manpower, financial, and budget resources.

We have studied the Secretary of the Interior's report on Federal Recreation Fees. We are in substantial agreement with the report and subscribe to the general consensus set forth at pages 4 and 5 of part 1 of the report. It is against this background that decisions affecting the Golden Eagle should be made.

The Golden Eagle is no panacea—it is not a solution to the whole problem but it would be a very firm and useful step in the right direction. The total problem requires long range planning and a simple acceptance by all of us—public and private personalities—that continued expansion of recreational activity is a fact and long range planning must be applied to it.

The Recreational Vehicle Institute strongly recommends the adoption of a permanent Golden Eagle Program. We recognize that a national recreational pass has greater advantages for some Federal agencies—for example, the National Park Service—than it does for others. That arises from essential differences in the way in which recreational pressures impact different agencies; it relates to the variously defined missions of the agencies under the laws of Congress and to the management techniques which have been selected by Federal agencies over the years. The Corps of Engineers have a different mission in relation to recreational matters than has the Forest Service, which in turn does not have the same purpose as the Fish and Wildlife Service.

Congress is and must be the policy maker. It must compute the common denominator of the interests and recommendations of the various public and private experts that appear here. You cannot enact a solution to the entrance fee problem that is ideal for all. The agencies whose views are reflected in the Secretary of the Interior report have come a long way toward agreement. Congress is the ultimate arbitrator here.

Differences are not irreconcilable. Some agencies may never be able to use the Golden Eagle Program. Some may be able to use it eventually but not immediately. Some can and should use it right away. Absolute uniformity in programs among activities that are not essentially the same would make for arbitrary applications. We respectfully suggest that Congress make an overall judgment as to the general scope and content of the Golden Eagle Passport and permit separate agencies to make use of it to the extent that their primary missions, personnel, management techniques, and congressionally-approved budgets permit.

We have some general suggestions and comments as to the content of the legislation. But those suggestions and comments are subordinate to our basic recommendation: that is, *there should be permanent nationally-recognized annual Federal recreational pass that can be conveniently purchased at a reasonable price and can be administered by Federal agencies with a minimum of expenditure of money and manpower and a minimum of inconvenience to the millions of the park-visiting Americans.*

*First*—a general comment—Focus should be directed on the citizen-taxpayer user of the parks and recreational areas. They are his; and he pays for their maintenance, preservation and development. We know that this subcommittee must rely on the advice it gets from recreational agencies in such things as visitorship, the strain on roads, campsites and other facilities, problems in management, personnel, and logistics. You have no better source of information than those agencies. But, is there not a tendency for a distracted official who is trying to stretch his budget and personnel to over-emphasize to you his management problems and to structure his suggestions to you in a way that will help solve his problems? Is it not for the Congress to look first to the camping and visiting public—the real owner and user of recreational areas?

*Second*—the current passport sells for \$10 a year and passes the vehicle and its passengers into recreational areas on a national basis. A current suggestion is that the vehicle pass be dropped and that individual \$4 per year per person passes be issued. Persons under sixteen years of age would be exempted. The advantages of the change are not apparent to us. If it is the purpose to be able to increase efficiency, we do not see how stopping every car and checking the age of every occupant can possibly be more efficient than having a vehicle pass posted on the bumper or on the windshield. The mechanics of issuing two passes to each family with youngsters under sixteen is double that of issuing one vehicle pass.

The suggested change carries with it a request for permission to use "spot checks" when vehicles back up at entrance stations, but the individual pass

system will create the very problem of congestion that the new authority to use spot checks is designed to relieve.

Whether two persons and all under sixteen at \$8 a year will produce more money to the Government than \$10 for each vehicle calls for a statistical computation that the Recreational Vehicle Institute is not competent to make.

*Third*—we favor a national education program about the Golden Eagle. Information should not be confined to park buffs. We favor granting authority to recreational agencies to publicize the advantages of the Golden Eagle at schools, Armed Forces installations, and through normal tourist informational channels. It could greatly increase the receipt of funds by the United States and distribute more widely the costs of running parks and recreational areas.

*Fourth*—we favor reasonable special fees for special services. The recreational vehicle users want no special privileges. They are accustomed to paying for what they get. Campers who occupy campsites that cost money to build and maintain should pay a modest fee for a facility that a day tourist does not use. So also, when the Government provides water, electric, or sewer hookups, or simply larger areas for recreational vehicles than are necessary for tent campers, the users should pay more.

*Fifth*—the Golden Eagle symbol should be given statutory protection.

*Sixth*—we support additional appropriations to assure firm law enforcement policies at all recreational sites.

In closing I would like to leave with you particular thoughts of direct interest to the recreational vehicle industry.

Park roads are scenic roads designed to provide minimum intrusion on the wonders of nature. They are not built for speed. Viewing points must be planned. Recreational vehicles maneuver over such roads somewhat differently than high speed automobiles. However, contrary to the impression of some, recreational vehicles are actually safer than other vehicles. Their safety record is better; their drivers are more skillful and careful; and more thorough. Through an educational program of RVI and its member companies, they are park-oriented. They advance the camper's ethic of clean parks. They are better visitors than non-camping tourists.

Recreational vehicle owners and users put less burden on *other* park facilities. They build fewer fires as they carry their own cooking equipment. They put less burdens on sanitary and service facilities; they carry their garbage and waste with them to proper disposal points; they are experienced campers with clean-up habits; they reduce the amount of money that has to be spent for lodging and restaurant facilities within the parks. They carry more of their own recreational equipment, lessening the amounts that must be spent by the Government. For this reason we ask that no exclusionary classifications either legislative or administrative be directed to recreational vehicles.

Thank you very much, gentlemen, for providing us with the opportunity to appear before you, and for your consideration of the Recreational Vehicle Institute's suggestions.

Senator BIBLE. Our next witness is Ted Pankowski, conservation assistant, Isaak Walton League.

#### STATEMENT OF TED PANKOWSKI, CONSERVATION ASSOCIATE, IZAAK WALTON LEAGUE

MR. PANKOWSKI. Thank you, Mr. Chairman.

We appreciate your invitation to testify and are pleased that Congress is taking up recommendations to change our basic fee system for recreational use of national parks, forests, refuges, and other public lands.

As you know, for many years the Izaak Walton League actively supported the Golden Eagle passport system. At the time it was being considered by the Outdoor Recreation Resources Review Commission, during its enactment by Congress, and subsequently as it was amended, we viewed the passport as the only ongoing opportunity at those times to maintain the principle that equitable charges should be levied for rec-

reational uses of public lands—a principle we have insisted on for grazers and other users—and second as a means of supplementing income for the Land and Water Conservation Fund.

Throughout, however, there was general recognition that Golden Eagle was not working as it should. Some public land agencies administered the \$10 per vehicle charge as an “entrance fee”—a concept which is abhorrent to many if not a majority of the American public. Others resisted compliance and regarded Golden Eagle as a threat to their control of projects under planning, construction, and management authorities. In either case, the passport, or lack of the need for it at some facilities, came to be regarded by the using public as a bargain rather than a token contribution toward the costs associated with Federal ownership of areas with recreational potentials. Inevitably, there was confusion and abuse.

I might add, Mr. Chairman, at this point I am not one to criticize lightly, but in view of the testimony we heard this morning I think the confusion not only exists among the public.

Senator BIBLE. It probably exists among us, actually. But you go right ahead.

Mr. PANKOWSKI. Yes, sir.

After years of experiences with Golden Eagle and with agency by agency systems, it is now important for Congress to consider and adopt a uniform policy and system which will prevail for the indefinite future. S. 1474 and the recommendations of the Interior Department provide the basis for it. While the league is now polling its own membership to ascertain present thinking on this matter, we feel confident that our members will support the basic framework recommended here. They are consistent with the recommendations of ORRRC and of the Public Land Law Review Commission.

It would provide: (1) For authority for the President to determine those Federal areas where user fees or, as Dr. Crafts suggested, recreation fees, should be required.

In this respect we tend to believe that S. 1228, which exempts Federal lakes and reservoirs under certain circumstances, may provide an unwelcome and mischievous opportunity for some Federal agencies to go their independent ways. This is a risk we would prefer not to run. Whatever the merits and the intent of S. 1228, we believe the President can receive ample direction of congressional intent through the committee report and through the hearing record if there should develop a need for exempting certain types of facilities, and if this need is not being met by Presidential directive, Congress can always legislate. What is important is that the system not be weakened even before it gets off the ground.

The bill would provide for the replacement of the \$10 per vehicle entrance fee with an annual per person user fee of \$4. We believe this distinction is important. The league's conservation director, J. W. Penfold, who served as chairman of the citizens' committee for the ORRRC report, recalls that there was considerable discussion on how fees should be exacted from public recreation users. Some felt that the public should not be denied access to their own public lands by imposition of fees. But there was also a feeling that that portion of the using public should in good conscience pay something more than

the nonusing general taxpayer. There is no paradox or contradiction here in our view.

The lands do belong to the public, and should be available without an entrance fee. However, as S. 1474 recognizes, there are inseparable costs associated with public ownership and maintenance which at the present time are paid out of the general treasury and which in the final instance are borne by all taxpayers whether they make direct use of public lands or not.

At this point I would like to comment that Senator Church mentioned that his State had within its boundaries 64 percent Federal ownership. If such a situation prevailed nationwide, I think I would tend to agree with him, that entrance and use of public lands should be made available to all without the imposition of fees or charges of any kind.

But, unfortunately most of the country is not as fortunate as that State and the other Western States, and we have, I think in all fairness, a diseconomy here based on the sheer geography of our public lands.

3. An opportunity to purchase daily permits by those who choose not to use or purchase the annual Golden Eagle passport. This opportunity may be particularly important at such areas as the proposed Gateway National Seashore where we hope prohibitive fees will not be charged. We note also that the Public Land Law Review Commission report recommends an exemption for children under 12 years of age and for welfare recipients.

I learned this morning that the standard cutoff under the existing law is age 16 and the point is that whether it is 12 or 16, we don't like to see any fee system imposed which is going to place a prohibition on family groups, and particularly families with many children. We hope that the committee, however, will consider recommendations such as these favorably.

4. The institution of supplemental permits for use of specialized services, equipment and facilities. Our experience to date has demonstrated that the public does accept the principle of paying a fee for the use of such special facilities and services, developed campgrounds, mechanical boat launching ramps and the like. Such fees are charged now over and above the Golden Eagle passport fee and should be continued under the proposed individual permit system. Objections have been largely from some people at some areas where heretofore they have been getting a free ride. Here again, it is only fair that the user of special facilities and services not expect the nonuser and the general public to pick up the tab for him.

In any event, we don't see this as a current problem except that the legislation should assure uniform fees for use of comparable special facilities and services regardless of the agency involved. And second, that they not be set so low as to undercut operations on adjacent State and county areas or on private commercial operations on private lands or in adjacent communities.

5. And finally, Mr. Chairman, we note that the legislation would permit the undertaking of a public educational campaign and of sales commissions to develop a large-scale system of outlets similar to those used very successfully by the States with respect to fishing and hunting

licenses. Necessary enforcement provisions to the administering agencies is also provided.

Both we feel are necessary to the success of the new system and we hope they can be retained in the bill for consideration by the entire Congress.

In conclusion, Mr. Chairman, the newly proposed Golden Eagle passport system and the associated fee system can play an important role in the Nation's commitment toward a quality environment which includes meaningful outdoor recreational opportunities for all. We appreciate the opportunity to comment and offer our every possible assistance in seeing to it that whatever new system Congress decides on will actually work.

Senator BIBLE. Thank you very much, Mr. Pankowski. The Izaak Walton League has always been extremely helpful to this committee and we will keep in touch with you. As I indicated earlier, we will be in recess for 30 days on this particular problem. We hope to wind it up at that time and we will solicit your additional suggestions.

Without objection we will stand in recess until tomorrow morning at 10 a.m. Thank you very much.

(Whereupon, at 3:07 p.m., the subcommittee adjourned, to reconvene on Friday, May 21, 1971.)

## APPENDIX

(Under authority previously granted, the following communications were ordered printed in the hearing record.)

### STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. Chairman, members of the committee, I am Dr. Spencer M. Smith, Jr., Secretary of the Citizens Committee on Natural Resources, a national conservation organization with offices in Washington, D.C.

This Committee is evaluating a number of proposals relating to fees established under the Land and Water Conservation Fund Act, established in 1965 as amended. There are a number of measures which deal with the fee section of that Act and may include other parts of the statute. At present, however, it is our understanding that our comments will relate to these measures concerning the fee section.

S. 1474, S. 1228 and S. 1172 are representative of this general subject area. Without attempting to detail each specific bill, we should like to state our recommendations that, hopefully, would constitute an effective fee program. We have had this matter under review from the inception of the program, and, since our Committee was very active in the consideration of the original legislation, we have tried to cooperate with organizations in and outside government to improve the fee part of the program, that never came up to original expectations.

During the course of our analysis, a variety of considerations were discussed. We considered abandoning fees, charging each individual a scheduled fee, or charging for the use of any federal land comparable to the issuance of hunting and fishing licenses, and, finally, the age-old discussion as to entrance and user fees.

The legislative history appears replete with variations upon federal lands upon which fees can be charged within the purview of the original statute. Past practices, geographical and functional differences have caused the program considerable difficulty. For example: Entrance fees to parks and monuments have been well established historically; the boundaries are precise relatively speaking, and the points of access limited. Since the National Park is unique, an admission fee to the Park is understandable and other specific fees for camping are likewise accepted.

The National Forests have never had boundaries completely identified to the public, charged admission, but have on occasion levied charges for specific use of specific areas, primarily campgrounds. The Public Lands present a similar pattern. The Fish and Wildlife Service administers very few areas with some variance among these, but the problem is not significant. Reservoir impoundments, whether constructed by the Corps of Engineers or the Bureau of Reclamation, have many access points with specific use fees being charged by states or private commercial establishments on a leased basis. Such fees do not accrue to the Land and Water Conservation Fund. On the other hand whether the Federal Government administers the area, fees are charged.

We support the continuation of the Golden Eagle Passport, and we would prefer the continuance of a carload rather than applying the fee to individuals. The overwhelming number of recreation users arrive to the designated place by automobile, and it is far more simple to charge by a car than by individuals. In a few cases, where means of entry is by foot or horseback, a daily fee per person basis could be utilized.

Charging each individual a fee would appear a most difficult problem, especially in park areas where there is constant effort to expedite the movement of traffic in and out of the park.

We have felt for some time that the correct basic fee approach should be an annual carload recreation fee. This fee may be supplemented by a daily amount, depending upon the developments as measured by capital investment by the government in the particular area involved. A choice could be made between the annual fee and a daily supplement and a daily fee at a higher rate. These methods would be appropriate and depend upon the investment involved. Also, such a procedure would relieve some of the difficulty in determining the differences between admission and user fees.

One of the greatest difficulties manifest in administering the fee schedule has been coordinating the program among the various departments and agencies. At the risk of incurring the displeasure of many, we would recommend that the Secretary of Interior have the authority to designate recreation areas. Such authority is now with the President, as indicated in Section 2(a) of the Land and Water Conservation Fund Act. The authority of the Secretary being substituted for that of the President would cover the establishment of fees, determination of seasons, enforcement procedures, administrative guidelines, and would allow him full coordinating authority.

We would recommend, also that Section 2(a), which authorizes recreation fees, be amended to constitute a separate account over and above the three hundred million dollar present ceiling but within the fund. Each collecting agency would be credited with the amount they collected and would have available for their use when appropriated the amount of fees collected for operation and maintenance of recreational facilities.

We would also amend the Land and Water Conservation Fund Act to include full eligibility for acquisition benefits under the Land and Water Conservation Fund, Corps of Engineers, TVA, Bureau of Sport Fisheries and Wildlife and Bureau of Land Management. If the Federal Control Act (1968) PL 90-483, Section 2(10), would require amendment in order to bring the Corps of Engineers into conformity, then we would so recommend. As a result, all of the agencies noted would be required to collect fees, would be eligible for acquisition funds and a uniformity of procedure would be established.

We have determined through the years that the prohibition upon the Federal government of making known to the people the availability and use of the Golden Eagle has hampered the success of the program. Therefore, we recommend that funds be appropriated to publicize and otherwise inform the public of the opportunities available to them.

While this is somewhat of a departure from the normal course of action in dealing with this program, over the last several years, we feel that it would involve a larger segment of society, produce more revenue, more facilities, and evolve a more coordinated and effective program than we have had in the past.

We thank the Committee for the opportunity of allowing us to present this testimony.

RIVERTON, WYO., April 16, 1971.

Senator ALAN BIBLE,  
Washington, D.C.

DEAR SENATOR: I just read an article in the Riverton Ranger that a higher park fee is being proposed. And that you are in a strategic position to prevent this and that you have been receiving a lot of mail opposing such charges. I want to add my opposition.

Last winter we were trailering in the southwest. We found some very nice government campgrounds at many places along the Colorado River that had formerly recognized the Golden Eagle Passport but now do not recognize it at all saying that it is an admittance passport only and a use fee of \$2 per night is charged all campers. That is \$60 per month which is entirely too much for a campground without any hookups. One can get a space in a commercial trailer court for \$3 a night with all the hookups. \$2 a night is too much for many pensioners to pay anyway.

It was suggested in the Ranger item that individual fees of \$4 per person be charged for National Park. That is ridiculous too. It also proposed a \$3 or \$4 a night charge for camping in a campground. The upkeep of those campgrounds isn't even paid for out of those fees but it is used to build more recreational

facilities which is indeed sorely needed but the user is paying through the nose. He pays taxes to keep up the grounds then has to pay to use them. The Golden Eagle Passport is money down the drain now for most people.

Sincerely,

HARLEY K. KITTLE.

ALBUQUERQUE, N.M., *April 19, 1971.*

HON. ALAN BIBLE,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR BIBLE: I have just read in the Albuquerque Tribune of the Department of the Interior's proposal to increase camping fees on Federal lands to the exorbitant amount of \$3 to \$4 per night in addition to a new Golden Eagle Passport fee for each individual.

Although I am not quite 60 years old, I recently retired from the Federal government after some 32 years of service and have been enjoying many campgrounds for stays of a week or more at each. My wife and I are very much interested in the out-of-doors and feel nothing equals the peace and tranquility that is associated with the heritage that has come to in the form of our national parks and forests. We are dedicated to the preservation of this heritage.

I am not opposed to paying fees. I would not protest an increase in the family Golden Eagle fee. I can not find fault with a user's fee of \$1 at those campgrounds which offer special features, although I question the use of tax money for or the necessity of having ultra-modern facilities at campgrounds.

I do, however, feel that the proposed charge of \$3 or \$4 per night is exorbitant and would result in the denial to many families with children and to retirees the privilege of using our Federal campgrounds.

I hope you will be able to use the influence of your Chair to defeat this unrealistic proposal.

Respectfully yours,

J. AUSTIN BEARD.

SILVER WATERS GIRL SCOUT COUNCIL, INC.,  
*Monroe, La., April 17, 1971.*

DEAR SENATOR BIBLE: As camping chairman for our Girl Scout Council, I would like to urge you to support a minimal camping fee, instead of the present plan of the Interior Department, which would set a \$4.00 annual permit and \$3.00 to \$4.00 for each night at a campground.

Inexpensive camping is badly needed in our country because it permits families and young people, who could not afford vacations any other way, to get away from cities. They are able to do it in a way which brings them close to nature.

I recognize the need to open facilities, but let us not do it by making costs prohibitive for those who have the greatest need of being in the out of doors.

May I urge that we provide simple, less expensive facilities. Hand water pumps and fly tight privies can provide the same necessities as more elegant facilities which are not necessary.

With all good wishes,

NAN SALISBURY.

HENDERSON, NEV., *April 15, 1971.*

Senator ALAN BIBLE.

DEAR SIR: We were at Big Bend National Park the first of January when the price went up from \$1.00 to \$2.00 and the Golden Eagle was of no use. There were only seven spaces taken in that large Reo Grande campgrounds and only two tents at the Basin camp grounds and the Cottonwood camp grounds (\$1.00 fee) was empty. Just a dust bowl with two pit toilets that haven't been emptied for years.

We next went to Oregon Pipe National Monument which has 208 trailer spots with only 12 trailers in it.

Now we are parked in Nixonville, which is half way between Henderson, Nev., and Vegas, Wash., and Bolder Beach. Just a big desert wash with 60 trailers parked there. We went to Vegas, Wash., today and two-thirds of the park is

blocked off and the other part one-third full. Why not close it and save money like they have Henningway next to Boulder Beach. Even Boulder Beach isn't one-fifth full.

How does Congress expect people retired and on social security to pay out half of their income to stay in these parks. It just doesn't seem right after all these years of helping to build and maintain these parks they are forced out just when they need them most as most all of us have to go here in the winter with our bronchitis and asthma.

What do they want more parks for if the ones we have now are almost empty.

Yours truly,

ROLLIN W. OGILVIE.

[From the Henderson News, Henderson, Nev., Mar. 1, 1971]

### NIXONVILLE PROTEST BRINGS HELP FROM ALL SOURCES

(By Lorna Kesterson)

This nation's senior citizens have staged their own protest movement in this area, and they have gathered much support from all areas.

The protest has been orderly and peaceful, and the protesters have inconvenienced no one. Their action has been to establish their own town, "Nixonville," just outside the city limits of Henderson, and for about three months, that transient city has flourished. It still boasts about 50 trailers.

The people there, most of them senior citizens, are protesting the \$2 per night camping fee charged by the National Park Service for camping in regularly developed areas near the lake.

I asked one of the residents there, how others coming to this area know where to go. The answer I got was, "The word gets around."

#### INTERESTED WOMAN

Mrs. Esther Johnson, 78, who is visiting here from Salt Lake City, Utah, read about the plight of the people in Nixonville (See Henderson Home News Mar. 11) and decided to do something about it.

Mrs. Johnson's husband is deceased, but while he lived they camped in the area along the river. She wrote to Senator Frank Moss of Utah who indicated in a letter to her that he planned to introduce a bill to exempt senior citizens from paying the \$10 Golden Eagle passport fee.

Mrs. Johnson is a registered nurse, and until recently has worked. When she retired, she made use of her time by visiting Hawaii, Rochester, N.Y., Alaska, and she plans to make Henderson her home. She has 53 great grandchildren and loves life.

Nevada's Senator Howard Cannon introduced legislation to exempt citizens over 65 years of age from payment of entrance fees to national parks and recreation areas as "a deserved and proper contribution by the nation to their leisure years." He was joined in the legislation by Senator Alan Bible and 29 other senate colleagues. The bill is designed to provide 20 million senior citizens "an expanded opportunity to enjoy their American heritage in their later years."

#### IDAHO MAN

Vestal Mansell, of Boise, Idaho, who was visiting in Boulder City, wrote to his Senator Frank Church.

Church replied that he hoped the fee of which Mansell spoke in his letter was not in common practice, and "I would hope that the practice does not continue."

Senator Church contacted the Department of Interior, and the deputy assistant secretary of the interior said the "campground fees apply only to those areas which offer sophisticated facilities or personal services."

Mansell asks, "What are sophisticated facilities?" He says that there are no shower facilities, no hot water, no hook-ups for water or electricity at the campground. Mansell said he thinks anyone receiving social security, whether 65 or under should be included in the law for free access to the recreation areas.

LAS VEGAS, NEV., February 8, 1971.

Senator ALAN BIBLE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR: "Where have all the Birds gone?" We just returned from a very depressing three days at Davis Dam Recreation area.

One year ago our family made the same trip and thoroughly enjoyed ourselves. We camped at Katherine Landing. The two parks there were alive with retired people. They seemed so happy! We shared a fire with a group one evening and learned these people come down along the Colorado River every winter to get away from the cold winters in their, our neighboring states. I and my husband affectionately nick-named them "The Birds" as they had borrowed their migration habits from the birds. We noticed they had so much fun together. The rest rooms had magazines and books someone had left to share with one another. We came home uplifted and happy that these people living on such meager retirement incomes could enjoy our milder climate and the association with one another.

As we pulled into Katherine Landing last Friday afternoon one camp was closed. The other one had a sign indicating this camp was open with \$2.00 per night per unit. *6 units were in this park.* It made us heartsick and I mean this sincerely. This park offered minimum facilities. The fee did not mean that much to us, but to those lovely people we met last year it spelled doom. It meant they no doubt had to go home. Do you know what that means to old people? Do you know how the cold effects their bones? Do you know how uncoordinated they are on slippery ice and how a fall can absolutely cripple them for the balance of their lives?

Please answer this letter and let us know what happened to the Golden Eagle permit used last year? Why does our Government want \$2.00 a night from these people living on such limited incomes? People that have worked hard all their lives and now have the time to enjoy the recreation areas their taxes have made possible. And, oh yes, Senator, "Where have all the Birds gone?" Has there been other arrangements made for them in this area? Are our parks and recreation areas going to be closed during the winter time as the one in Katherine because very few can afford to stay in them?

Anxious to hear from you,

MAVIS BRINKERHOFF.

AKRON, OHIO, April 15, 1971.

HON. ALAN BIBLE,  
Chairman, Parks Committee, Subcommittee of the Senate, New Senate Office  
Building, Washington, D.C.

DEAR SENATOR BIBLE: As a newly retired man I have looked forward to the time when I would have more time to leisurely explore our great National Parks but, unfortunately everyone does not have a large retirement check to depend on. With the phasing-out plans of our golden Pass plans I not only will would have time on my hands I would not have the exaggerated high price to enter the parks plus \$4 a night to camp. I feel we have the "right" to use these and be able to enjoy them for we have been taxed for many years to help maintain them, and to be so unmerciful as to keep campers out by high prices is a direct blow to our purse.

We have been campers for many years, and I am happy that we have been able to glimpse most of these wonderful parks throughout the U.S.A. even though it was only a glance, but I feel sorry for our friends who will not ever be able to afford to travel due to high travel expenses, gas, oil, and the State parks, private and now National making it necessary to leave our outfits sit out in the back yard. If they price us out then the Rec Rev companys may as well close up shop for I belong to three travel clubs one being the National Campers and Hikers Club Association, and we are very concerned about conditions of our ecology and work hard as members to clean up, plant trees and shrubs to mind our camping manners and to encourage others to do the same. But the plans as they read right now will keep many, many of us away, but I have a feeling this is just what our government wants is to keep us OUT and it won't be hard believe me.

Many of our people in government feel that each of us should have plenty of money, but if they look at our average wage it should not be too hard to

figure out that our taxes alone that we pay to support men in office that legislate bills directed against us.

I have looked forward to this dream for years and unless there is a reversal of government plans to save our Golden Pass it will remain just a dream. I hope you will consider the plight of the working man and the now retired, but poor, to vote for us as we have voted for you.

Sincerely,

HARRY JENNESS.

SEEKONK, MASS., April 24, 1971.

HON. ALAN BIBLE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR BIBLE: We wish to express disgust and outrage at the proposed abandonment of the Golden Eagle and further increase in the cost of federal camping.

We have just retired and have been looking forward for years to seeing this country of ours with our small travel trailer. The National Parks and Forests camping as it has been in the past is the one thing that would make this possible. We cannot afford \$3 to \$4 a night for camping. We do not want luxury camping, we ask for simple camping.

We have never had something for nothing and are not asking for it. The Golden Eagle could be raised to \$15 to \$25, this to be the sole entrance fee. To stop cheating the Social Security number or driver's license number could be on the pass and checked at the entrance or by the ranger.

We think that some consideration should be shown to people 65 and over who have paid taxes all their lives. Not all of us are fortunate enough to end up with a nice pension. In our case after spending 33 years in a textile plant it closed its doors. No pension. This has happened to many others. All we have is social security and what little we have been able to save.

While this administration is talking of raising the camping fees, Mr. Nixon has given the lumber companies a 60% increase to cut the people's National Forests. Big profits for lumber companies, higher camping fees for the people.

We may not be organized but our voting will express our thinking. It will be left up to the integrity of men like you. We ask and trust that we may get your help.

Sincerely yours,

Mr. and Mrs. JOHN A. STEVENS.

DENVER, COLO., April 14, 1971.

HON. ALAN BIBLE,  
Chairman, National Park Subcommittee, Senate Interior and Insular Affairs  
Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: I read with much distress of the likelihood that the federal campground Golden Eagle Program is about to be replaced by an exorbitant fee system.

According to the report I read (*Denver Post*, April 14, 1971), the current Golden Eagle Program brings in \$10 million. The new system is expected to realize \$25 million, or 2½ times as much, even though it will cost my family and many other substantially more than 2½ times the \$10 it now costs for the Golden Eagle Passport.

In other words, for my family of six, it seems as though it may cost us around \$100 for 20 nights camping, whereas before it cost \$10. So, in our case, we would be paying ten times as much as before, but the Interior Department would only be getting 2½ times as much.

This leaves me with two conclusions:

1. People who previously bought the Golden Eagle at \$10—if they camp as often as they have in the past—will end up paying significantly more than 2½ times the previous cost, even though the increased income for the Interior Department is expected to be increased only by a factor of 2½.

2. Under the proposed plan, the Interior Department is aware that many fewer people will be able to afford as much camping as before, so the fees are being set so ridiculously high that it won't make any difference, since the wealthy campers will pay the fees and compensate for those of us who will no longer be able to afford camping.

I think there should be a more equitable way to go about this. In my case, and in many others', it would make more sense to charge \$25 for the Golden Eagle,

although this idea is not appealing either. If the present \$10 Golden Eagle realizes \$10 million, wouldn't a \$25 Golden Eagle realize the needed amount, \$25 million?

I might also point out that there must be many people now who don't buy the Golden Eagle and therefore escape payment of any fee. There is a daily fee for those without the Golden Eagle, but I suspect that many persons don't pay it.

Many campgrounds do not have the envelope system whereby one puts his dollar in an envelope, deposits it in the box, and then displays a card at his campsite showing that he has paid. There are many campgrounds where one does not pay unless the Ranger comes around and collects. I was not approached by a Ranger even once last summer. There must be many (I know some) who take their chances that the Ranger will not collect from them, and more often than not, they camp for free.

It would be refreshing to see the government act in fairness and with regard to what hurts and helps the little guy. You realize, of course, that the savings from not building just a couple of those planes with which we kill Vietnamese would take care of the monetary requirements being sought by the Interior Department.

Sincerely,

DORSEY G. HUDSON.

NEWPORT NEWS, VA., April 15, 1971.

HON. ALAN BIBLE,  
U.S. Senate,  
Washington, D.C.

MY DEAR SENATOR BIBLE: Having read the proposed recommendations of the Interior Department regarding the entrance fee and camping cost to our National Parks, my husband and I wish to register our protest.

We are a retired couple, have a small travel trailer and after working all our lives, look forward now to being able to travel and enjoy the beauties of Nature.

Living on a pension and small Social Security payments we could not afford the high cost proposed. Neither could a family with children afford a vacation together at such a cost.

It seems to me this would be defeating the purpose for which our National Parks were established. They should be kept at a cost the average family or retirees could afford and enjoy. How else can we enjoy these God given beauties of nature?

At the proposed plan only the well-to-do could afford to camp in and enjoy our parks. They can stay in motels and hotels, which we of low income can not do.

We would like the Golden Eagle passport continued in force at the present cost with perhaps a minimal fee of \$1-\$2 per night for camping.

Sincerely yours,

CLARENCE E. ALCORN.  
GETRUEDE H. ALCORN

GRAND FORKS, N. DAK., April 14, 1971.

HON. ALAN BIBLE,  
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: What in the heck are you elective representatives trying to do to us? I have a thirty day leave coming and cannot afford to go on a vacation. With gas at 40¢ a gallon, I cannot afford to drive our camper to a National Park. I have decided to try a small cycle which will get there at 1¢ a mile. If I use a tent I find I will have to pay about \$2.50 a night which is impossible. Private campgrounds are also becoming exhorbitant. What are we supposed to do?

I noticed when Mission 66 came in, all the facilities became more affluent, the roads were made practically interstate quality, and the price went up per night and the time limit in the park was drastically reduced. We are preyed upon by state recreation management in that when we travel in a different state every day or two in order to reach our widely separated and expensive National Parks, we are forced to purchase a season ticket for the state park in order to pay the nightly fee. This is robbery. Also, the privateers set up and pick us off where there are no tax supported facilities, and they hold us up also all the way to the parks.

I believe you will have less unrest in the country if camping facilities were made practically free so that all citizens would get some relief from the trials and tribulations our representatives seem determined to submit us to. Why do you not make a study of the European system and see if we cannot take camping

out of the hands of the money makers and get it back into the realm of recreation and mental health where it belongs. At the present time it is impossible for the average person to enjoy a vacation as it costs so much there is no peace of mind associated with it. Wealthy people go to other countries for their recreation. Middle class, lower class, and the impoverished are forced to use the expensive recreational facilities in the U.S. This is most unfortunate. I do hope that for the thousands of National Park buffs who have supported camping and outdoor recreation in the U.S. and the thousands of people who enjoy recreational vehicle use from minibikes to bus campers will have a place to enjoy their vacation and at a price they can afford. If you can't reduce the price how about a tax rebate on the portion of our money that you spend to make the parks more expensive for us to use.

Yours truly,

DAVID H. TAIT.

ALBUQUERQUE, N. MEX., April 14, 1971.

HON. ALAN BIBLE,  
Chairman, Parks Subcommittee, Interior and Insular Affairs Committee, New  
Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: In reference to the fee system for camping in national campgrounds, I feel the proposed fees of \$4. per member of family per year and \$3-\$4 per night is much too high. You can't say anymore that the best things in life are free, because you can't even enjoy a week-end with Mother Nature without paying for it highly.

The \$4. per member per year hits the largest families the hardest, & they are probably the ones who need the re-creation the most.

I think *one* charge, either an annual fee *or* a daily charge should be all that is charged, *but not both!*

If our government would quit giving our tax dollars to the large farms (land mongers) for not growing, they'd have the land and the money for more parks and campgrounds. I resent our money going to large farms, which have more money than we have in the first place. It doesn't help the little farmers like it was supposed to. Another case of hurting the little guy. Camping fee will be hurting those who are trying to have recreation & can't afford the dude ranches.

Sincerely yours,

MILDRED L. CONRAD,

EUGENE OREG., April 23, 1971.

Senator ALAN BIBLE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR BIBLE: Several days ago we read, in our local newspaper, some extremely disquieting news having to do with fees for using camping areas under the Interior Department.

We like to use our trailer, in which needless to say, we have a considerable investment. If, however, this bill to raise fees to even three dollars, let alone four dollars, it is going to just about force us to dispose of the trailer. At any rate any such rates are outrageous! Sorry—don't know the number of the bill.

Another thing! It appears whoever is sponsoring this bill is out to make camping entirely a rich man's past-time. And we are *not* rich! This "grandpa & grand-ma" did all the things—"spent a life working, sent a son to the Air Force and saved a few dollars." We do have a home paid for but don't know how long we can continue paying the taxes on it, plus income tax on our retirement.

A year ago last February we spent ten days at Organ Pipe Cactus Nat'l Mon. in Arizona and enjoyed it but, we wouldn't pay thirty or forty dollars for a like stay! There are *no* electric, water or sewer hook-ups in the Monument, but which would be available in a trailer park for possibly less cost—let's say *probably!* instead of *possibly*.

We would like to know the number of the bill, so that we may state our views to Senators Hatfield and Packwood, as well as Rep. Dellenback.

Please don't feel we are "beating you over the head"—because we gather from the news item that you are sympathetic toward "Grandma & Grandpa."

Thanks for listening—

Sincerely & respectfully yours,

FRED C. and BERTHA L. ARNOLD.

TRIPOLI, IOWA, April 23, 1971.

HON. SENATOR ALAN BIBLE,  
Senate Committee on Interior and Insular Affairs, Senate Office Building, Wash-  
ington, D.C.

DEAR SENATOR BIBLE: An article in the Waterloo Courier April 15, Washington (A.P.) prompted this letter.

The Pardee family have vacation two or three weeks annually for thirty years and have spent three months in the south the last two winters.

State and National Parks have been an educational source and a joy to visit. Money has been paid willingly when needed and has previously been a nominal sum.

We oppose an increase in fees. We have in our lifetime promoted the use of parks, paid our taxes, encouraged our friends & relatives to enjoy them and believe the parks and recreational areas can be kept up without a drastic change.

Our observation of Big Bend, Texas, in 1971 is indicative of the effect of higher prices. Last year the gov. park was crowded; this year possibly 50 for the two wks. we were there. For 50¢ more a night we "camped" on the franchised area and had water, sewage and electricity hook-up. We had our \$10 golden eagle which was not accepted as a deduction on the \$2.00 fee. The gov. certainly lost money.

We would not object to a fee of \$3 per person and then acceptance in the park instead of the Golden Eagle.

There must be a way to keep the Parks accessible for Sr. citizens. The statement by Mr. Bible is very true—many have retired and expect to live in their mobile home. They have paid their way by previous taxes. The "long time" campers in Big Bend were having fun in assisting in keeping the area sparkling and "homey." Undoubtedly many would prefer exercise to fees for maintenance.

Let's keep our parks available for the people who own them.

Sincerely,

Mr. and Mrs. E. S. PARDEE.

MINNEAPOLIS, MINN., April 27, 1971.

HON. ALAN BIBLE,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR BIBLE: I have just read about the Interior Department plan to abandon the Golden Eagle Passport, and charge outrageous fees to camp on Federal Land.

I would urgently request that you use your influence to reject the Interior Department plan.

I am a retired Fire-Fighter, living on a disability pension. We have a trailer and would like to travel and see some of the National Parks, and Forests that we have paid for during our working years, but we can't afford to pay \$3.00 a night for a place to camp. There are plenty of private parks with luxury accommodations for people with that kind of money.

Please try to keep the cost of camping on Federal Lands as low as possible, so that we can continue to enjoy the natural resources of this great country.

Very truly yours,

JOSEPH SABAS.

MODESTO, CALIF., April 26, 1971.

HON. ALAN BIBLE,  
Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular  
Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: We are disturbed about the recommendation of the Department of the Interior to abolish the Golden Eagle and to establish in place thereof a yearly permit of four dollars and a daily fee of three or four dollars to camp in national parks and monuments and in federal recreational areas. Being retirees on a limited income, we would be denied the use of such places. May we suggest that the Golden Eagle be retained and extended to cover all fees for camping from the day following Labor Day to the day preceding Memorial Day, and that the Golden Eagle be made a sticker to be attached to the car window rather than a card.

Thank you.

Very sincerely yours,

EMERY A. JOHNSON.

OGDEN, UTAH, May 3, 1971.

Senator ALAN BIBLE,  
 Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular  
 Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: I am *against* the proposal by the Interior Department to increase the fee charged for camping on federal property. The proposal of a \$4 annual permit for each member of a family and the additional charge of \$3-\$4 per night at the camp site will place camping out of the reach of a large majority of Americans.

The lower-middle and low income family has already been deprived of much of the natural beauty and recreational areas that once were available to all Americans. The trend in recent years has been for the government to yield to the pressures of private interests in the sale and leasing of choice lots of federal land. In turn, we Americans cannot venture off the highway system without yielding to the financial demands of these so-called concessionaires. The cost for an overnight stop at one of these private camp grounds is \$4-\$5 dollars per night.

The federal camp ground system is the last reasonably priced recreational outlet available to many Americans; therefore, Federal camp grounds can and must remain within the financial grasp of all Americans. We cannot allow them to be priced beyond the reach of those for whose need they were originally intended.

I therefore solicit your support in opposing the unjust proposals forwarded by the Department of the Interior; instead, let us retain the \$10 Golden Eagle Passport system or the \$1 dollar overnight camp site fee. Any further increase in fees cannot be justified, we the public have already paid and continue to pay each year for our own American heritage, "*Public Lands*" through our taxes.

Thank you.

Mr. and Mrs. CHARLES WILLIAMSON.

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ALBUQUERQUE, N. MEX., April 16, 1971.

Hon. ALAN BIBLE,  
 U.S. Senate,  
 Washington, D.C.

DEAR SENATOR BIBLE: I have recently read an article in the Albuquerque Tribune which has upset me and many other "campers." Just as the article states, we have saved and denied ourselves to be able to afford pickups, campers, trailers, or whatever type camping equipment we prefer. Now, we are faced with exorbitant fees for the use of our federal campgrounds!

Many of us just can not pay such fees, and it seems to me that if these fees are put into effect, the last bit of enjoyment for many of us will be a "thing of the past." We will just have to try to sell our camping equipment and reconcile ourselves to staying home and not being able to get away from it all for a little peace and quiet.

Please, do a lot of thinking on this vital matter and try to keep in mind those of us who will be deprived of our last leisuretime break from the work-a-day world. We look forward all winter to summer week-ends and a "two-weeks-with-pay." There is very little left in the way of recreation that working people can afford; and to us who enjoy camping, fishing, etc., the latest bid to deprive us will be the last straw.

Further, retirement plans will certainly have to be revised for my husband and me. We have already talked of the pleasure we would have with our pickup and camper when we didn't have to be back at the end of a two-weeks vacation each summer.

We pay taxes and have for years, and all we ask is to be able to keep working and to be able to look forward to our week-ends and vacations and further, toward our retirement years.

Fees of \$3.00 or \$4.00 per person per night for camping in a federal campground will mean the end of camping for most of the working people. Don't deny us this!

Very truly yours,

Mrs. G. C. RYAN.

KAUKAUNA, WIS., *April 20, 1971.*

Senator ALAN BIBLE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR BIBLE: Please put a lot of thought into your legislative action in regard to the proposal to do away with the Golden Eagle Passport system for our Federal campgrounds.

There should be some camping facilities that retired or people with large families can utilize without the expenditure being an impossible burden.

Raise the Golden Eagle fee if necessary, however, recent proposals of \$4 per annual permit for each member of the family, plus a \$3 to \$4 fee for each night's stay is ridiculous.

Let's save our "environment" so we can *all* enjoy our blessings.

Very truly yours,

DAVID C. SPECHT.

DENVER, COLO., *April 15, 1971.*

Senator ALAN BIBLE,  
The Senate,  
Washington, D.C.

DEAR SENATOR BIBLE: I understand from newspaper reports that your subcommittee(s) is or will soon be considering proposals designed to drastically increase camping fees for federal campgrounds and parks. Although I approve of the purported purpose to which the increased revenues will be devoted, the suggested fee increase does seem exorbitant.

We are a family (6) of devoted campers and hikers which spends an average of about 30 nights a year camping, mostly on federal lands. For us the Golden Eagle Passport was not only a bargain at \$10 per year, but a real convenience as we traveled from campground to campground. We would be willing to see the cost of this passport increased to \$20 or even \$30 per year but we would be reluctant to pay more for the privilege of camping in "improved" areas: Furthermore the division of the family unitary pass into individual passes and the addition of nightly charges seems to us a retrograde step designed only to promote confusion and delay on the morning of departure and throughout the camping venture.

Hence we would strongly urge defeat of the proposals before your committee.

Yours respectfully,

JOHN R. SADLER.

DENVER, COLO., *April 14, 1971.*

Senator ALAN BIBLE,  
U.S. Senate,  
Washington, D.C.

DEAR SIR: I am writing to you to let you know how we feel about the proposed camping fee hike. There are many of us younger than Grandma and Grandpa who can't afford the \$3 or \$4 a night. We like to take our tent (not a fancy trailer) and head for our beautiful mountains for vacations. We have two young children we are trying to raise and educate and we can't afford to fly off to vacationland and stay in motels. We must be content to rough it in the mountains and now that is about to be taken away from us. We are members of that great group known as the "lower middle class" who are taxed and taxed to death. Now you are planning to raise our camping fee. Why is it that you are always finding ways to get more and more money out of us? Please just leave us alone and let us enjoy our great out-of-doors.

Mrs. WM. E. TRUMAN.

LAS VEGAS, NEV., *May 17, 1971.*

Senator ALAN BIBLE,  
U.S. Senate,  
Washington, D.C.

DEAR SIR: As members of the Vegas Rollin Wheels, a local camping club, we are taking this means to express our interest in keeping the Golden Eagle, this time permanently, and it is our belief, that those citizens who are on Social Security should be admitted to the Campgrounds for only the price of the Golden

Eagle, which in its present form does not do much for us. We feel it should either be raised a few dollars in cost and do away with the campsite fees, or the fees lowered to one dollar per nite.

In these trying times, when many families are breaking up, one way to help, is keep the fees of camping within the reach of all. We strongly believe that camping families tend to stay together and help build a stronger country.

Should you ever go camping, you will see that the campers help to protect the area, as one of our Mottos is Leave the Campsite cleaner than you found it. We are not Litter-bugs, that cost so much annually to be picked up, we pick up after ourselves, and yes, even those who are not seriously interested in camping, and the protection of our National Parks and Recreational areas.

We urge your consideration of these problems, they are very real and close to our hearts.

JACK WICHA.

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CALIFORNIA FEDERATION OF WOMEN'S CLUBS,  
TIERRA ADORADA DISTRICT 14,  
*Santa Susana, Calif., June 4, 1971.*

DEAR SENATOR JACKSON: In observance and investigation by interviewing Senior citizens on the reauthorized Golden Eagle National Passport. We are in agreement with Secretary Morton's recommendation to alter the price of the passport from \$10.00 to \$4.00 per person over sixteen years of age.

However, to increase the use fees for National Park facilities would be a real hardship for Sr. citizens on a fixed income. They have already been forced out of the use of California State Parks due to the \$4.00 per day use fee and will be facing the same situation in our National Parks. They have contributed through the years to enjoy this privilege. The continued frustrations such as these only add to the Sr. citizen's growing dilemma of increasing incidents of paranoia.

The Tierra Adorada Dist. 14 C.F.W.C. with a membership of 2,300, are urging you to exempt the Sr. citizen who is 65 years of age or older from any use fees other than the cost of the G.E. Passport itself, for any area administered for outdoor recreation purposes by the National Park Service, The Bureau of Sports Fisheries & Wildlife, The Bureau of Reclamation, The Forest Service, Corps of Engineers, The Tennessee Valley Authority or the United States Section of International Boundary and Water Commission—United States and Mexico.

Sincerely yours,

Mrs. LARUE LECHER,  
*Dist. Legislation Chairman.*

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CALIFORNIA FEDERATION OF WOMEN'S CLUBS,  
*Tierra Adorada District 14, June 4, 1971.*

HENRY M. JACKSON,  
*Chairman of Committee,  
Senate Interior and Insular Committee.*

DEAR MR. JACKSON: Tierra Adorada Dist. 14 C.F.W.C. authorized representatives, do hereby endorse the recommendations so stated by Tierra Adorada Dist. 14 to exempt the Sr. citizen who is 65 years of age or older, from any use fees other than the cost of the Golden Eagle National Passport itself.

Sincerely yours,

(Signed by 5 concerned citizens of California.)

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Senator ALAN BIBLE,  
*Senate Office Building,  
Washington, D.C.*

LITTLETON, COLO., April 19, 1971.

DEAR SENATOR BIBLE: If the fees proposed for the national campgrounds, as reported in the Denver Post a few days ago, are approved, you will be eliminating camping as a recreation for many people.

We are campers—many years tent campers—and as of the last year, trailer campers. We look forward all winter to the camping season, and did not mind buying the Golden Eagle. It seemed a fair way to help pay for the care and improving of the areas. An increase in the annual fee would be acceptable, but this

proposal of three or four dollars per night is ridiculous. Added to the cost of licenses for fishing or hunting, the cost of equipment to even tent camp, or a trailer or camper cost, and you will have camping areas for only the well-to-do.

The commercial campgrounds offer hot water, showers, and a place to do laundry for less than four dollars a night, so it does not seem at all in line to pay that much for most of the camp grounds where the most people can go. We hope you will not support such an overnight fee. Do the people who make these proposals ever go camping? There must be some better way to pay for these things, without eliminating the lower income people as campers.

Sincerely,

Mrs. THOMAS A. MATHEWS.

WYOMING-UTAH-NEVADA CHAPTER,  
OUTDOORS UNLIMITED, INC.,  
Ogden, Utah, June 1, 1957.

Mr. ROGERS C. B. MORTON,  
Secretary, Department of Interior,  
Washington, D.C

DEAR MR. MORTON: The Wyoming-Utah-Nevada Chapter of Outdoors Unlimited directors, in a meeting May 21, 1971, took the following action:

Be it resolved:

1. To oppose the recently proposed increase in user fees on public lands.
2. To support the present Golden Eagle Passport program with the following changes:

- a. That the monies collected be used for development and maintenance of outdoor recreation facilities on public lands.
- b. That the monies collected be returned to the agencies selling the permits.
- c. That the monies collected not be used to purchase land now in private ownership, except to provide reasonable access to presently owned public lands and waters.

We urge that you give this resolution serious consideration in deciding the fee program to use in the future.

Very sincerely yours,

JOEL L. FRYKMAN, *President.*

JUNE 11, 1971.

DEAR SENATOR BENNETT: I want to express an idea about the Golden Eagle Passports.

It seems to me that there are two main weaknesses, in the system.

1. It is administered unfairly; 2. It is costly to administer.

In many of our campgrounds you are never checked and when you are caught, you pay a \$1.00 or \$1.25 for a days fee, thus at most if you camp out in the small campgrounds, say an average six times a year; it costs you \$6.00. This discourages the ones that pay the \$10.00 yearly fee.

Suggestion: For those who want to pay the one time fee; have a collection box; Fill out a form, put it with your fee in an envelope, drop it in a box. If you are parked without paying your fee; then you should pay the \$10.00 yearly fee plus a fine. We can't have an officer at every camp, or all our money goes for wages. We want to improve our camps.

Give other officers of the law permission to write tickets. Or make everyone using National improved campgrounds pay the \$10.00 fee and charge them a fine same as if you are caught hunting or fishing without a license.

I was at Dagger Falls, on the middle fork of the Salmon River when 20 odd people were given tickets and paid for the year and only used it once. This is disheartening \$10.00 would bring in a great amount of revenue if everyone paid. The cost of collection was low. I have also since the above mentioned time camped in small improved camps and never been checked.

I read recently in the paper where someone had suggested people should be put out of campgrounds such as Yellowstone: because too many are using our campgrounds as free camp spaces. I strongly protest this; though.

Whose property is it? Where do our old folks or poor folks enjoy our country? Not in a \$30.00 a night motel.

Sincerely,

A. E. CLEMENT.



