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GOLDEN EAGLE PROGRAM

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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

OCTOBER 1, 1971

PART 2



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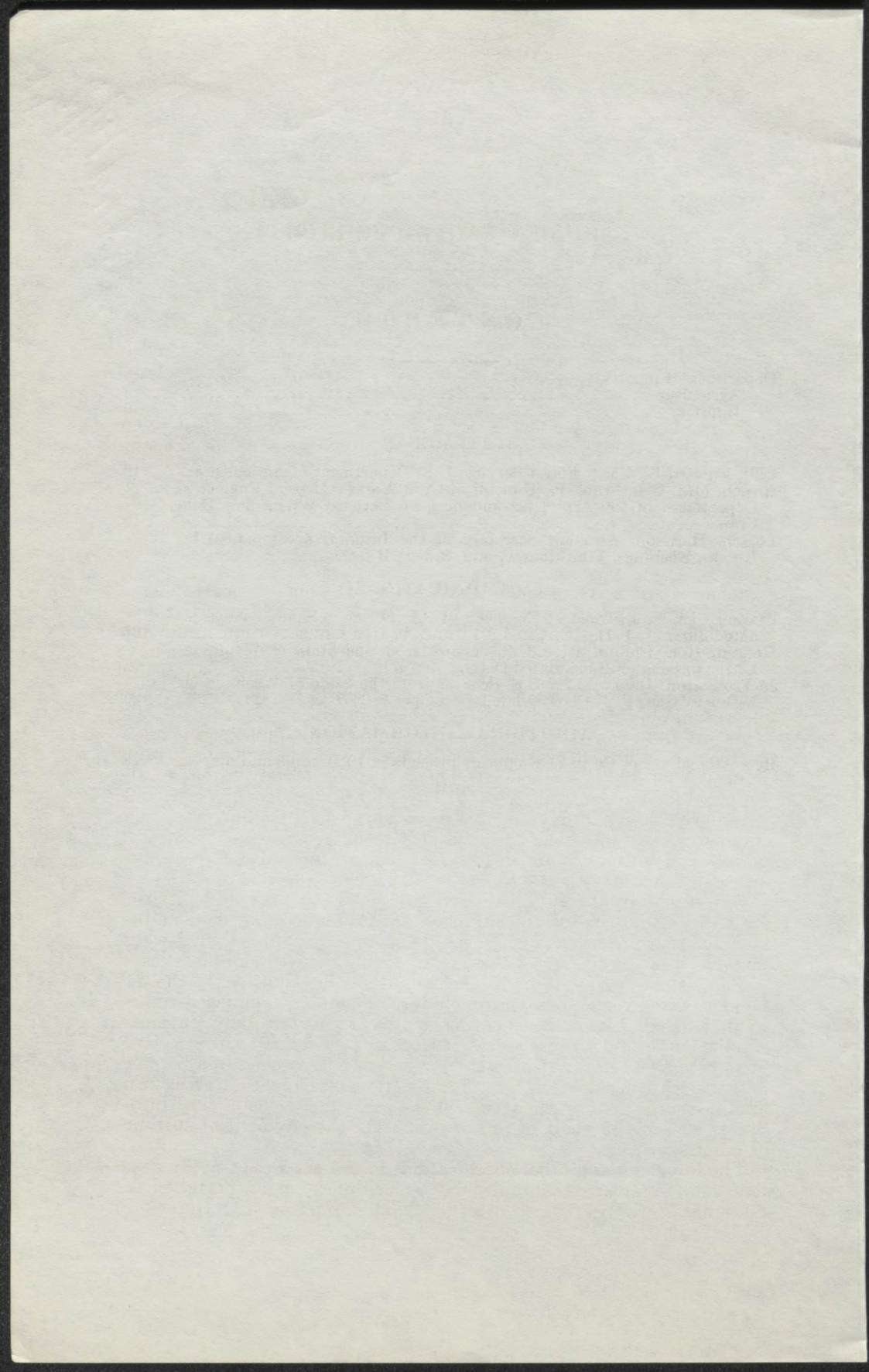
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GOLDEN EAGLE PROGRAM

FRIDAY, OCTOBER 1, 1971

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

The subcommittee met at 10 o'clock a.m. in room 3110, New Senate Office Building, Hon. Alan Bible, chairman of the subcommittee, presiding.

Present: Senators Bible and Church.

Staff present: Jerry Verkler, staff director; Porter Ward, professional staff member; Bernard C. Hartung, professional staff member; Charles Cook, minority counsel; Thomas Nelson, assistant minority counsel.

Senator BIBLE. Gentlemen, the hearing will come to order. This is a continuation of our previous hearings on the Golden Eagle program being restored to the Land and Water Conservation Fund Act.

This is the time duly noticed and set for that hearing and we have already introduced into the record Senate bill 1228 and Senate bill 1893, bills to restore the Golden Eagle program to the Land and Water Conservation Fund Act, and for other purposes.

As we know, all recreation fees, including the Golden Eagle passport, are established pursuant to the Land and Water Conservation Fund Act of 1965 as amended. The recreation fee provisions of the act provide for an annual cost of \$10 payable by the person, or persons, entering a designated Federal Recreation Area by a private, non-commercial automobile. This passport is an entrance or admission permit and nothing more. Additional fees are provided for camping or use of other facilities.

Our intent in the submission of S. 1893 is to provide legislation for the continuance of this widely popular passport system and to include other provisions which would encourage additional and, where possible, year-round use of these outstanding recreational facilities.

The specific stipulations in the bill would, in addition to the \$10 Golden Eagle yearly passport, include a \$25 annual camping permit—to include all persons in the automobile—fees for daily entrance, supplemental and special recreation permits such as group activities, boat races, et cetera. It also states that user fees need not be competitive with non-Federal or private camps or recreation areas. The final new provision in the act would exempt all citizens of the United States who are 65 years of age or over from the payment of entrance or admission fees.

The foregoing and other specifications in the act would apply to all land and water areas administered by or under the authority of the National Park Service, Bureau of Land Management, Bureau of

Reclamation, Forest Service, Corps of Engineers, Tennessee Valley Authority and the U.S. section of the International Boundary and Water Commission—United States and Mexico.

It is my earnest belief that this uniform procedure and coverage involving those Federal departments that are concerned with recreation activities will do a great deal toward standardizing entrance and user fee practices and thus be more acceptable to and popular with the American public.

It is also my firm conviction that all contents of this legislation should be affective for a period of not less than 5 years. This would serve to reduce the confusion of yearly changes in rates and other regulations and, again, would permit the people to program their camping and recreation schedules on federally owned facilities.

I think we are all here today striving to find an answer, and my objective, as I stated this, is one of standardizing so everyone kind of knows what we are doing, and also simplifying it so it is not too confusing. I do not know whether we can accomplish that or not but we can certainly try.

I have reports on S. 1893 from the Department of the Interior and Department of Agriculture which will be inserted at this point.

(The reports referred to follow:)

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 22, 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. 1893, 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".

We recommend the enactment of S. 1474, in lieu of S. 1893.

S. 1893 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. 1893 would also repeal section 210 of the Flood Control Act of 1968 (82 Stat. 746; 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 further amend subsection 2(a) of the Land and Water Conservation Fund Act to provide for a \$25 annual camping permit entitling the holder and other persons in his automobile to the use of Federal recreation areas not excepted by the President from such camping permit charge.

As the result of a study conducted pursuant to P.L. 91-308, this Department 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. 1893 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. 1893, 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. 1893.

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.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., September 30, 1971.

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

DEAR MR. CHAIRMAN: Here is our report on S. 1893, 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."

S. 1893 would repeal section 1 of the Act of July 15, 1968 (82 Stat. 354), as amended by Public Law 91-308. This would restore authority for the collection of entrance and user fees under the Land and Water Conservation Fund Act of 1965.

The bill would also repeal section 210 of the Flood Control Act of 1968 (82 Stat. 746; 16 U.S.C. 460d-3). This would restore authority for the collection of entrance or admission fees at Corps of Engineers' lakes and reservoirs.

The bill would further amend the Land and Water Conservation Fund Act to provide for a \$25 annual camping permit which would entitle the holder and other persons in his automobile to use Federal recreation areas without further charge.

Six years of experience with the entrance and user fee program under the Land and Water Conservation Fund Act makes it clear that a charge program is desirable. It has led to significant improvement in the administration of the use of National Forest System recreation developments, facilities, and services provided at public expense. Those taking advantage of these opportunities pay a reasonable fee for this privilege. The program has been well accepted.

This Department recommends that a coordinated Federal recreation fee program be continued. However, on May 20, 1971, the Department of the Interior presented before the Subcommittee on Parks and Recreation the Administration view that an alternative bill, S. 1474, should be enacted in lieu of S. 1893. We concur in the view of the Department of the Interior and accordingly recommend enactment of S. 1474 in lieu of S. 1893.

We believe the proposed amendment in S. 1893 to section 2(a) of the Land and Water Conservation Fund Act would be particularly damaging to any fee program. The approach embodied in this amendment could be interpreted as prohibiting collection of fees at many of our water-related campgrounds and picnic grounds which have been installed at significant Federal expense, and at which fees have been collected for at least the past six years. On the other hand, fees would not be prohibited at similar campgrounds not associated with lakes or reservoirs. The criteria, "highly developed facilities" and "regular schedule of maintenance and supervision" are imprecise and can lead to varying interpretations. These inconsistencies and uncertainties lead to understandable public confusion. Substantial investments have been made at many of our National Forest System boat launching ramps which do not have mechanical or hydraulic equipment. Where high quality, surfaced, high investment ramps have been provided, the user should be charged for the use of such specialized facilities the same as other users are charged for other facilities.

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

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

Senator BIBLE. Our first witness this morning is Secretary Loesch, Assistant Secretary of the Interior. We will be very happy to hear from you, Mr. Secretary, at this time.

**STATEMENT OF HARRISON LOESCH, ASSISTANT SECRETARY OF
THE INTERIOR; ACCOMPANIED BY ROMAN KOENINGS, TIM
MONROE, AND ROBERT RITSCH**

Mr. LOESCH. Thank you very much, Mr. Chairman. I am accompanied this morning by Mr. Roman Koenings, Associate Director of the Bureau of Outdoor Recreation, and in the room with me I also have Mr. Bob Ritsch and Tim Monroe.

Mr. Chairman, I am privileged to appear before you today to testify further on proposed Federal recreation fee programs.

The bills before us this morning, S. 1228 and S. 1893, are substantially different from the administration bill, S. 1474, on which I testified at length before this subcommittee on May 20. As the Department's reports on these bills make clear, we favor the enactment of S. 1474 in lieu of the above bills.

S. 1893 and S. 1228 would essentially continue the existing \$10 annual automobile permit program beyond December 31, 1971, and continue the essence of section 210 of the Flood Control Act of 1968 by restricting the collection of recreation fees at Federal lakes and reservoirs.

In addition, S. 1893 would provide for a new \$25 annual camping permit entitling the purchaser thereof and persons accompanying him in his automobile to camp in Federal recreation areas generally without paying any other fee.

As I testified in May, the Department, in the recreation fee study conducted pursuant to Public Law 91-308, made a detailed analysis of continuing the existing annual automobile permit program as an alternative to an individual permit concept. We concluded that the individual permit concept had advantages which the existing automobile permit could not match. An individual permit places the responsibility for compliance with Federal recreation fee regulations upon the individual visitor to the areas involved.

We believe this will 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 use of spot checking to assure fee compliance, thereby eliminating the need for personnel to be continuously on duty in many areas.

In addition, the individual permit may be readily extended to other Federal lands not presently designated for collection of fees. Some areas which would never be suited to an automobile permit may be suitable for designation as fee areas with an individual annual permit.

We also believe that the administration's proposed new \$4 annual individual permit system has far more potential for increased long-term revenue production than the continuation of a system relying on an annual automobile permit.

We fully agree with the repeal of section 210 of the Flood Control Act of 1968 as proposed in S. 1228 and S. 1893. There can be no truly coordinated and uniform Federal fee collection program unless this restriction is removed and the Corps of Engineers is free to take part in the program on the same basis as other agencies.

However, the essence of section 210 has been restored in both S. 1228 and S. 1893 by restricting the collection of recreation fees at all Federal lakes and reservoirs. We wish to point out that there are

a large number of water-oriented recreation areas which often comprise some of the most desirable fee sites administered by several of the Federal agencies.

This same language appeared 2 years ago when your committee was considering S. 2315. After thorough consideration, this paragraph was stricken from the bill. Any fee system should include these water-oriented sites, many of which are of very high quality.

Finally, the provisions in S. 1893 concerning a \$25 annual camping permit would create another basic annual permit to be administered by the Federal recreation agencies. We believe the proposal in the administration's bill for a system of supplemental fees for the use of only well-developed camping facilities and other high-quality recreation services at Federal recreation areas is a much sounder method of dealing with camping charges.

A \$25 annual camping permit could benefit retired persons, who have more time to camp for extended periods. Based on a study conducted for the Bureau of Outdoor Recreation, those 65 years of age or over comprise about 10 percent of the total Federal recreation area users and this could result in a slight loss of revenue to the land and water conservation fund. Since the camping permit would not be restricted to any single age group, there could also be a slight additional loss to the fund occasioned by purchasers less than 65 years of age.

As I stated in my testimony on May 20, we are willing to support a Golden Age entrance passport whereby persons 65 years of age or older could purchase a lifetime permit for \$25; or secondly, we could support a similar permit at no cost for those 65 years of age or older upon presentation of proof of age.

We believe the comprehensive Federal recreation fee program proposed in the administration's bill will provide a desirable element of control over public use and greater uniformity in recreation fee program administration. We, therefore, recommend the enactment of S. 1474 in lieu of S. 1228 or S. 1893.

This concludes my formal statement. I shall be glad to respond to any questions you may wish to ask.

Senator BIBLE. Thank you very much, Mr. Secretary. Your testimony is always helpful to us and it is practically the same as you gave before and, of course, you and I disagree on the annual camping permit.

It seems to me the Government puts too much emphasis on this as a revenue measure and I do not look on it as a revenue measure, particularly. I look on it more as an additional service to people of our country to help them see our great national parks and recreation areas.

Along that line—and I suggested to staff that they ask your people to supply figures, so they should be readily available to you—just exactly what are we talking about in the way of dollars? Can you tell me what the Golden Eagle passport brought to you in fiscal year 1971 from national park figures?

Mr. LOESCH. Approximately \$16 million, Mr. Chairman.

(The figures referred to follow:)

LAND AND WATER CONSERVATION FUND—FISCAL YEAR FEE REVENUE

[In thousands of dollars]

| | Fiscal year 1968 | Fiscal year 1969 | Fiscal year 1970 | Fiscal year 1971 | Total, fiscal years 1968-71 |
|---|---------------------|---------------------|---------------------|---------------------|-----------------------------------|
| Annual permit: | | | | | |
| Department of the Interior..... | \$2,855 | \$2,875 | \$2,974 | \$3,263 | \$11,967 |
| National Park Service..... | 1,948 | 1,954 | 2,381 | 2,840 | 9,123 |
| Bureau of Outdoor Recreation..... | 745 | 739 | 478 | 277 | 2,239 |
| Bureau of Sport Fisheries and Wildlife..... | 92 | 107 | 55 | 83 | 337 |
| Bureau of Land Management..... | 47 | 52 | 53 | 55 | 207 |
| Bureau of Reclamation..... | 11 | 12 | 4 | 4 | 31 |
| Other Interior..... | 12 | 11 | 3 | 4 | 30 |
| Department of Agriculture..... | 1,628 | 1,752 | 935 | 2,427 | 6,742 |
| Department of the Army..... | 363 | 1,137 | 4 | ----- | 504 |
| Tennessee Valley Authority..... | (²) | (²) | (²) | (²) | (²) |
| Subtotal, annual permit..... | 4,846 | 4,764 | ³ 3,913 | 5,691 | 19,214 |
| Other fees: | | | | | |
| Department of the Interior..... | 5,172 | 5,372 | 4,481 | 9,501 | 24,526 |
| National Park Service..... | 5,045 | 5,166 | 4,208 | 9,237 | 23,656 |
| Bureau of Sport Fisheries and Wildlife..... | 1 ¹ 7 | 180 | 144 | 113 | 540 |
| Bureau of Land Management..... | 10 | 16 | 120 | 140 | 290 |
| Bureau of Reclamation..... | 10 | 10 | 9 | 11 | 40 |
| Department of Agriculture..... | 429 | 593 | 804 | 753 | 2,579 |
| Department of the Army..... | 449 | 1,308 | 13 | 269 | 1,039 |
| Tennessee Valley Authority..... | 48 | 54 | 62 | 23 | 187 |
| Subtotal, other fees..... | 6,098 | 6,327 | 5,360 | 10,546 | 28,331 |
| Total, fees..... | 10,944 | 11,091 | 9,273 | 16,237 | 47,545 |

¹ Corps of Engineers fees suspended Oct. 15, 1968 to May 27, 1970.² Less than \$500.³ Includes revenue from permits other than annual permits for the period from April 1 through June 30.

Senator BIBLE. \$16 million just for the Golden Eagle? I have some figures here that are quite a bit at variance with the figure you are using. Let us see what the basis of your \$16 million is.

Mr. LOESCH. I'm sorry, I was thinking of the total of all fees. The Golden Eagle passport provided in fiscal year 1971 \$5,691,000.

Senator BIBLE. That is in total.

Mr. LOESCH. Yes, sir; that includes all agencies.

Senator BIBLE. I was furnished some figures through my staff that in turn they secured from your people within the park. They approached the problem a little differently. They asked what the Golden Eagle passport figure was as related to national parks. Do you have that figure?

Mr. LOESCH. Yes, sir. The National Park Service collected on Golden Eagle alone \$2,640,000.

Senator BIBLE. That is the figure I have. Yes; all right.

Mr. LOESCH. My figure included, Mr. Chairman—

Senator BIBLE. Why don't you put the other items in just so we are on the same wavelength?

Mr. LOESCH. Fine. The Bureau of Outdoor Recreation collected \$177,000—that was just as their office sales of Golden Eagle. The Bureau of Sports Fisheries and Wildlife, \$83,000. Bureau of Land Management, \$55,000. Bureau of Reclamation, \$4,000. Other Interior

agencies, \$4,000. The Department of Agriculture, which of course, would be primarily the Forest Service, collected \$2,427,000. And those figures together make up the \$5,691,000 total.

Senator BIBLE. That is actually the essential figures. Are the larger figures, 2,000,008 from the national parks and 2,000,004 from the Forest Service, for fiscal year 1971 entrance fees? Those are entrance fees alone?

Mr. LOESCH. That is correct.

Senator BIBLE. All right. I was advised that, within that breakdown, trying to find out the various components of your figures, that the entrance fees for BLM, for example, were \$55,009 and you have related those from the Bureau of Reclamation and the others. I wish you would put all of those in the record.

Mr. LOESCH. I would be glad to do so.

Senator BIBLE. Now, you say your Golden Eagle brings in \$2,000,-008. How much does it cost to collect and service the \$2,000,008?

Mr. LOESCH. I have that figure, Mr. Chairman, I think.

Senator BIBLE. I will ask Ed Cliff the same question for the Forest Service.

Mr. LOESCH. Roughly 15 percent of that amount, Mr. Chairman.

Senator BIBLE. Now, how much do you take in by way of user fees for the national parks which are your big recreation area?

Mr. LOESCH. For both daily user and daily entry fees, there was a total collected in fiscal year 1971 of \$10,546,000.

The significant collection in that regard was the National Park Service which collected \$9,237,000 of the total amount.

Senator BIBLE. Now, the same question again: How much did it cost you to collect the \$10,546,000?

Mr. LOESCH. The 15 percent that I quoted to you before, Mr. Chairman, is calculated across the board for both annual permit and daily user fees.

Senator BIBLE. In other words, for the Golden Eagle, a total of 15 percent.

Mr. LOESCH. Yes, sir.

Senator BIBLE. How many people do you employ to do that? How many people do you buy for 15 percent to take care of your program?

Mr. LOESCH. We do not have figures on—you see, Mr. Chairman, so many of the people who collect fees, that is not their primary duty. That is just a small portion of their duties.

Senator BIBLE. You just estimate the 15 percent then.

Mr. LOESCH. Yes, sir. That includes printing costs, general administrative overhead.

Senator BIBLE. You charge your automobiles to that?

Mr. LOESCH. Yes, sir.

Senator BIBLE. Now, is your experience within the Park Service primarily, because that is the big user within your jurisdiction, is the Golden Eagle a helpful tool for the Park Service? Does that make your work easier?

Mr. LOESCH. Yes, sir; it certainly does. It makes it easy for any agency which has an entry fee.

Senator BIBLE. Now, to refresh my memory on the Golden Eagle, does that run to the automobile or to the individual user?

Mr. LOESCH. It runs to the automobile.

Senator BIBLE. So, if I am driving in with my five children, I can bring all my family along with me.

Mr. LOESCH. Yes, indeed.

Senator BIBLE. For a \$10 annual permit.

Mr. LOESCH. That is correct.

Senator BIBLE. Do you have any particular policy insofar as trailers are concerned within the National Park Service?

As to size? Do they come in under a Golden Eagle permit?

Mr. LOESCH. The trailers come in under the Golden Eagle, Mr. Chairman. In some camping areas, where we are then concerned with user fees and not the Golden Eagle, there are length size restrictions, but not on the entry fee.

Senator BIBLE. You do not pay more if you have a long trailer?

Mr. LOESCH. No, sir.

Senator BIBLE. You occasionally prohibit because of size, is that right, in your camping areas?

Mr. LOESCH. If we are going to charge—any site, whether we charge or not, we may prohibit at a camping site a trailer on account of size, but that has nothing to do with the entry fee to the area which is covered by the Golden Eagle.

Senator BIBLE. It has to do with what? The user fee?

Mr. LOESCH. Yes; or even—we might have a regulation at a non-charging campsite by reason of space or otherwise. We might have a regulation that you could not have a 50-foot trailer in a particular campsite. But this would not have anything to do with the entry, the Golden Eagle, which allows entry to the park or the general area. It would be limited to a particular campsite.

Senator BIBLE. Tell me this: You are aware, I believe, that the subcommittee in the House passed a Golden Eagle bill several days ago, and among other things, it provided the extension of the \$10 Golden Eagle entry pass, and everybody seems to be in accord with the Golden Eagle pass, there seems to be very little argument about the \$10. It covers all the arguments of the automobile. But they said it is only at national parks recreation areas. Specifically, if I understand it—I have been unsuccessful in getting a copy of the bill up to this minute—it prohibits entrance fees at any other place such as national forests, flood control reservoirs, et cetera. Do you favor that provision of the House bill?

Mr. LOESCH. No, sir.

Senator BIBLE. Why don't you?

Mr. LOESCH. This is not in accord with the administration's position which is that the entry fee could and ought to be collected at designated areas operated by any agency.

Senator BIBLE. All right. Very well. Now, they also provide that the user fees are determined by the individual agency or permitted at all federally operated facilities. Are you for or against that?

Mr. LOESCH. Yes, sir; we are for that, provided also that you have the philosophy that user fees should only be collected at developed areas where the Government has spent money in providing extra facilities of some kind or another.

Senator BIBLE. They also provide, as I understand it, that money collected at a facility is credited to a special account in the land and water conservation fund, and can be reapportioned to the agency for approved uses.

That is earmarking of a fund. Are you for or against that?

Mr. LOESCH. I am philosophical. I do not really know what the administration position would be on that in detail, Mr. Chairman, but I am philosophically opposed to that. I think the user fees should just simply be deposited into the land and water conservation fund.

Senator BIBLE. I think that is what they are saying. Credited—earmarking but credited to the land and water conservation fund rather than blanketing them into the Treasury and appropriating them out. I do not see where it makes much difference, because you have to rely on your appropriations before you spend the funds anyway, don't you?

Mr. LOESCH. I may misunderstand that. I have not seen the House bill either.

Senator BIBLE. I have not either. They tell me we may have one in 20 minutes, but we do not have it now.

Mr. LOESCH. I have a summary of its provisions before me.

Senator BIBLE. The question may not be fair because you cannot very well comment on something you have not read.

Mr. LOESCH. All I mean to say is, if the provision is not in accordance with the present way of handling the land and water conservation fund and the money that goes into it, then I would personally be opposed to it.

Senator BIBLE. All right; very well. Now, my understanding is, and I can stand corrected when I have read the bill, but I am advised that they do permit a free Golden Eagle to those over 65 years of age, but it applies only in the State where the individual resides.

Mr. LOESCH. That is true.

Senator BIBLE. Would you have any comment on that?

Mr. LOESCH. Yes, I would. If we are going to go to a free or some kind of special Golden Eagle passport for people over 65, it is my opinion that it ought to be universal and not limited to any particular area.

Senator BIBLE. I certainly agree with that. I should think just the administration of that alone would make it impossible. The sixth one, if I understand it correctly, is that if a person wants to use an individual park or area throughout the season, he can get an entrance fee for such unit for \$3 per season.

Mr. LOESCH. That is correct.

Senator BIBLE. What is your opinion as to that?

Mr. LOESCH. It is my opinion that the Golden Eagle, itself, covers that waterfront. I see no reason why you should have to have a separate permit for a single area. I recognize the idea behind it, I think. If I am a Westerner, which I am, and I live near a particular park, which I may be using to the exclusion of other parks during the summer, maybe there ought to be a difference, but I see no justification for that.

Senator BIBLE. All right. I am a little confused as to your position on those 65 or over. You say, "Willing to support a Golden Age entrance passport whereby persons 65 years of age or older could purchase a lifetime permit for \$25; or second, we could support a similar permit

at no cost for those 65 years of age or older upon presentation of proof of age." You say that you favor either one of them, but one will cost \$25 for life and the other free for life. So you do not have any feeling one way or the other.

Mr. LOESCH. No; we do not. We think that the committee, in its wisdom, and the Congress, if it desires to give a preferential treatment to retirees, it could do so in either way, either by this flat lifetime charge or by a free permit, and we would have no objection to either one.

Senator BIBLE. All right. I just wanted to be clear. You made it in the alternative, and, of course, the proposal was that it be for free. Over 65?

Mr. LOESCH. Yes. Of course, the free one would naturally result in a certain less amount of collection, but—

Senator BIBLE. As I repeatedly said, I do not look on this Golden Eagle as a great revenue producer.

Mr. LOESCH. I understand, Mr. Chairman.

Senator BIBLE. I do not think that is its real role. I have no further questions of you.

Senator Church has just come into the hearing room. He may want to ask some questions.

Senator CHURCH. Mr. Loesch, you speak of the Congress in its wisdom. I remember when you were here 3 or 4 months ago, every member of the committee present spoke out against the individual permit, and now you are back 4 months later reiterating the same position which you held before, which would indicate to me that we did not make much impression on you the first time.

Mr. LOESCH. Senator Church, all I can say to you is that, in spite of the strictures I received on May 20, the administration has not changed its position. I judge the committee has not changed its position.

Senator CHURCH. I have not changed my position either. I cannot speak for the rest of the committee but I certainly will not give my vote or approval to an individual license when I do not really know what the license will even cover, and I do not think there is any way to exactly define what it would cover. I think we will create massive confusion. At least when you buy a fishing license you know precisely what it covers. When you buy a hunting license, you know what it covers. What you are getting for your money. But I think in this case, it is maybe in the nature of a general permit of this kind, it isn't possible to define exactly what the permit would cover and I think that is one of the problems with it.

Mr. LOESCH. If I could comment on that, Senator Church, I see no differential philosophically in that regard to what the car permit covers. The car permit and the individual permit would cover exactly the same things, which is entry to all designated fee areas.

Senator CHURCH. But we have confusion on what the car permit covers. Even now, there is considerable confusion. In some cases, the entry is the only fee charged. In other cases, the entry fee just gets you into the tent, so to speak. Then if you want to do particular things, there are supplementary fees that have to be paid.

Mr. LOESCH. This is the difference between an entry charge—

Senator CHURCH. There is confusion now. If you take the vehicular permit and eliminate it and require in its place an individual permit,

you simply perpetuate the present confusion. It is the present confusion I would like to see cleared up somewhat if there is a way. When you say that you have no objection to making these Golden Age entrance passports available free of charge to persons 65 years of age or older, have you been speaking of an individual permit for those 65 or over? In other words, as it now works, a person 65 can buy the Golden Eagle passport and put it on the car and then he is entitled to the entry, the vehicular entry, that that passport furnishes him. He can have his grandchildren in the car and other people in the car who are not 65 and they are covered by the vehicular passport. Would this—is this what you mean when you say a free passport would continue to be vehicular in character and cover anyone riding in the vehicle?

Mr. LOESCH. Senator Church, it is my opinion that we would have no objection at all if the committee which, as we have remarked, has not changed its position, continues to support a vehicular permit and if the committee desires to prefer retirees, persons over 65 years of age, we would have no objection to issuing a lifetime Golden Eagle permit on the same basis as we issue ordinary permits. Similarly, if we went to an individual permit, we would have no objection.

Senator CHURCH. What I think we need is to simplify this matter, to standardize it. What we need, in my opinion, is an all-purpose voluntary permit that can be purchased for all purposes. That is, that will give entry and general use except in particular cases where obviously a special fee needs to be charged, but where as a general matter you can secure entrance into a national park or national recreation area if an entry fee is charged where you could use generally the camping grounds without having to pay any additional fee, and only in cases where very specialized service is being offered would an additional fee be justified so that people would know pretty much what the passport covers. How would the administration feel about that kind of approach?

Mr. LOESCH. Well, of course, Senator Church, the administration's position is somewhat contrary to that. It is certainly true that one annual recreation fee would simplify administration. No question about that. It would simplify problems in the sale of permits. It would simplify on the ground administration as well. What you are talking about, it seems to me, is a combination entry and user permit. This presumably should cost \$25 or \$30, somewhere in that neighborhood.

Senator CHURCH. See, I would be willing to go from \$10 to \$25 if we make some provision for elderly people who have special needs and limited incomes. Cover it all. Cover it all in one. The person does not have to pay it. It is voluntary. But it would be a pretty good bargain if he uses the parks and forests and his family uses it a good deal. It would be a pretty good bargain if he knew it covered pretty much the waterfront.

Mr. LOESCH. At the levels we are talking about, it would cover camping, it would cover entry user fees for a total period of 2 weeks or thereabouts. Perhaps a bit less, a bit more. Anyone who anticipated using fee areas for that length of time or longer would certainly find it a bargain.

Senator CHURCH. What I worry about is that, if we do not move in the direction of simplicity and standardization, it will get so complicated and confusing to the public and the costs of administration

are going to increase to the point where the whole system could become counterproductive. That is why I cannot go along with the personal permit idea. I think it introduced another element of confusion in the picture.

Mr. LOESCH. Senator, you would not contemplate that the kind of combination entrance and user fee that you are speaking of would entirely replace the simple entry fee that we now have with the Golden Eagle itself, because, of course, there would be a lot of people that would not want to camp at all but still would want to go into the park. You contemplate a two-level—

Senator CHURCH. You could give them the choice.

Mr. LOESCH. We could have a Golden Eagle and a super Golden Eagle.

Senator CHURCH. That is right. People that want only the entry fee could buy it as they do now. Those that want the entry and user passport could buy that. It would be their selection. One would be available for the \$10 and the other for \$25. I think that is far preferable and it has the simplicity that I think you would find and the public would find highly attractive.

Mr. LOESCH. Certainly I think the suggestion, as a personal matter, has a great deal of merit.

Senator CHURCH. Thank you. I do not think I have any further questions.

Senator BIBLE. Thank you very much, Mr. Secretary. I anticipate no further questions toward either you or your very able staff. As far as I am concerned, you can be excused from this hearing. I think this is just a wrapup hearing to kind of bring us up to date and you expressed yourself pretty clearly together. I think the last statements you made gives us some guidelines. Thank you.

Mr. Cliff.

**STATEMENT OF EDWARD P. CLIFF, CHIEF, FOREST SERVICE,
U.S. DEPARTMENT OF AGRICULTURE**

Mr. CLIFF. Mr. Chairman and members of the committee, the Forest Service of the Department of Agriculture has for 6 years worked vigorously to carry out the recreation fee system authorized by the Land and Water Conservation Fund Act. We think this system has greatly improved national forest system recreation programs. I am, therefore, happy to have this opportunity to present a statement for the Department of Agriculture on S. 1893 which would continue the uniform Federal recreation fee system which expires on December 31, 1971.

Outdoor recreation is one of the principal values and purposes of the national forest system. This 187-million-acre system comprises one of the largest groups of lands available to the public for outdoor recreation, including hunting and fishing.

In 1970, there were approximately 172 million recreation visitor-days to national forests and national grasslands—six times the number of such visits in 1950. By the year 2000, we estimate that the number of visitor-days recorded for these lands will exceed 600 million.

Last year we collected recreation fees at 2,841 of the approximately 8,450 developed recreation sites within the national forest system. The 1970 total of fees collected was \$3,721,256.

Senator BIBLE. Do you have a breakdown as between the amount of fees you collected from Golden Eagle as contrasted with the user fees?

Mr. CLIFF. Yes, sir.

Senator BIBLE. Forest Service operations.

Mr. CLIFF. I have figures for fiscal year 1971 and I think those were the comparisons that you were discussing with Secretary Loesch.

Senator BIBLE. Yes; 1971 is our—

Mr. CLIFF. The figures I just gave you were for the calendar year 1970 so there is a little variance.

Senator BIBLE. I understand.

Mr. CLIFF. The sale of Golden Eagle passports by the Forest Service in fiscal 1971 was \$2.4 million, as mentioned by the previous witness. The daily entrance permits amounted to \$2,367,834 for a total of—

Senator BIBLE. Just one second on that last item you gave us. Is that for daily entrance fees or is it daily entrance fees plus user fees?

Mr. CLIFF. These were the user fees.

Senator BIBLE. These are user fees?

Mr. CLIFF. User fees and entrance permits. Where a person chooses to pay on a daily rate rather than buy the Golden Eagle passport.

Senator BIBLE. I understand. Does he get camping facilities for that, for example?

Mr. CLIFF. Yes.

Senator BIBLE. That is a user fee rather than an entrance fee.

Mr. CLIFF. Well, this is where the confusion comes in.

Senator BIBLE. That is what we are trying to eliminate. That is why we have so many problems with this. As committee members, we are supposed to be experts in this field. Rightly or wrongly, that is an assumption. We are just trying to simplify this and standardize it so everybody can understand it.

Now, I do not understand your answer.

Mr. CLIFF. Well, the Forest Service does not charge an entrance fee to enter the national forest. We accept the Golden Eagle passport as an entrance fee to a designated improved recreation area.

Senator CHURCH. That is a camping—

Mr. CLIFF. That entrance fee permits them to use the facilities.

Senator CHURCH. That is a developed camping ground. What other types of recreation areas are involved besides developed camping?

Mr. CLIFF. Picnic grounds, swimming beaches, boat launching facilities are also covered by either entrance or user fees. The Golden Eagle passport permits users into the designated areas and on some 600 areas we charge an extra user fee on those areas where special facilities and services are provided.

Senator BIBLE. For example, what are those special services or facilities?

Mr. CLIFF. Where we would provide lifeguard service on a swimming beach.

Senator BIBLE. You charge—if I have a boat and want to come into one of your recreation areas—

Mr. CLIFF. If we had an area that, in addition, had a boat ramp the extra charge might be made for the use of the boat ramp.

Senator BIBLE. Might be. Is it?

Mr. CLIFF. Where we furnish prepared firewood or other special services that go beyond the facilities needed for the protection of the land.

Senator BIBLE. I have a boat and come into one of your recreation areas with a boat ramp on it. How much do I pay? I have the Golden Eagle. What do I pay to put my boat in the water?

Mr. CLIFF. This might vary, Mr. Chairman.

Senator BIBLE. From what to what?

Mr. CLIFF. The average extra fees where we make a user fee in addition to the entrance fee may be from \$1 to \$3 depending on the services provided.

Senator BIBLE. All right. If I am going on a beach where you have paid lifeguards, what do I pay to swim at that beach?

Mr. CLIFF. This normally would be in the range of \$1 extra, where there are bathhouse facilities and lifeguards and other special facilities.

Senator BIBLE. The Golden Eagle brings myself and my family in just under the Golden Eagle pass. Once I get on the beach where the entire family wants to go in swimming, we have to pay an additional \$1 a head; is that what you are saying?

Mr. CLIFF. No. For the family group. This is based on the carload.

Senator BIBLE. One dollar for the whole kit and caboodle?

Mr. CLIFF. That is right.

Senator CHURCH. I think that the Forest Service is trying to administer this pretty much as the Congress had intended. In other words, the Golden Eagle passport is an entry—covers the entry fee wherever there is an entry charge. And it would cover ordinary uses, but where there are special facilities or special services rendered above and beyond the normal, then a special fee is added. But I am puzzled about where the Forest Service is now charging entry fees. For example, I was told the other day that the Forest Service was charging \$1 to go to the top of a mountain back home, a big butte behind the Emmett Valley and someone who went up there had to pay \$1 to go up and have a view of the valley from the top of the mountain.

I have not had a chance to check into this. I just never encountered a story of that kind before. It did not seem to me to conform at all to the pattern of the Forest Service practices. Can you give me any information on that?

Mr. CLIFF. I am not aware of this situation, Senator Church. This isn't our usual practice. I am surprised to hear this report. We do not try to collect a fee just from people who use the trails or travel across national forest land to enter national forest land. We feel that this is not feasible. There are so many entrance points and people are in there for other purposes other than recreation, a wide range of activities—there is intermingling of private and public lands and it would be an impossible job to try and administer a fee system—

Senator CHURCH. I will try and track this down and get the information to you and you look into it for me, will you?

Mr. CLIFF. I will be very glad to look into it. It does not sound—

Senator CHURCH. It does not sound right to me either.

Senator BIBLE. Let me just ask one question and then I will let you finish your statement. Do you find it difficult to collect your entrance fees in the national forest? How many entrance points would you have at which you do collect fees? You named a number. Did you say 600? Something like that?

Mr. CLIFF. We collect fees on 24,841 areas.

Senator BIBLE. Does that pose difficulties?

Mr. CLIFF. No, because I think it works fairly well because these are improved areas, improved recreational areas within the national

forest. We have devised several different systems of collection. These people can stop at a ranger station and pay the fees and in some of our campgrounds we have a self-delivery system, it is a metered system. We use the division of the parking lot gate at some of our beach areas. I think we have worked out procedures that work pretty well.

Senator BIBLE. Would you have the same factor of collecting as the Park Service does? Do you figure it cost 15 percent to collect the fees that you collect?

Mr. CLIFF. Yes. We do not have precise figures on this because the people that do it have other duties generally, but it cost us from 15 to 25 percent.

Senator BIBLE. 15 to 25 percent to collect the fees that you collect.

Mr. CLIFF. Collect and police the collection.

Senator BIBLE. There was a number of Senators at our earlier meeting who suggested all of this should be for free and you should not pay anything. Of course, if that was the case and if you could go on all the forests and into all the Park Service facilities and recreation areas and not pay anything for it at all, you would still have a policing problem. You would have to pay for policing. Particularly in the day and age in which we live. That is a rather substantial item, law and order within the parks. I am sure they have many more problems than you do in the Forest Service. Yosemite is an example. Yellowstone is another. You can name lots of them. The cost of policing, the cost of maintaining law and order right in my own recreation area at Lake Meade is increasing year after year after year. It just requires a lot of policing. We have a lot who use the parks for dope. Probably they even do that in the Forest Service, don't they?

Mr. CLIFF. We have the same kind of policing problems, the same kind of problems of keeping public order and preventing vandalism and obtaining compliance.

Senator BIBLE. It runs through all our recreation areas, no matter who administers it. It will cost money. It is a policing problem. It is a grave problem. It is one we have to meet. You may proceed. I think you are on the last paragraph of your first page.

Mr. CLIFF. We have found that overall the recreation fee system has been well accepted. We think recreation users have had greater interest in and respect for the areas they visit. This has some effect on our policing problems. In turn, the emphasis of the program has encouraged us to continue to provide high-quality recreation opportunities.

The system has increased public knowledge, appreciation, and support for the entire Federal recreation effort. Our Forest Service people have had more contact with the public under the system and thus more feedback from the public on our policies and the quality of our recreation developments.

In summary, Mr. Chairman, the Department of Agriculture strongly supports a continued recreation fee program for Federal lands. However, we recommend that S. 1474 be enacted in lieu of S. 1893.

We believe that the amendment in S. 1893 to section 2(a) would be particularly damaging to our fee program. This amendment could be interpreted to prohibit collection of fees at areas associated with lakes or reservoirs—more than 1,500 national forest sites would be involved—which have actually been installed at significant public expense.

Senator BIBLE. Do you have figures to substantiate this significant public expense?

Mr. CLIFF. Yes. The significant public expense that I referred to here is the cost of installing recreation facilities.

Senator BIBLE. I was asking: How many dollars is that?

Mr. CLIFF. I do not have them in mind right now.

Senator BIBLE. You might have your staff look at it and supply a rough figure, not an exact figure but a rough figure for the record. Likewise, the amendment, as you interpret it in S. 1893, prohibiting collection of fees—lakes and reservoirs—in 1,600 national forest sites would bring about how much money?

Mr. CLIFF. We will be glad to supply that for the record, Mr. Chairman.

(The information referred to follows:)

ESTIMATED

[Capital expenditure by the Forest Service for the construction of recreation facilities at Federal lakes and reservoirs which would be exempted from fee collections under sec. 2(b) of S. 1893]

| No. | Type of facility | Capital expenditures |
|-----|---------------------------|----------------------|
| 940 | Campgrounds..... | \$101,396,700 |
| 286 | Picnic grounds..... | 7,697,250 |
| 121 | Boat-launching ramps..... | 845,500 |
| | Total..... | 109,899,450 |

ESTIMATED

[Fiscal year 1971 revenue from recreation fees and Federal lakes and reservoirs for facilities which would be exempted from fee collections under sec. 2(b) of S. 1893]

| | |
|---------------------|-------------|
| Daily fees..... | \$1,207,595 |
| Annual permits..... | 1,216,166 |
| Total..... | 2,423,760 |

Senator BIBLE. Then, you say it creates confusion. If you have an objection to that you certainly must object to the House bill. They completely prohibit you from collecting anything from the national forest, don't they?

Mr. CLIFF. I am not familiar with what is in the House bill.

Senator BIBLE. That is my information. I think it is right, though I still do not have a copy of the bill before me. My information is that they extended the \$10 Golden Eagle entrance pass but only to National Parks or recreation areas but prohibits entrance fees at any other places such as national forests, flood control reservoirs, and so forth. That is my understanding of what the bill says.

Mr. CLIFF. I assume, then, that they would want to continue the collection of a user fee.

Senator BIBLE. They do not prohibit the collection, as I understand it, of user fees by the Forest Service but they do prohibit the entrance fee specifically.

Mr. CLIFF. Yes.

Senator BIBLE. User fees are determined by the individual agencies so you still have that even under the House bill.

Mr. CLIFF. Yes; I assume to. I have not had the advantage of seeing the House bill.

Senator BIBLE. I understand. Neither have I. This is the way it was briefed to me by staff. OK; you may proceed.

Mr. CLIFF. We think that this amendment to section 2(a) would create confusion because fees have been collected at such areas without problems for 6 years. The amendment would cause inconsistency because fees could be charged for similar areas not associated with lakes or reservoirs. Further, the criteria set forth by this amendment are imprecise and can lead to varying interpretations.

It should also be noted that substantial investments have been made at many Federal boat ramps which do not have mechanical or hydraulic equipment. Where high-quality, surfaced, high-investment ramps have been provided, the user should be charged a fee for the use of such specialized facilities the same as other users are charged for other public facilities.

This finishes my prepared testimony, Mr. Chairman.

I will be glad to attempt to answer any questions you may have on the recreation fee program as it applies to the national forest system.

Senator BIBLE. Do you have a position on free entrance fees for those 65 years or older?

Mr. CLIFF. No, sir; we do not. This was not included in our position statement.

Senator BIBLE. Do you have any personal objection to it?

Mr. CLIFF. Personally, I am sympathetic to giving the old people a break if they need it. I have some apprehension about it because of the added difficulty of enforcing it. It might lead to requests for giving other special groups special privileges.

Senator BIBLE. I think if they are deserving groups, anybody who gets to 65 and has been a taxpayer all his life, kind of deserves a little special treatment. It is kind of nice. You will be up in that golden age group in 5 or 10 years and you will be 65 or 66. It would be nice to just run around with the pass saying, "Compliments of Uncle Sam." That would be the first compliment maybe some of us will ever get from him. [Laughter.]

So I think it would be kind of an added bonus to being an American citizen and reaching 65 and I do not think the cost involved is very much. The only problem I can see, in the enforcement of it you might find certain people would not improve with age. I do not see any particular problem in administering it. If you are 65, you get a free pass.

Mr. CLIFF. If this were on an individual permit basis, it might be different than if it were on a per car basis. You can see there would be problems on a car basis when grandpa takes the whole family out and gets a free pass for the whole family.

Senator BIBLE. I do not think they can come in that way but if grandma and grandpa want to come in, they can go in for free. I think it is limited to that.

Senator CHURCH. I think you are right, you could not grant the free pass on the basis of the vehicular sticker because that would enable the grandparents to obtain the sticker because of their age and everybody in the family could use the car. But I do think you could give a Golden Age pass individually and make it free and give people of that age access who have the pass. That gives them access and gives them the right to use the facility for them individually. Older people do have the leisure time and many have the inclination and the desire, but, as you know, they are limited in their income. I would think this would be a very fine gesture. In Idaho, for years, you reach the age of 70, I think, and you can hunt and fish without having

to buy a license. It is a special treat that the State gives to youngsters under 14 and to older people of 70 years or more of age. So I would think this would be a fine idea. I would like certainly to endorse it and to support an amendment that would make this possible for older people.

Senator BIBLE. I have no questions of you, Mr. Cliff. I would like to have you comment on the philosophy that I think both Senator Church and I have of trying to simplify this Golden Eagle permit and possibly saying for \$10, which is pretty standardized and pretty acceptable, you have your entrance fee but if you want to pay an additional \$15 and pay a total of \$25 then you can have not only the entrance fee but you can have the permit to use camping facilities either under Forest Service or Park Service as the case may be for a period of 1 year, if you want to pay a total of \$25. You would have an alternative, as I see it, of coming in on a single visit if you wanted to do it that way. Do you see any objection to having a one-time \$25 Golden Eagle pass that covers everything so you do not have to worry whether you can get in or not? It would be only subject under that situation, as I see it, to time limits of saying you are permitted, if the spaces are available, to camp for not over 14 days.

Mr. CLIFF. If the Golden Eagle system is to be continued, we do need to seek simplification. There has been a lot of confusion because of the different ways the different agencies tried to apply it. The Park Service has a system of entry permits and we do not have specific entry permits to get into the national forest. We have tried to use the passport as an entry permit to the individual designated areas. This has caused some confusion. There has been confusion over the extra charges for the special services. I am in favor of anything that will continue this program on a uniform basis—as uniform as possible—and simplify it so that it would eliminate confusion. If the system is to be continued where they can buy a Golden Eagle for an entrance permit, where entrance permits are required, and then a season-long user fee permit where user fees are required, I think this might be very useful. Most of our users, I do not believe, would buy a \$25 season camping permit because most of them do not camp that long. But they would have the option to pay the special charge or go by the day. I think something like this might be worked out.

Senator BIBLE. Thank you. Senator Church.

Senator Church?

Senator CHURCH. I do not think I have any further questions.

Senator BIBLE. Thank you very much, Chief. We always enjoy having you here. I wish you would look into the problem Senator Church posed in his own statement. He can give you additional details and you can come back with the answer on it. It does not quite sound like your policies.

Our next witness will be General Koisch, Director of Civil Works, Corps of Engineers, Department of the Army. We are happy to have you with us, General.

STATEMENT OF MAJ. GEN. FRANK P. KOISCH, DIRECTOR OF CIVIL WORKS, CORPS OF ENGINEERS, DEPARTMENT OF THE ARMY; ACCOMPANIED BY BERNARD WITZIG AND DALE CRANE

General KOISCH. Mr. Chairman, Senator Church, I have with me two members of my staff this morning. Mr. Bernard Witzig and Mr. Dale Crane.

I am Maj. Gen. F. P. Koisch, Director of Civil Works, Office, Chief of Engineers, U.S. Army.

I sincerely appreciate this opportunity to appear before the Committee on Interior and Insular Affairs of the U.S. Senate to present the views of the Department of the Army on bills S. 1228 and S. 1893, concerning fees for recreation use and to restore the Golden Eagle passport program to the Land and Water Conservation Fund Act. I also wish to take this opportunity to comment, in response to a letter dated June 10, 1971, from the chairman of the committee to the Chief of Engineers, on certain proposals to amend the Land and Water Conservation Fund Act which have been recommended to the committee by Dr. Edward C. Crafts.

With respect to S. 1228 and S. 1893, the Department of the Interior has previously appeared, on May 20, 1971, before the Subcommittee on Parks and Recreation, and has presented the view of the administration proposing an alternate bill, S. 1474, which would repeal section 210 of the Flood Control Act of 1968, as well as establishing a new comprehensive fee program and extend it to the Corps of Engineers and other agencies. The Department of the Army concurs with the testimony on the bill presented by Assistant Secretary Harrison Loesch, Department of the Interior, on behalf of the administration. He noted that there could be no fully coordinated and uniform Federal fee collection program unless the Corps of Engineers takes part in the program on the same basis as other agencies.

Before I comment on Dr. Craft's recommendations, I would like to describe briefly the growth and magnitude of public demands for recreational use of Corps of Engineers lakes and waterways.

The Corps of Engineers became a supplier of outdoor recreation opportunities by virtue of construction of major water development projects for flood control, navigation and hydroelectric power. Corps-created lakes proved immediately attractive for recreation use.

Initially, the only exploitation of recreation potential took the form of short-term leases to local interests for park development. In 1944, following congressional hearings on a request by the State of Ohio for long-term leases at two projects for recreation and wildlife management purposes, general authority was provided the corps to assist and sustain public outdoor recreation. The heart of the corps recreation authority is section 4 of the 1944 Flood Control Act which states, in part:

The Chief of Engineers . . . is authorized to construct, maintain and operate public park and recreational facilities in reservoir areas under the control of (the Department of the Army) and to permit the construction, maintenance and operation of such facilities.

Section 4 has been amended, most importantly in 1962 when recreation authority was broadened to cover all types of water resources projects, not just reservoir lakes. Adoption of Senate Docu-

ment 97, also in 1962, and passage of the Federal Water Project Recreation Act of 1965 (Public Law 89-72) gave recreation a status equivalent to other project purposes.

Recorded attendance at corps lakes and waterway projects has grown from 16 million in 1950 to over one-quarter billion in 1970. While the number of projects has increased eightfold since 1950, public attendance and use of the lakes has increased seventeenfold. Measured in terms of public attendance and use, the Corps of Engineers is the largest Federal supplier of outdoor recreation opportunities. Significantly, the opportunities provided through the corps program are directly related to satisfying recreation requirements generated by urban population centers. Enclosure 1 lists 390 major lakes and waterways developed by the corps which in 1970 attracted 276 million visitors.

Senator BIBLE. How do you measure that number?

General KOISCH. These are done on a statistical basis. Every 2 years we hire people to check the people coming in and out of our areas—destinations, use, length of stay—and then we continue to count the vehicles that enter and leave the areas and apply the statistical factors updated every 2 years.

Senator BIBLE. That is done every 2 years like a highway check. Is it a check by cars or individuals?

General KOISCH. We stop the cars and ask the questions and they answer the questions and then we apply the—

Senator BIBLE. So, your count is fairly realistic.

General KOISCH. Yes, sir. Those people who deal in statistics say this is a very good system and they consider our figures to be reasonably accurate.

Senator BIBLE. All right. Thank you.

General KOISCH. Of these projects, 262 were either in Census-defined standard metropolitan statistical areas or within a distance of 50 miles from the centers, and serve both urban and rural visitors.

The rapid growth of public recreational use of our projects was not anticipated during the early post-World War II years. Since there was no source of funds for facilities to meet the demand, the situation led, in 1959, to establishment in the budget of a special line item account—code 710 funds—for additional recreational facilities at completed projects. For fiscal years 1960-1971, code 710 appropriations averaged about \$5.2 million per year. Growing public use and increasing awareness is requiring substantial upgrading of existing sanitation facilities to meet new State requirements and protect the water quality of developed lakes. This has imposed a major new demand under the code 710 program which has had the effect of limiting its use for expanding facilities. Roughly 80 percent of the code 710 funds included in the fiscal year 1972 budget will be applied to upgrading of sanitation facilities, and only 20 percent to providing additional facility capacity.

Last year, Dr. Edward C. Crafts, recreation consultant and former Director of the Bureau of Outdoor Recreation, undertook an assessment of facility requirements and management needs at corps projects. In his report, which was previously furnished the committee, he estimated the need for a billion-dollar facilities upgrading program to bring Corps of Engineers facilities and operations into conformance with contemporary standards and volume of use. As one internal

consequence of Dr. Crafts' report, we initiated work to develop estimates and plans for providing adequate facilities at all projects listed in enclosure 1. While we have not yet confirmed specific facility needs on a project-by-project basis, we have developed a refinement of Dr. Crafts' estimate, which indicates the need for an upgrading program of somewhat lesser magnitude. This estimate pertains to facilities required to meet short-term needs and is not necessarily indicative of the ultimate requirements over the remaining physical life of these projects.

Both Dr. Crafts' and our estimates were prepared based on anticipated use of different types of basic recreation facilities, without reference to existing policies on sharing of costs by Federal and non-Federal entities.

In his testimony on May 20, 1971, before the Subcommittee on Parks and Recreation, Dr. Crafts recommended that the Land and Water Conservation Fund Act be amended in three respects:

(1) By making the fund available for development of Federal recreation areas as well as for land acquisition;

(2) By making the Corps of Engineers, TVA, Bureau of Sport Fisheries and Wildlife, and Bureau of Land Management eligible for acquisition and development benefits under the fund; and

(3) By setting up subaccounts in the fund into which fees collected by the agencies would be placed, to be eligible to be appropriated to those agencies for operation and maintenance of their recreation areas.

We agree fully with Dr. Crafts that the Corps of Engineers needs to make greater investments in upgrading recreational facilities and in the operation and maintenance of existing projects. His report has been highly useful to us in our study of public recreational facility needs. We are exploring, through regular executive department channels, the acceptability of an upgrading program with code 710 funding that we are devising as a result of Dr. Crafts' report to us. We believe we should pursue this approach before considering further possible changes in the land and water conservation fund for facilities development and operation and maintenance.

Our approach seeks to place recreation program needs in their proper priority with reference to other water resources needs within each of the major regions of the Nation and also within available budgetary resources. In this time of funding stringency, we believe that this is the appropriate and most logical way to deal with the recreation needs problem and that regular funding processes will prove responsive when the needs are weighed in this manner.

With reference to Dr. Craft's proposal for land acquisition at existing Corps of Engineers projects where lands are deficient for public needs, we do not believe it is necessary to modify the land and water conservation fund for this purpose. Certain land deficiencies have already been overcome through acquisition under the code 710 program. For projects which might require any significant increase in land acquisition, we believe that the most appropriate route to follow is assessment of project needs under the authority of section 216 of the 1970 Flood Control Act. Section 216 provides general authority to review the status of all completed projects and recommend appropriate changes to the Congress "when found advisable due to significant changed physical or economic conditions." Recommendations could pertain to additional land acquisition for recreation or other purposes.

Section 216 project modifications should all be treated in consistent budgetary fashion. Dependence on allocations from the fund for land acquisition, while securing appropriations for other related purposes through the regular appropriations process, would needlessly complicate budget procedures. Existing appropriation procedures for land acquisition at our new projects are satisfactory.

Mr. Chairman and members of the committee, this completes my formal statement.

I will be glad to respond to your questions.

Senator BIBLE. I understand the position of the corps, General. Tell me this: How much do you charge in the way of fees for use of any of the facilities under the jurisdiction of the Corps of Army Engineers?

General KOISCH. For those we operate directly, they generally have to do only with camping in relatively unsophisticated surroundings with some amenities provided, \$1 per night. More sophisticated surroundings like a hot shower and laundry room, \$2 a night. Many of our recreation areas are actually operated by either State or local entities or recreation commissions and they too charge fees.

Senator BIBLE. You do not charge an entrance fee in any event to any of the areas within your jurisdiction?

General KOISCH. By law, we are prevented from doing so.

Senator BIBLE. You are prevented from doing that by law. You obviously do not want to be brought under the purview of the Golden Eagle program.

General KOISCH. Sir, as long as section 210 of the Flood Control Act of 1968 remains on the books, we cannot really apply the Golden Eagle program.

Senator BIBLE. I understand you cannot as long as that remains on the books but if that were repealed or amended or changed in some way, what would the position of the corps be?

General KOISCH. We go along with the Golden Eagle program and under the laws that have been proposed here, the legislation proposed, we would foresee that if the restriction on charging for access is removed that we would have to get together with the Bureau of Outdoor Recreation and determine which of our areas shall be called Golden Eagle areas and require some sort of documentation for entry.

Senator BIBLE. You said you averaged over the last several years—you spent about \$5 million per fiscal year for recreation facilities within the jurisdiction of the Corps of Army Engineers.

General KOISCH. Sir, these are under the special 710 code. In addition to the capital outlays that would be made during the construction of the project.

Senator BIBLE. Your budget comes under Public Works, doesn't it?

General KOISCH. Yes, sir.

Senator BIBLE. You testified in support of your budget request at that time. Have you developed your budget for this oncoming fiscal year?

General KOISCH. It is undergoing—

Senator BIBLE. This may be out of your department, I do not know.

General KOISCH. It is undergoing review now in the Office of Management and Budget.

Senator BIBLE. Do you have any idea how much you put in there for recreation facilities?

General KOISCH. I think I would be stepping out of line in accordance with the budget information—

Senator BIBLE. You have to go through your regular channels. All right.

General KOISCH. Let me say we put an increase in.

Senator BIBLE. A substantial increase?

General KOISCH. Yes, sir.

Senator BIBLE. Now, I suppose it is true that you do not have sufficient money to put in the facilities that are indicated because of the use of some 276 million visitors per year. You need more facilities, is that right?

General KOISCH. This is correct. We have other restrictions on us in the form of, I believe Public Law 89-72, which we, by administrative decision, determine to be retroactive to all our other projects. In this law, basically some local entity, State or local recreation commission or city or town, must pick up 50 percent of the separable costs of recreation lands and facilities and must do all of the operation and maintenance and, as I understand, our projects are so relatively vast, we are finding that this just is not working.

Senator BIBLE. Well, then, I would think if the law can be amended to make you also a beneficiary of the land and water conservation fund that that would be to the overall benefit of the recreation program. Is that a sound conclusion? Don't hesitate to say so. I do not know whether I am right or wrong.

General KOISCH. Naturally, we would like to be the beneficiary of anything that would go with recreation. I think that I implied in my statement this morning that we just do not think that that fund is going to be adequate to do the things that should be done in corps projects.

Senator BIBLE. You not only implied it but I think you said it, so that being true, then you say you are under budgetary restrictions and if you do not ask for enough money to do the job that you think should be done to take care of 276 million visitors, how do you get the job done?

General KOISCH. We would rather continue in the normal appropriations range and justify our requests before the appropriations committees rather than be completely dependent on the land and water conservation fund.

Senator BIBLE. If you do not ask for more money, how will you get it?

General KOISCH. We are asking for more.

Senator BIBLE. Substantially.

General KOISCH. Yes.

Senator BIBLE. Will that bring your sanitary needs up to what they should be?

General KOISCH. Yes, sir.

Senator BIBLE. And do you have sufficient personnel to manage and operate the facilities under your jurisdiction?

General KOISCH. We have gotten along thus far, sir. We could use more, there is no question, but the Office of Management and Budget considers that we are pretty much on a rather efficient basis now.

Senator BIBLE. Well, the facilities to which you refer that are under the jurisdiction of the corps are largely sanitation facilities and picnic tables and boat ramps. Do you have camping facilities under your jurisdiction?

General KOISCH. Yes, sir; we have quite a few camping facilities.

Senator BIBLE. Overnight camping?

General KOISCH. Yes.

Senator BIBLE. Is that on a daily or weekly basis? What are the rules of the road?

General KOISCH. Basically, daily with a 2-week limitation. If the camping spot is not to be used by someone else at the end of the 2 weeks, you can apply for another 2 weeks. I mentioned our charges before.

Senator BIBLE. How many camping areas do you have under the jurisdiction of the corps?

General KOISCH. Apparently we are charging at only 83 of them.

Senator BIBLE. How many do you have at which you are not charging but have camping facilities available?

General KOISCH. I would like to supply that for the record. It is quite substantial.

Senator BIBLE. Would it be materially more than 83?

General KOISCH. Yes, sir. We charge only where we have some sophistication in, such as I mentioned like a hot shower or some sort of security, electric plugging.

Senator BIBLE. You have sanitation facilities at all areas within your jurisdiction?

General KOISCH. Yes, sir.

Senator BIBLE. But they do need upgrading.

General KOISCH. Very much so in order to come into being with the State water quality laws.

Senator BIBLE. But you say that there are funds sufficient to meet that need in the budget that is to be submitted.

General KOISCH. That is right.

Senator BIBLE. Providing it gets by all of the steps up the line before it gets to Congress.

General KOISCH. That is correct.

Senator BIBLE. I think I understand your position, General. I have no further questions.

Senator Church?

Senator CHURCH. General, I had to leave the room during part of your testimony and I missed the part I should have listened to because I had been under the impression that the law prohibited the corps from charging fees.

General KOISCH. For access.

Senator CHURCH. For access only.

General KOISCH. No entry fee. We must supply a service of some kind.

Senator CHURCH. So, you are free then to charge for special service just as the Forest Service is.

General KOISCH. Yes, sir.

Senator CHURCH. Now, if the law were changed to permit the corps to participate in the land and water conservation fund, wouldn't that be of some advantage? In other words, wouldn't that tend to supplement the revenues for recreational purposes otherwise available to the corps?

General KOISCH. I think the specific answer to your question would be: Yes. However, our fear is that once tied to this fund that will be the begin-all and end-all of the available funds for development.

Our problems are such that the land and water conservation fund just could not support the recreation development that must be done at corps lakes.

Senator CHURCH. Well, the Forest Service participates in this fund and yet that has not impaired the access of the Forest Service to additional money through the appropriations process for recreation. I do not see why the law could not be amended in such a way as to eliminate any fear that the fund would substitute for the money that you now are paid through the appropriation process. As I recall, and—has the Chief left?

Senator BIBLE. He has, but I think his deputy is here.

Senator CHURCH. As I recall, the present land and water conservation fund provision for the Forest Service limits the use of the money to acquisition, does it not?

General KOISCH. I believe the portions that go to the States do not necessarily have that same—

Senator CHURCH. Would have that same restriction. In the case of the corps, that would be inappropriate. You would want the money for development rather than—you have no land to acquire for this purpose. Well, I would think that in the interests of standardization and making the maximum use of the fund, giving it the maximum scope, we ought to give some consideration, Mr. Chairman, to the possibility of including the corps and permitting it to participate in a way that would not interfere with your access to the appropriations process for additional moneys.

Senator BIBLE. That is the only thing we are trying to arrive at, General. Senator Church and I see this very much the same. We are not trying to complicate life. We are trying to simplify it. Certainly it isn't our idea that by letting you get the benefits of whatever moneys might be available to you under the land and water conservation fund through a Golden Eagle entrance permit or a Golden Eagle users permit or any kind of users permit that we are going to shrink your revenue. What we want to do is give you enough money to do the job better. I think that is our objective. That is what we will strive for. I have no further questions. Thank you very much, General. We appreciate your participation with us today and before we close this record, I do want to put Senator Jackson's letter of June 10 in the file as well as the reply of General Clark. I do not have it ready before me but the staff can supply them.

I also have a letter from a fellow member of our Park Subcommittee, Senator Hansen, of Wyoming. That will likewise be made part of the record.

If there are other insertions, the record will be kept open for 5 days for that purpose and, at the end of 5 days, the record will be closed.

We stand adjourned.

(Whereupon, the committee was adjourned at 11:30 a.m.)

(The Corps of Engineers materials, and letters referred to by Senator Bible, follow:)

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 92d 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.

DEPARTMENT OF THE ARMY,
OFFICE OF THE CHIEF OF ENGINEERS,
Washington, D.C., 21 June, 1971.

In reply refer to ENGCW-R.

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

DEAR MR. CHAIRMAN: Thank you for your letter of 10 June regarding amendments to the Land and Water Conservation Fund, as proposed by Dr. Edward C. Crafts, and your invitation to the Corps to testify on those recommendations.

One internal consequence of the report which Dr. Crafts prepared for the Corps last year was initiation of work to develop a plan for providing adequate facilities and recreational opportunities at the several hundred major lakes which we manage. Working in collaboration with the Office of the Secretary of the Army, we are well along in preparation of the comprehensive facilities improvement plan. I hope that the plan can be finished prior to your Committee's next hearings. The Administration will be consulted at the earliest practicable date to determine the most feasible means of implementing the plan.

Sincerely yours,

F. J. CLARKE,
Lieutenant General, USA, Chief of Engineers.

UNITED STATES SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C., October 1, 1971.

HON. ALAN BIBLE,
Chairman, Parks and Recreation Subcommittee, Committee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am pleased to lend my support to your legislation, S. 1893, and wish to compliment you on your foresight and initiative in proposing this revision of the Golden Eagle Passport program to not only extend the current legislation, but also to develop a means whereby the public will be able to use the numerous campgrounds and developed facilities available to them without having to provide for individual supplemental fees.

Mr. Chairman, I have received much correspondence requesting that the Golden Eagle Passport system be extended. In Wyoming where we have so many parks and recreation areas available to passport owners, this program has proven to be an effective means for providing for the use of the national parks and national forest lands.

Annually, I receive many letters complaining about the additional fees which are charged for camping in developed areas. To me, the provision in your legislation which would set an annual fee by which a camper could have unlimited use of camping and other developed facilities in the parks and forests represents a viable alternative whereby the camper can make use of the facilities available.

I understand that there are over 2,000 Forest Service areas throughout the United States as well as numerous national park areas which will be available to holders of the Golden Eagle passport. The annual entrance fee and the camper use permit will effectively supplement the Land and Water Conservation Fund for better administration of recreation areas.

In the past, the collection of user fees for campgrounds and other developed areas has proven to be a serious administrative problem. For this reason, the annual user fee suggested in this legislation has much appeal.

Further, I am delighted to see that the Chairman has had the foresight to include as a part of S. 1893 the provisions of a bill which I had previously cosponsored which would exempt any person over sixty-five years of age from having to purchase a Golden Eagle Passport. To me, this is a particularly encouraging and noteworthy provision.

Personally, I am aware of many citizens who use our national parks and forests after they retire. To me, there is no better way to enjoy spare time than to relax in the natural splendor of our national parks. I believe that the provision exempting those over sixty-five from purchasing a Golden Eagle Passport will encourage our senior citizens to use our national park and forest lands.

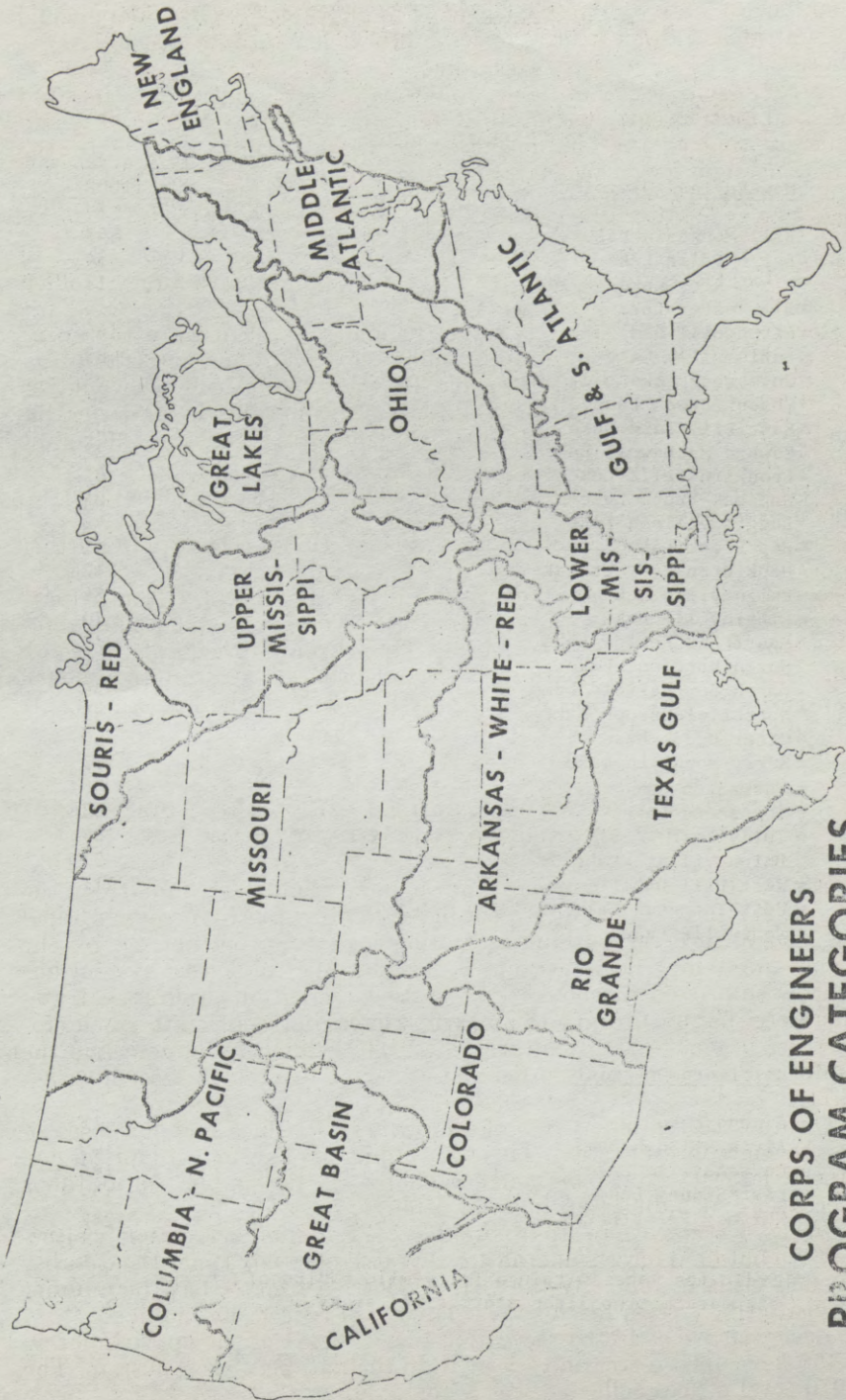
I am pleased to support this legislation, and look forward to enactment of S. 1893.

With best regards,
Sincerely,

CLIFFORD P. HANSEN, U.S.S.

RECREATIONAL USE OF
CORPS OF ENGINEERS PROJECTS
IN 1970

The following 390 projects are shown by Water Resource Region and Corps Districts. The projects are classified as reservoir and other waterway projects. Part 1 contains 233 reservoir projects and Part 2 contains 157 waterway projects, nearly all of which are locks and dams.



CORPS OF ENGINEERS
PROGRAM CATEGORIES
(EXCLUSIVE OF ALASKA, HAWAII & PUERTO RICO)

P A R T 1

RESERVOIRS

NEW ENGLAND REGION

| <u>New England Division</u> | <u>1970 Attendance (1000)</u> |
|-----------------------------|-----------------------------------|
| Ball Mountain Lake | 547 |
| *Barre Falls Lake | 54 |
| *Black Rock Lake | 11 |
| *Blackwater Lake | 15 |
| *Birch Hill Dam | 144 |
| *Buffumville Lake | 88 |
| *Colebrook Lake | 62 |
| *Conant Brook Lake | 18 |
| *East Brimfield Lake | 308 |
| *Edward MacDowell Lake | 22 |
| *Franklin Falls Lake | 43 |
| *Hancock Brook Lake | 24 |
| *Hodges Village Lake | 46 |
| *Hop Brook Lake | 81 |
| *Hopkinton-Everett Lake | 212 |
| *Knightville Dam | 84 |
| *Littleville Lake | 70 |
| *Mansfield Hollow Lake | 271 |
| North Hartland Lake | 76 |
| North Springfield Lake | 36 |
| *Northfield Brook Lake | 51 |
| *Otter Brook Lake | 50 |
| *Surry Mountain Lake | 117 |
| *Thomaston Dam | 86 |
| *Townshend Lake | 63 |
| *Tully Lake | 24 |
| Union Village Lake | 97 |
| *West Hill Lake | 111 |
| *West Thompson Lake | 138 |
| *Westville Lake | 76 |

MIDDLE ATLANTIC REGION

Baltimore District

| | |
|---------------------|-----|
| Almond Lake | 15 |
| Alvin R. Bush Dam | 149 |
| *Curwensville Lake | 186 |
| *East Sidney Lake | 122 |
| *Whitney Point Lake | 242 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

| | <u>1970 Attendance</u> <u>(1000)</u> |
|---|---|
| <u>Philadelphia District</u> | |
| Francis E. Walter Dam | 184 |
| *Prompton Lake | 75 |
| <u>Norfolk District</u> | |
| <u>New York District</u> | |
| *Waterbury Lake | 45 |
| *Wrightsville Lake | 8 |
| SOUTH ATLANTIC-GULF REGION | |
| <u>Charleston District</u> | |
| W. Kerr Scott Dam and Lake | 594 |
| <u>Jacksonville District</u> | |
| *Lake Okeechobee and Waterway | 2,428 |
| <u>Mobile District</u> | |
| *Allatoona Lake | 5,502 |
| *Buford Dam and Lake Sidney Lanier | 11,737 |
| Okatibbee Lake | 540 |
| <u>Savannah District</u> | |
| *Clark Hill Lake | 4,504 |
| Hartwell Lake | 5,383 |
| <u>Wilmington District</u> | |
| *John H. Kerr Dam and Lake | 3,007 |
| *Philpott Lake | 882 |
| OHIO REGION | |
| <u>Huntington District</u> | |
| * Atwood Lake | 1,110 |
| * Beach City Lake | 94 |
| Bluestone Lake | 880 |
| * Bolivar Lake | 123 |
| * Charles Mill Lake | 707 |
| * Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas. | |

| <u>Huntington District (Cont'd)</u> | <u>1970 Attendance</u> <u>(1000)</u> |
|---|---|
| *Clendenning Lake | 188 |
| *Deer Creek Lake | 931 |
| *Delaware Lake | 1,450 |
| *Dewey Lake | 2,187 |
| *Dillon Lake | 912 |
| Doyer Lake | 224 |
| Fishtrap Lake | 376 |
| Grayson Lake | 739 |
| John W. Flanagan Dam and Lake | 308 |
| *Leesville Lake | 323 |
| *Mohawk Lake | 174 |
| *Mohicanville Lake | 7 |
| North Fork of Pound River Lake | 155 |
| *Piedmont Lake | 236 |
| *Pleasant Hill Lake | 998 |
| *Senecaville Lake | 771 |
| *Summersville Lake | 1,202 |
| *Sutton Lake | 485 |
| *Tappan Lake | 329 |
| *Tom Jenkins Dam | 976 |
| *Wills Creek Lake | 79 |
| <u>Nashville District</u> | |
| *Barkley Dam and Lake Barkley | 2,514 |
| Center Hill Lake | 2,966 |
| *Cheatham Lake | 1,212 |
| Dale Hollow Lake | 2,100 |
| *J. Percy Priest Dam and Lake | 4,830 |
| Lake Cumberland | 5,297 |
| *Old Hickory Lake | 5,161 |
| <u>Pittsburgh District</u> | |
| *Berlin Lake | 1,104 |
| *Conemaugh Lake | 189 |
| *Crooked Creek Lake | 644 |
| East Branch Clarion R. Lake | 94 |
| Kinzua Dam and Allegheny Lake | 2,676 |
| *Loyalhanna Lake | 160 |
| *Manhoning Creek Lake | 17 |
| Michael J. Kirwan Dam and Res. | 686 |
| *Mosquito Creek Lake | 1,678 |
| *Shenango Lake | 1,071 |
| Tionesta Lake | 483 |
| Tygart River Lake | 748 |
| *Youghiogheny Lake | 1,456 |
| * Indicates lakes within a fifty mile radius of standard metropolitan statistical areas. | |

| | <u>1970 Attendance (1000)</u> |
|--------------------------------|-----------------------------------|
| <u>Louisville District</u> | |
| * Barren River Lake | 1,057 |
| Buckhorn Lake | 418 |
| * Cagles Mill Lake | 408 |
| Green River Lake | 820 |
| * Huntington Lake | 48 |
| * Mansfield Lake | 616 |
| * Mississinewa Lake | 724 |
| * Monroe Lake | 1,022 |
| Nolin River Lake | 358 |
| * Rough River Lake | 1,667 |
| * Salamonie Lake | 744 |
| * West Fork of Mill Creek Lake | 3,657 |
| GREAT LAKES REGION | |
| <u>Buffalo District</u> | |
| * Mount Morris Lake | 364 |
| UPPER MISSISSIPPI REGION | |
| <u>Rock Island District</u> | |
| * Coralville Lake | 844 |
| Red Rock Dam and Lake Red Rock | 708 |
| <u>St. Louis District</u> | |
| * Carlyle Lake | 2,028 |
| Shelbyville Lake | 1,193 |
| <u>St. Paul District</u> | |
| Eau Galle Lake | 3 |
| Gull Lake | 993 |
| * Lac Qui Parle Lake | 32 |
| Leech Lake | 502 |
| Pine River Lake | 799 |
| Pokegama Lake | 536 |
| Sandy Lake | 393 |
| Winnibigoshish Lake | 422 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

SOURIS-RED-RAINY REGION

| <u>St. Paul District</u> | <u>1970 Attendance (1000)</u> |
|--------------------------|-----------------------------------|
| * Ashtabula Lake | 332 |
| Homme Lake | 87 |
| Orwell Lake | 8 |
| Traverse Lake | 35 |

MISSOURI REGION

| <u>Kansas City District</u> | |
|-----------------------------|-------|
| Harlan County Lake | 918 |
| Kanopolis Lake | ' 318 |
| Milford Lake | 1,577 |
| Perry Lake | 1,575 |
| * Pomme De Terre Lake | 1,934 |
| * Pomona Lake | 834 |
| Tuttle Creek Lake | 343 |
| Wilson Lake | 467 |

Omaha District

| | |
|---|-------|
| Big Bend Dam and Lake Sharpe | 919 |
| Bowman-Haley Lake | 92 |
| * Cherry Creek Lake | 957 |
| Cold Brook Lake | 32 |
| Fort Peck Lake | 571 |
| Fort Randall Dam and Lake Francis Case | 1,176 |
| Garrison Dam and Lake Sakakawea | 1,044 |
| Gavins Point Dam and Lewis and Clark Lake | 2,546 |
| Oahe Dam and Lake Oahe | 1,861 |

ARKANSAS-WHITE-RED REGION

Albuquerque District

| | |
|-----------------------|-----|
| Conchas Lake | 229 |
| John Martin Reservoir | 196 |

Little Rock District

| | |
|----------------------|-------|
| Beaver Lake | 2,088 |
| * Blue Mountain Lake | 412 |
| * Bull Shoals Lake | 3,398 |
| Clearwater Lake | 749 |
| * Greers Ferry Lake | 2,742 |
| Nimrod Lake | 447 |
| Norfolk Lake | 2,487 |
| * Table Rock Lake | 6,084 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

| <u>New Orleans District</u> | <u>1970 Attendance (1000)</u> |
|---|-----------------------------------|
| * Bayou Bodcau Lake | 280 |
| * Ferrells Bridge Dam and Lake O' the Pines | 4,352 |
| * Texarkana Dam and Lake Texarkana | 2,434 |
| * Wallace Lake | 179 |
| <u>Tulsa District</u> | |
| Broken Bow Lake | 880 |
| Canton Lake | 1,079 |
| Council Grove Lake | 870 |
| * Denison Dam and Lake Texoma | 9,716 |
| Elk City Lake | 603 |
| * Eufaula Lake | 3,215 |
| Fall River Lake | 378 |
| * Fort Gibson Lake | 2,937 |
| Fort Supply Lake | 368 |
| Great Salt Plains Lake | 636 |
| * Heyburn Reservoir | 383 |
| Hulah Lake | 492 |
| John Redmond Dam and Reservoir | 656 |
| * Keystone Lake | 2,440 |
| * Marlon Lake | 763 |
| * Millwood Lake | 2,240 |
| * Oologah Lake | 986 |
| * Pat Mayse Lake | 635 |
| Pine Creek Lake | 277 |
| * Tenkiller Ferry Lake | 2,311 |
| Toronto Lake | 512 |
| * Wister Lake | 824 |

LOWER MISSISSIPPI REGION

Memphis District

Wappapello Lake 1,665

New Orleans District

Vicksburg District

| | |
|-----------------------------------|-------|
| Arkabutla Lake | 976 |
| Blakely Mt. Dam and Lake Ouachita | 2,563 |
| Enid Lake | 871 |
| Grenada Lake | 2,500 |
| Narrows Dam and Lake Greeson | 1,980 |
| Sardis Lake | 2,336 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

RIO GRANDE REGION

| <u>Albuquerque District</u> | <u>1970 Attendance (1000)</u> |
|-----------------------------|-----------------------------------|
| Abiquiu Dam | 43 |
| * Galisteo Dam | 2 |
| * Jemez Canyon Dam | 42 |
| Two Rivers Dam | 4 |

TEXAS GULF REGION

| <u>Fort Worth District</u> | |
|---|-------|
| * Bardwell Lake | 698 |
| * Belton Lake | 3,090 |
| * Benbrook Lake | 2,347 |
| * Canyon Lake | 1,142 |
| * Grapevine Lake | 2,540 |
| * Hords Creek Lake | 258 |
| * Lavon Lake | 3,028 |
| Lewisville Lake | 2,525 |
| Navarro Mills Lake | 791 |
| Proctor Lake | 442 |
| Sam Rayburn Dam and Reservoir | 2,566 |
| * San Angelo Lake | 326 |
| Sommerville Lake | 2,798 |
| * Stillhouse Hollow Lake | 1,554 |
| Town Bluff Dam and B.A. Steinhagen Lake | 680 |
| * Waco Lake | 1,179 |
| * Whitney Lake | 3,497 |
| <u>Galveston District</u> | |
| * Addicks and Barker Dams | 291 |

COLORADO REGION

| <u>Los Angeles District</u> | |
|-----------------------------|----|
| Alamo Lake | 23 |

GREAT BASIN REGION

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

CALIFORNIA REGION

| <u>Sacramento District</u> | <u>1970 Attendance (1000)</u> |
|--------------------------------------|-----------------------------------|
| Black Butte Lake | 156 |
| * Harry L. Englebright Lake | 118 |
| * Isabella Lake | 1,558 |
| * New Hogan Lake | 255 |
| * Pine Flat Lake | 609 |
| * Success Lake | 627 |
| * Terminus Dam and Lake Kaweah | 344 |
| <u>San Francisco District</u> | |
| Coyote Valley Dam and Lake Mendocino | 1,064 |
| <u>Los Angeles District</u> | |
| * Brea Dam | 324 |
| * Hansen Lake | 1,413 |
| * Prado Dam | 413 |
| Salinas Lake | 67 |
| * Sepulveda Dam | 2,185 |
| * Whittier Narrows Lake | 1,641 |

COLUMBIA-NORTH PACIFIC REGION

| <u>Portland District</u> | |
|---------------------------------------|-------|
| * Cottage Grove Lake | 360 |
| * Dorena Lake | 207 |
| * Fall Creek Lake | 205 |
| * Fern Ridge Lake | 1,316 |
| Foster Lake | 225 |
| * Green Peter Lake | 170 |
| * Lookout Point-Dexter Lake | 331 |
| <u>Seattle District</u> | |
| * Albeni Falls Lake | 242 |
| Chief Joseph Dam and Rufus Woods Lake | 81 |
| * Mud Mountain Lake | 39 |
| <u>Walla Walla District</u> | |
| * Lucky Peak Lake | 1,251 |
| Mill Creek Lake | 108 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

PART 2

WATERWAYS

NEW ENGLAND REGION

| <u>New England Division</u> | <u>1970 Attendance (1000)</u> |
|-----------------------------|-----------------------------------|
| *Cape Cod Canal | 1,356 |

MIDDLE ATLANTIC REGION

| | |
|---------------------------------|-----|
| <u>Norfolk District</u> | |
| *Albemarle and Chesapeake Canal | 56 |
| <u>Philadelphia District</u> | |
| *Chesapeake and Delaware Canal | 120 |

SOUTH ATLANTIC-GULF REGION

| | |
|--|-------|
| <u>Jacksonville District</u> | |
| *Central and Southern Florida Flood Control | 885 |
| <u>Mobile District</u> | |
| Alabama River Lakes | 68 |
| Claiborne Lock and Dam | |
| *Millers Ferry Lock and Dam and William "Bill" Donnelly Reservoir | |
| Black Warrior and Tombigbee River System | 2,260 |
| Coffeeville L&D | |
| *Demopolis L&D | |
| *Holt L&D | |
| *John Hollis Bankhead L&D | |
| Warrior L&D | |
| *William Bacon Oliver L&D | |
| Chattahoochee River system | |
| Columbia L&D | 230 |
| *Walter F. George L&D | 2,838 |
| *Jim Woodruff Dam and Lake Seminole | 2,985 |
| *Pearl River Ls&Ds 1 to 3 | 138 |
| <u>Savannah District</u> | |
| *New Savannah Bluff L&D | 219 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

| <u>Wilmington District</u> | <u>1970 Attendance</u> <u>(1000)</u> |
|---|---|
| Cape Fear River Ls and Ds 1 to 3 | 180 |
| *Cape Fear River Ls and Ds 1 and 2 | |
| *William O. Huske L&D | |
| OHIO REGION | |
| <u>Huntington District</u> | |
| Kanawha River System | 110 |
| *London L&D | |
| *Marmet L&D | |
| *Winfield L&D | |
| Ohio River Ls and Ds | 1,703 |
| Belleville L&D | |
| *Capt. Anthony Meldahl L&D | |
| *Gallipolis L&D | |
| *Greenup L&D | |
| *Ohio River Ls and Ds 15 and 16 | |
| *Racine L&D | |
| <u>Pittsburgh District</u> | |
| *Allegheny River System Ls and Ds 1-8 | 149 |
| Monongahela Waterway Ls and Ds | 43 |
| *Hildebrand L&D | |
| *Maxwell L&D | |
| *Monongahela Waterway Ls and Ds 2-4 and 7-8 | |
| *Morgantown L&D | |
| *Opekiska L&D | |
| Ohio River Ls and Ds | ** |
| *Dashields L&D | |
| *Emsworth L&D | |
| *Montgomery L&D | |
| *New Cumberland L&D | |
| *Ohio River Ls and Ds 12-14 | |
| *Pike Island L&D | |
| <u>Louisville District</u> | |
| * Green River Ls and Ds 1-6 | 90 |
| * Kentucky River Ls and Ds 1-14 | 478 |
| Ohio River Ls and Ds | ** |
| * Markland L&D | |
| * McAlpine L&D | |
| * Ohio River Ls and Ds 43-53 | |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

** Ohio River Locks and Dams total attendance recorded in Huntington District total.

GREAT LAKES REGION

| <u>Chicago District</u> | Total Attendance (1000) |
|--------------------------------|----------------------------|
| *Fox River Ls & Ds (8 Ls & Ds) | 23 |

UPPER MISSISSIPPI REGION

| | |
|---|-------|
| <u>Chicago District</u> | |
| *Illinois Waterway (8 Ls & Ds) | 193 |
| <u>Rock Island District</u> | |
| *Upper Mississippi River Ls & Ds, Pools 11-22 | 5,052 |
| <u>St. Louis District</u> | |
| *Upper Mississippi River Ls & Ds, Pools 24-26 | 3,857 |
| <u>St. Paul District</u> | |
| *Upper Mississippi River Ls & Ds, Pools 1-10 and 5A | 2,076 |

SOURIS-RED-RAINY REGION

MISSOURI REGION

| | |
|--|----|
| <u>Omaha District</u> | |
| *Missouri River, Mouth to Sioux City, Iowa | 45 |

ARKANSAS-WHITE-RED REGION

| | |
|--|-------|
| <u>Little Rock District</u> | |
| McClelland-Kerr Arkansas River Navigation System | |
| * Dardanelle L&D and Lake Dardanelle | 1,559 |
| * David D. Terry L&D and David D. Terry Lake | ** |
| * McClelland-Kerr Arkansas River Navigation System, Pools 2-5, 9 & 13 | 1,249 |
| * Murray L&D | |
| * Norrell L&D | ** |
| * Ozark L&D | ** |
| * Toad Suck Ferry L&D | |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

** Included in McClelland-Kerr Arkansas River Navigation System, Pools 2-5, 9 & 13 totals

| <u>Tulsa District</u> | <u>Total Attendance</u> <u>(1000)</u> |
|--|--|
| McClelland-Kerr Arkansas River Navigation System | |
| *Chouteau L&D | |
| *Newt Graham L&D and Newt Graham Lake | |
| *Robert S. Kerr L&D and Res. | |
| *W. D. Mayo L&D | ** |
| *Webbers Falls L&D | |
| LOWER MISSISSIPPI REGION | |
| <u>New Orleans District</u> | |
| *Bonnet Carre Floodway | 275 |
| RIO GRANDE REGION | |
| TEXAS GULF REGION | |
| COLORADO REGION | |
| GREAT BASIN REGION | |
| CALIFORNIA REGION | |
| COLUMBIA-NORTH PACIFIC REGION | |
| <u>Portland District</u> | |
| * Bonneville L&D | 2,417 |
| John Day L&D | 639 |
| The Dalles L&D | 387 |
| <u>Walla Walla District</u> | |
| Ice Harbor L&D | 199 |
| Lower Monumental L&D | 87 |
| McNary L&D | 1,484 |

* Indicates lakes within a fifty-mile radius of standard metropolitan statistical areas.

** Includes 13 McClelland-Kerr Arkansas River Navigation System, Pools 2-5, 9 & 13 totals

