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THE NATIONWIDE OUTDOOR RECREATION PLANS: CRITIQUES BY STATE OFFICIALS

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AT THE REQUEST OF

HENRY M. JACKSON, *Chairman*
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE

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MEMORANDUM OF THE CHAIRMAN

To Members of the Senate Committee on Interior and Insular Affairs:

In 1963, the Congress enacted Public Law 88–29, spelling out tasks related to outdoor recreation which are to be performed by the Secretary of the Interior. That legislation serves as the charter for the Bureau of Outdoor Recreation which was established by President Kennedy in 1962. Both the law and the creation of the Bureau flowed from the recommendations of the Outdoor Recreation Resources Review Commission which completed its landmark study in 1962.

The B.O.R. tasks set forth in Public Law 88–29 are:

—Prepare and maintain a continuing inventory of the outdoor recreation needs and resources of the United States;

—Prepare a system for classification of outdoor recreation resources;

—Formulate and maintain a nationwide outdoor recreation plan;

—Give technical assistance and cooperate with the States, their political subdivisions, and private interests;

—Encourage interstate and regional cooperation in planning, acquisition, and development of outdoor recreation;

—Sponsor, engage in, and assist research and education programs;

—Encourage interdepartmental cooperation and promote coordination of Federal plans and activities generally relating to outdoor recreation; and

—Accept and use donations for outdoor recreation purposes.

The section requiring the preparation of a nationwide outdoor recreation plan within 5 years—and the updating of that plan at 5-year intervals—reads as follows:

> (c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and recommend desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

The requirement was nearly met when a plan was completed in 1968, but this was revised by the incoming administration. Finally, in 1970, the Interior Secretary had prepared a final draft of a plan with heavy emphasis on meeting the recreation needs of urban areas. This plan, titled *The Recreation Imperative* (the so-called Hickel Plan), was never transmitted to the Congress nor made public.

By December 1973, the administration released a considerably modified version of the original plan, carrying no cost estimates, entitled *Outdoor Recreation: A Legacy for America.*

I felt it was important that the differences between the two proposals should be made known to the public, and therefore last summer arranged for publication of *The Recreation Imperative* as a committee print of the Committee on Interior and Insular Affairs.

The publication of the previously suppressed 1970 version of the Nationwide Outdoor Recreation Plan by this committee last year offered the public an opportunity to consider the product of 7 years of work by the Bureau of Outdoor Recreation and the expenditure of $7 million.

Having made the study available, however, was not really enough. It was felt that recreation professionals and nonfederal officials should have an opportunity to comment upon the "Hickel Plan." At the same time, it was recognized that the Senate Committee on Interior and Insular Affairs could benefit from the same comments.

Therefore, the committee sent copies of the 1969 and 1973 versions of the nationwide plan to over 200 State, university, organization and private recreation specialists, asking them to provide an assessment of the two plans and to respond to several topics related to outdoor recreation and current problems. These efforts were directed by Mr. James P. Beirne, special counsel to the committee.

There were over 80 responses, including 20 from governments, to our request for assistance, with many of these offering valuable comments and insights.

So that the Senators who are members of the Committee on Interior and Insular Affairs, and other interested Members of Congress, as well, may share in these comments, I have requested that the submissions be printed as a print of the Committee on Interior and Insular Affairs.

Mr. George H. Siehl, of the Environmental Policy Division, Congressional Research Service, Library of Congress, has drawn from the State responses pertinent excerpts and has arranged them in a topical manner. The full text of the replies is also included, as is an introductory analysis prepared by Mr. Siehl.

It is my intent to make available in similar fashion the responses received from organizations and individuals. The thoughts of those State officials who are most directly affected by the development and implementation of Federal recreation policy, are, I feel, of most immediate concern to my colleagues, however.

HENRY M. JACKSON, *Chairman.*

LETTER OF TRANSMITTAL

THE LIBRARY OF CONGRESS,
CONGRESSIONAL RESEARCH SERVICE,
Washington, D.C., April 25, 1975.

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

DEAR MR. CHAIRMAN: I am pleased to transmit herewith a report "The Nationwide Outdoor Recreation Plans: Critiques by State Officials" prepared at your request by Mr. George H. Siehl, analyst in our Environmental Policy Division.

The study is based upon the replies to a questionnaire from your Committee to State outdoor recreation officials seeking their evaluation of a draft outdoor recreation plan which was prepared in the period 1969–1970 and the final plan which was made public in December 1973.

The study by Mr. Siehl analyzes the responses offered by officials of 28 States and other governmental units. The full replies to your questionnaire are also contained in the accompanying study.

This is the first in a series of studies in a planned project on National Outdoor Recreation Study and Evaluation (Project NORSE), which is being undertaken by the Environmental Policy Division of the Congressional Research Service. Subsequent studies will offer reviews similar to this, drawing upon the information contained in academic and organizational responses to your Committee's questionnaire.

Sincerely yours,

LESTER S. JAYSON,
Director.

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CONTENTS

	Page
Memorandum of the Chairman	III
Letter of Transmittal	V
Introduction	1
Review of State comparisons	3
State comparisons of the outdoor recreation plans	7
Review of State responses to specific points of interest	13
State responses to specific points of interest:	
1. Efforts to curb inflation and concurrently cushion the impact of unemployment	13
2. Energy shortages and energy conservation programs	15
3. Social ills of urban areas	19
4. Educational benefits which may be derived from recreation programs	22
5. Land use planning	24
6. Environmental pollution	26
7. Preservation of critical ecological and natural areas	28
8. Enhancement of the urban environment	30
9. Formulation of a national water policy	32
Additional issues identified	35
APPENDIX	
The State replies and supporting material	43

THE NATIONWIDE OUTDOOR RECREATION PLANS: CRITIQUES BY STATE OFFICIALS

Introduction

PROCEDURE

In November 1974, Senator Henry Jackson, Chairman of the Senate Committee on Interior and Insular Affairs, sent to over 200 agencies, organizations and individuals concerned with outdoor recreation copies of the Nationwide Outdoor Recreation Plan as released by the White House in December 1973 and a draft of that plan which had been completed in 1969 but never made public.

Senator Jackson requested that the recipients offer their evaluation of the two proposals and, further, that they comment upon a list of nine topics as they relate to the planning and management of outdoor recreation. These topics were:

1. Efforts to curb inflation and cushion unemployment.
2. Energy shortages and energy conservation programs.
3. Social ills of urban areas.
4. Educational benefits of recreation programs.
5. Land use planning.
6. Environmental pollution.
7. Preservation of critical ecological and natural areas.
8. Enhancement of the urban environment.
9. Formulation of a national water policy.

The full text of Chairman Jackson's letter and copies of the responses are included elsewhere in this print. Responses were requested by mid-December, a schedule which many recipients found impossible to achieve. Postal delays, changes of personnel following November elections in some States, and other similar problems added to the difficulty of the situation, but, nonetheless, over 80, or about one-third, of the recipients responded.

The analysis which follows draws only upon the responses from government officials including those at the State level as well as the Commonwealth of Puerto Rico, the District of Columbia, New York City, and the County of San Mateo, California.

Following the analytical section, the letters and supporting material sent by these respondents are reprinted, in full.

Review of State Comparisons

If one were to be guided only by the published commentary which followed the release of the 1973 plan (Outdoor Recreation: A Legacy for America), the comments contained in the responses from State officials would offer a slight surprise. The early reaction to the released plan frequently took the form of modest praise for some of the concepts offered, followed by expressions of disappointment, or worse, about the lack of specifics offered by the plan.

The following excerpt from the editorial comment in the January 1974 issue of *Parks & Recreation* is representative of the type of response most often encountered:

> There are some good things about the plan:
>
> It indicates continued administration support for appropriations to the Land and Water Conservation Fund and support of fund changes that would enlarge the range of projects available to states and local governments.
>
> It gives long overdue recognition to financing operations and maintenance in a legislative proposal to provide declining grants for such purposes to accompany federal surplus land transfers.
>
> The plan contains a generous number of promises for improved federal policies and practices.
>
> That is about all the good that can be said of it, however, because much that remains to be said is an expression of profound disappointment that the plan fails to recognize the new dimensions of recreation in American life and fails to signal changes that are needed.
>
> Astonishingly, the plan contains no inkling of priorities. It does not even assert that defining priorities is a relevant issue.
>
> It relegates the problem of recreation for the ill and handicapped to two paragraphs on architectural barriers.
>
> Almost completely ignores research needs, especially in their human and behavioral implications.
>
> The plan gives no thought to the needs for well-educated and trained professional manpower in parks and recreation.
>
> The plan focuses on land and facilities but largely ignores operations, interpretation, and programs. It asserts an urban focus but suggests little to meet urban needs.

There were good words for the document, however. Gary Soucie, reviewing the publication in the July 1974 issue of *Audubon* wrote:

> On first, rather superficial reading, my impression of the plan was that it was one hell of a catalog but not much of a cookbook. After a second, more careful reading, the plan's

challenges, its opportunities, and danger signals started becoming apparent. A third reading convinced me that what we have here is a document of first-order importance.

There is a lot to this report. It is definitely recommended—no, make that required—reading for every conservationist.

This viewpoint was decidedly in the minority, however, and the surprise in the comments of the State officials is that the same point of view was expressed again, although still in the minority.

Preferences were expressed in 15 of the 24 State responses. Of these, 9 favored the "Hickel plan"; three the 1973 plan; and three others saw the best choice being a combination of the two versions.

The California response spells out the rationale for the combination of the two versions on the basis of their differing orientations, as follows:

> The 1970 draft plan is much broader in scope, in that it recommends specific actions to assure outdoor recreation opportunities. Perhaps the draft plan's greatest strength is its more detailed analysis of the broad spectrum of outdoor recreation concerns and the consequent recognition of the need for priority action on the more acute problem areas.
>
> The current Nationwide Outdoor Recreation Plan is a policy document and does not set forth a specific program of recommended actions; it deals with "how" rather than "what". The greatest strength of the current plan is its recognition of the changes which have occurred in federal-state relationship, changes which are of major consequence in the fabric and structure of government.
>
> I think that these two plans should be viewed as complementary, rather than conflicting, and will provide a basis for a "third generation" nationwide plan which combines the strengths of both prior plans. There is an urgent need for a plan which charts the course for a detailed national program and clearly establishes the roles of federal, state and local governments and the private sector in carrying out that program, so we can get on with the business of assuring that this and future generations of Americans will have adequate outdoor recreation resources.

Those comments favoring the 1973 plan were based upon different reasons. Oregon, for instance, noted that "it gave more responsibility to state and local governments," while Florida found that "its utility lies in supplying guidance for planners in preparing outdoor recreation and open space plans, and promoting programs to investigate and devise new modes of outdoor recreation resource and facility supply." Maine, on the other hand, supported the 1973 plan because it was felt to be "a much more valuable document toward guiding the Federal government in its outdoor recreation policies."

The supporters of the Hickel plan also voiced several differing reasons for their choice, but there were repeated themes among the responses of this plan's proponents.

Several responses, for instance, praised the attention given to the key matter of financing outdoor recreation at all levels of government.

Others found the organization of the earlier plan much more amenable to use by local planners and policy personnel. Oklahoma noted of the 1969 plan, "It is more definitive, more comprehensive, its content and format more useful. We conclude that it is more compatible with reality, and we are pleased that we frequently refer to it, finding it a more reliable tool."

The wealth of detail contained in *The Recreation Imperative* was noted as a strength by several respondents. This reaction was not universally held, however, for Maine, at least, noted "there is no need to analyze outdoor recreation in such detail in order to determine dollar needs—States are already doing that."

The 1973 plan received more strongly critical characterizations than did the 1969 version. North Dakota noted that "The 1973 formal plan was lacking in precisely those recommendations which are most urgently needed." Oklahoma wrote "It is an attractive 'library piece', but is far too limited for useful planning guidance." South Dakota's evaluation was that "it will serve as a heck of an expensive paper weight which should be replaced with an updated version of the 1969 draft plan."

EARLIER STATE REVIEW

Several responses from States indicated that comments had been submitted on portions of a draft nationwide plan in early 1973.

Other responses indicated that comments on a draft nationwide outdoor recreation plan had been submitted to the Bureau of Outdoor Recreation earlier; a draft which some believed to be quite similar to—or the same as—the Hickel plan sent to them by the Senate Interior Committee.

New York State, in declining to comment upon the two plans, wrote:

> The Plan is essentially developed from technical reports which we had contributed to, and had reviewed and commented on last spring. Many of our previous concerns were rectified and we feel that the Plan dramatically illustrates the needs of New York and surrounding states.

It would seem most unlikely that the 1969 Hickel plan would be circulated for comment in 1973, particularly with the radically different plan which was released later in the year.

An inquiry to the Bureau of Outdoor Recreation disclosed that the draft material circulated to the States in 1973 bore little resemblance to the 1969 Hickel plan, although some of the themes and problems remained constant in the two documents.

In the following section are the specific comparisons made by State recreation officials of the two outdoor recreation plans.

State Comparisons of the Outdoor Recreation Plans

CALIFORNIA

The 1970 draft plan is much broader in scope, in that it recommends specific actions to assure outdoor recreation opportunities. Perhaps the draft plan's greatest strength is its more detailed analysis of the broad spectrum of outdoor recreation concerns and the consequent recognition of the need for priority action on the more acute problem areas. The analysis of needs is still applicable to the current situation and, in general, appears applicable to the future. This is true even considering the lower population growth rates, the current uncertainties of the economy and the current energy crisis. We too often overlook the time required to translate a major plan into a reality; this is a matter of decades, not years.

The current Nationwide Outdoor Recreation Plan is a policy document and does not set forth a specific program of recommended actions; it deals with "how" rather than "what". The greatest strength of the current plan is its recognition of the changes which have occurred in federal-state relationship, changes which are of major consequence in the fabric and structure of government.

I think that these two plans should be viewed as complementary, rather than conflicting, and will provide a basis for a "third generation" nationwide plan which combines the strengths of both prior plans. There is an urgent need for a plan which charts the course for a detailed national program and clearly establishes the roles of federal, state and local governments and the private sector in carrying out that program, so we can get on with the business of assuring that this and future generations of Americans will have adequate outdoor recreation resources.

FLORIDA

A Legacy for America seems to have more overall utility for us than does *The Recreation Imperative*. It displays policies and recommendations on a smaller and more detailed scale. Therefore, its utility lies in supplying guidance for planners in preparing outdoor recreation and open space plans, and promoting programs to investigate and devise new modes of outdoor recreation resource and facility supply. Even though *The Recreation Imperative* contains a great amount of interesting and though-provoking statistics, these data are of little utility in helping us administer our outdoor recreation programs.

HAWAII

Although both plans have some similar areas, each have strong points that complement each other. The Recreation Imperative is more comprehensive, stressing urban recreation, but not forgetting to em-

phasize the need for preservation of resource areas. The Legacy for America emphasizes the acquisition and preservation of natural and recreation resource areas. Stronger emphasis on implementation is given in the former plan. Both can be used to set national policies.

IDAHO

The first comment is that we feel that the 1973 Nationwide Plan has serious drawbacks in that it strictly was a policy plan. And for the most part, this policy plan dealt with federal agencies wants and desires and provided methods by which these federal wants and desires would be satisfied. On the other hand, the 1969 Plan detailed policies and then went beyond to determine actions necessary at all levels, federal, state, regional, and local by which these policies or determinations of need could be feasibly fulfilled. In fact, the 1969 Plan went so far in its inventory and detailed resource assessment as to determine specific activity needs nationwide, statewide, national regions, and state regions. And in a general way, local needs by activities. We feel this key difference between the 1973 and 1969 plans is to the detriment of the 1973 Plan. To accomplish recreation planning, whether it be on a national scale or state scale, or even local scale, recreation resources must be identified and the amount of these resources presently used and the determination of future use must be made and then a corresponding needs determination detailed as the 1969 Plan does. The 1973 Plan does lay out and state tremendous numbers of needed policy statements from the federal standpoint, determining the provision of recreation in the nation. These policy statements are of extremely high value to the nation, but in order to implement these policies, specifics must be drawn out and national, state, and local needs identified and then the necessary steps to accomplish the provision of facilities for these needs must be outlined and planned for at all levels of government.

One comment in favor of the 1973 Plan is that the recreation environment analysis in the 1973 Plan in terms of its policy statements is more far-reaching in terms of federal agency involvement than is in chapter 11 of the 1969 Plan.

In analyzing the plans, as per your request, we feel that a combination plan utilizing both the 1969 and the 1973 Nationwide Outdoor Recreation Plans is advisable. This combination, utilizing these far-reaching policies as set forth in the 1973 Plan and those specific identified local recreation needs, state recreation needs, and national recreation needs, when combined could become not only a needed recreation reality, but would fulfill to the letter of the law as stated in Part C, Section 2, of PL 88–29.

MAINE

After thumbing through both documents, I would generally conclude that "*Outdoor Recreation*" is a policies plan while "*Recreation Imperative*" is a more detailed analysis of recreation supply, demand and needs in the United States. "*Recreation Imperative*" attempts to attach a dollar figure to the recreation needs while "*Outdoor Recreation*" does not attempt to do so.

There has been a great deal of criticism of "*Outdoor Recreation*" for the reasons that it is not more detailed and that it is not very imaginative. Personally, I felt that "*Outdoor Recreation*" was adequate. If all the recommendations within it were carried out (and I agreed with most of those recommendations), the opportunities for outdoor recreation within the United States would be greatly enhanced.

My final comment on the two documents is that I consider "*Outdoor Recreation*" to be a much more valuable document towards guiding the Federal government in its outdoor recreation policies than "*Recreation Imperative*". To a certain degree, the dollars needed for outdoor recreation under the LAWCON program and the HUD program are determined by the demands for such funds by the States; to a certain degree there is no need to analyze outdoor recreation in such detail in order to determine dollar needs—States are already doing that.

NEW MEXICO

In reviewing the two plans, we note a similarity between the two, but do feel that the draft plan was much more comprehensive. We can appreciate the value of using photographs to illustrate various outdoor recreation activities, but in our opinion, too many "fillers" tend to detract from the plan rather than strengthen it.

The 1973 plan failed to consider the importance of administration, operations and maintenance. In our opinion, a "plan," especially a nationwide plan, should have recognized the problems all levels of government are facing in this area.

NORTH DAKOTA

In reviewing the two Nationwide Outdoor Recreation Plans, a number of essential recommendations were included and should be incorporated at the earliest possible date. The 1973 formal plan was lacking in precisely those recommendations which are most urgently needed. That is, as indicated on page 22, the amount of additional recreation capacity needed to meet future demands; the amount of public and private investment required to meet those projected needs; and exactly where that additional capacity will be required. It is our feeling that without such information, a nationwide outdoor recreation plan can not be effective in meeting the needs of today, let alone the projected needs of the future.

OKLAHOMA

In general, we concur with the findings and recommendations, particularly as discussed in the so-called "Hickel Plan". As a matter of fact, we find this plan, entitled "A Recreation Imperative", to more closely represent our needs with respect to a federal assistance device. It is more definitive, more comprehensive, its content and format more useful. We conclude that it is more compatible with reality, and we are pleased to report that we frequently refer to it, finding it a more reliable tool. Quite frankly, we were somewhat disappointed with the revision, "A Legacy for America". It is an attractive "library piece", but is far too limited for useful planning guidance.

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OREGON

Generally we found the two plans to be quite satisfactory. Both focused on the central problems of providing expanded opportunities for outdoor recreation and preserving significant natural, historic, and recreation areas. The 1969 plan seemed to lean more toward preservation and toward increasing the importance and effectiveness of federal participation; the 1973 plan was oriented more toward recreation and non-federal participation. The 1973 plan was perhaps the more appealing of the two since it gave more responsibility to state and local governments, but both plans offered concrete proposals for meeting the challenges of outdoor recreation in the future.

SOUTH DAKOTA

The 1973 Plan is a generalization of such magnitude that it fails to produce any sort of directional guidance to the solution of the Nation's recreational needs. There are many suggestions, but no solid means of achievement. In reality, it will serve as a heck of an expensive paper weight which should be replaced with an updated version of the 1969 draft plan.

The 1969 draft of the Nationwide Outdoor Recreation Plan contains many valid recommendations which should be considered.

TEXAS

In summary, as indicated by the success of the Land and Water Conservation Fund and the overall accomplishments of Bureau of Outdoor Recreation, Department of the Interior, the expenditure of seven million dollars, the massive inventorying and classification, the recommendations and expertise of those who worked on the plan from 1963 to 1970 did not go for naught. The document approximates the type of plan being required of the states and provides much information of a viable nature to guide the future development of outdoor recreation opportunities in the United States. [Comments on the 1969 draft.]

In summary, the 1973 document is judged to be much less effective as a guide than the 1969 document. Detailed information regarding national and regional supply, demand, and needs relationships is of significant use to states in preparing state comprehensive outdoor recreation plans, and the detail is missing in the document. It appears as if many of the conclusions and recommendations in the plan are based on intuitive judgment rather than data. In addition, the document might have reflected more emphasis on streamlining the methods of provision of recreation opportunities from the federal to local governments, as well as presenting guidance for future efforts to update the plan.

WASHINGTON

In a general analysis of the relationships between the two plans, we have found that the 1969 Plan is much more specific in its recommendations and proposed actions. This is especially true in the directions and recommendations that were given to programs which should be undertaken by Federal agencies. The 1969 Plan included specific proposals

for many Federal agencies where the 1973 Plan does not. While we may not agree with all of the recommendations proposed, the 69 Plan does give states and local governments a far better picture of the role foreseen for the Federal Government in the provision of outdoor recreation facilities and services than does the 73 Plan. We recognize that the 73 Plan does emphasize the revenue sharing philosophy thereby putting greater emphasis on programs by State and Local Governments. We have no objection to this but we do feel that it is important to have some commitments recommended for the Federal Government.

We also felt that the 1969 Plan contained the broadest and most realistic view of private sector involvement. The 73 Plan looked at the private sector as primarily a provider of facilities and services while the 69 Plan also considered multiple use of large private holdings as having potential for public recreation. The 69 Plan recognized that tax incentive, liability protection, and other considerations might be necessary if multiple use of these major land areas was to become a reality.

In general we would say that the 1969 Plan not only identifies problems but suggests in very broad terms, programs of action and commitments for both the public and private sector, for Federal, State, and Local Governments. There are no such commitments contained in the 1973 version.

Review of State Responses to Specific Points of Interest

In addition to seeking a comparative evaluation of the two outdoor recreation plans, the letter from Senator Jackson to the recreation experts requested comments on nine subjects which are both of broad concern, and related to outdoor recreation.

Nine of the States responded to all of the national goals and programs listed in the request, while several other States commented on one or more of these points. These easily identifiable responses are excerpted and grouped by topic in a following section.

In some cases, however, the comments on the issues raised by Senator Jackson were too tightly woven into the fabric of the response to be easily extracted. Thus, a reading of the full responses from the States will reveal additional pertinent commentary on these matters.

The State reactions to the specific points may be summarized as follows.

STATE RESPONSES TO SPECIFIC POINTS OF INTEREST

Point No. 1: Efforts to curb inflation and concurrently cushion the impact of unemployment

In the State responses, there is a general willingness to accept a program of Federal funding assistance in providing jobs in the recreation field, particularly in such areas as construction and maintenance of trails and other facilities. Particular emphasis was placed on the providing of such jobs for young people, much in the manner of the CCC program of the 1930's.

Several comments, however, warned that government subsidizing of such jobs could prove to be inflationary even though the program might be trimming unemployment.

FLORIDA

To help curb inflation, more coordination and consolidation among governmental agencies would reduce overlapping of interests and conflicts in funding priorities. Each supplier of outdoor recreation should strive for greater efficiency in its programs. Inefficiency not only wastes time and effort, it wastes personnel talent and experience as well. At the same time, there is always a need for laborers, social workers, resource managers, and other field personel who could be employed through a federal public service program to help provide outdoor recreation opportunities. This would cause more governmental spending, however, and while programs of this nature may help cushion the impact of unemployment, it may be that they are inflationary themselves.

HAWAII

Efforts to Curb Inflation and Concurrently Cushion the Impact of Employment: Possibly, the extension of summer youth programs, e.g., State Forestry Trails Maintenance Program, to a yearly basis, or its expansion to include other tasks. Both plans proposed to support private recreation suppliers in developing facilities to satisfy a portion of demand. Government subsidies or aid to expand the private recreation industry may have a negative effect on curbing inflation. It may provide jobs, but increase leisure spending.

IDAHO

In the area of "efforts to curb inflation and concurrently cushion the impact of unemployment", for instance through the creation of public service jobs. Idaho recreation agencies have benefited greatly from federal programs designed to assist in the extremely hard pressed employment areas of maintenance and operation of our recreation facilities. Examples of these programs would be the various youth programs, the various federal job training programs, the PEP type programs, which beef up and provide this extra but very necessary personnel to maintain and operate these facilities. Therefore, any program which would continue providing this extra assistance, and help to upgrade deteriorated facilities or develop new needed facilities, would be a very useful function and would also help in the national effort to curb inflation and also would assist tremendously in an act of cushioning the impact of unemployment.

KENTUCKY

Efforts to Curb Inflation and Concurrently Cushion the impact of Unemployment—Recreation administrators should discourage unnecessary spending for operational purposes to slow inflation. The recreation industry may be a victim of circumstances rather than a contributor. The state will cooperate fully in a federal public service job program if approved.

NEBRASKA

Certainly opportunities exist for public works projects aimed at providing both employment opportunities and expanded recreational facilities. We're still using and enjoying facilities developed under similar programs 40 years ago. We would only caution that the banner of recreational and general public benefits to the economy might be waved by special interest groups whose motives should be carefully examined.

NEW JERSEY

Construction, operation and maintenance of public recreational areas can provide meaningful employment, as evidenced by the accomplishments of the public work programs of the 1930's. Since that time, the recreational facilities constructed have been a source of pleasure for millions of Americans annually. In addition to the new recreational facilities required to meet the public's expanding demands,

there are many recreation facilities in disrepair, particularly in the urban areas, that would provide worthwhile work projects.

According to estimates prepared by the New Jersey Department of Labor and Industry, the expenditure of the $100 million authorized for outdoor recreation facility development under the Green Acres and Recreation Opportunities Bond Act of 1974 together with the $50 million generated in local matching funds and anticipated federal grants amounting to $20 million will create over 7,000 direct jobs. In addition, the program will create approximately 8,000 induced jobs.

NORTH DAKOTA

In our efforts to curb inflation and lessen the impact of unemployment, greater consideration should be given to the creation of federal public service employment such as the CCC's or the Youth Conservation Corps.

TEXAS

Efforts to curb inflation and concurrently cushion the impact of unemployment, recreation could play a significant role. First, recreation areas and facilities are needed almost everywhere. Unemployment could be eased by establishing public service jobs to construct such area and facilities, i.e., construction contracts for such public works could help increase jobs. Work of the CCC of the 1930's might serve as a guide in establishing legislation and programs. Programs could be established to assist in providing better urban biking, walking, landscaping, and other facilities development, better use of public and private easements of utilities, transportation, etc. Urban is mentioned specifically due to preliminary data indicating energy and economy related increased urban recreation participation, decreased numbers of trips to rural recreation areas, and need for a better urban recreation environment scene in general.

WASHINGTON

The first item you have listed is, "Efforts to curb inflation and concurrently cushion the impact of unemployment (for instance through the creation of public service jobs)." We in Washington State benefited greatly from former federal programs of this nature as can be seen from still used facilities in many of our Federal and State Parks and forests. Today's extremely heavy use of all public recreation facilities, be they local, state or federal, have created major problems in the areas of maintenance and operation. It would appear to us that a program designed primarily to upgrade or replace badly deteriorated existing facilities would serve a very useful function both in curbing inflation and reducing unemployment.

Point No. 2: Energy shortages and energy conservation programs

Perhaps the most frequent suggestion was that nearby recreation sites be more intensively utilized, and that in planning for future developments, more emphasis be placed on the acquisition and development of sites within comfortable commuting distance of urban centers.

Closely tied to this suggestion was the idea that means of mass transit be considered to move users to outdoor recreation facilities. This would have the dual benefit of not only conserving energy, but also making the facilities available to those who do not have private transportation available.

Among the other initiatives suggested are the development of more bicycle trails or lanes to encourage use of bicycles as an alternative to automobiles for commuters; and the close scrutiny of recreation programs and operations to determine where energy savings might be made by managers.

FLORIDA

A large number of options are available to enable us to conserve energy. However, effective implementation of any program to conserve energy usually involves a sacrifice in some form. One way of conserving energy is to fund recreation areas and facilities in or very close to large centers of population. This would save energy by cutting travel distance between users and the recreation facility, but would also negate some acquisition funding of resources farther away which are less expensive but more desirable for recreation purposes. Another way of conserving energy is to establish efficient and economic mass transit systems that are designed to provide access to recreation areas as well as business and residential districts. Also, suppliers of recreation could examine their recreation programs and facilities to cut energy consumption at their facilities and eliminate programs which lead to excessive energy consumption. The sacrifices here are evident. The conservation of energy is not the responsibility of any one level of government, it is the responsibility of all levels of government and, indeed, each individual consumer.

HAWAII

Energy Shortages and Energy Conservation Programs: Increase legislation and funding for bicycle and trail systems. Relate urban recreation sites to mass transit systems, or possibly provide public transportation to rural areas.

IDAHO

In the second area of concern; "energy shortages and energy conservation programs", we feel there are several areas within the recreation picture which may assist in these activities, one of these is the use of alternate means of transportation in and within and to recreation sites; i.e. bicycle trails, from urban areas to recreation sites, bicycle sites, bicycle and trail development within major federal, state, and local recreation sites. The second would be the increased emphasis and a more continuing emphasis on development of parks and recreation facilities in or within easy traveling distances of urban centers of the nation.

KENTUCKY

Energy Shortages and Energy Conservation Programs—Encourage and promote the use of parks closer to home, work with public and private authorities to provide transportation to and from recrea-

tion areas, encourage non-motorized transportation uses within parks, explore the use of transportation systems within recreation areas that would reduce the need for private automobiles, reduce energy needs for area operations to an absolute minimum, and close separate lodge units or cabins during low demand seasons.

NEBRASKA

We fear that the environment and full spectrum of natural resources which serve as the base for enjoyable outdoor recreation experiences may be in greater jeopardy than ever before due to energy considerations. The general public is acutely aware of energy questions. Consequently, public support of development projects aimed at providing energy in any form, regardless of the real need for that energy and the impact such developments would have on the environmental base, is easier to garner. Where irretrievable committments of natural resources are involved, the scrutiny of impact on those resources must be maintained, irrespective of general public alarm and concern with energy supplies.

While speculations and assumptions are readily available on energy useage by recreationists, a good deal more factual data remains to be gathered and analyzed. The camper may or may not use less total energy while away at the lakes for a weekend than he would if he stayed at home. Perhaps this would be good to know; but even knowing that we use more at the lakes, some questions would certainly remain. Depending on the priority that the public places on recreational pursuits, there are many other areas to reduce energy consumption and retain recreational use levels. To date, it appears the American public values its recreational pursuits rather highly.

NEW JERSEY

Recreation related travel accounts for a significant share of the nation's energy consumption and deserves close examination in view of the limited energy resources. Since the vast majority of the energy is consumed by the use of automobiles to reach recreation destinations, efforts should be directed toward reducing the necessity of traveling by automobile. Establishment of mass transit service to many of the existing recreation sites would reduce recreation related automobile travel. Travel patterns of existing areas should be studied to identify sources of high visitation that would lend themselves to development of mass transit service. It is recognized that many areas, particularly State and Federal sites in outlying regions, would not be suited to extensive mass transit service because of dispersed visitation patterns and/or equipment requirements for participation in the activities offered. Recreation areas serviced by mass transit would have the added advantage of being accessible to persons who do not have use of an automobile.

For recreation areas developed in the future, site location in relation to potential users and mass transit service should be given careful consideration. Site location determines whether the majority of users can walk or ride bicycles or use mass transit to reach a recreation area. The proximity of a recreation site to its service area influences the economic

feasibility of establishing mass transit. If neighborhood parks were provided in urban areas within walking distance of all residients as recommended by recreation planners, a significant amount of unnecessary recreation travel would be eliminated. If people must use their automobiles to reach a recreation site, they will still use less energy in traveling to the closest area.

Many types of recreation opportunities must be provided where the resources exist, and proximity to potential users cannot be a major factor in site location selection. Efforts can still be made to provide mass transit service to these sites.

OREGON

We in Oregon have been looking for some time, at the relationships between recreation and such state and national concerns as unemployment, inflation, the energy shortage, and the problems of urban areas. It is our belief that the recreation community can and should play a major role in finding solutions to at least some of the nation's difficulties.

For example, the current policy in the Oregon State Park System of emphasizing the developing of day use facilities within easy driving distance or urban centers is an attempt in part, to hold down the consumption of gasoline while at the same time helping to improve the quality of urban life.

TEXAS

Energy shortages and energy conservation programs, improving recreation opportunities in urban areas, regardless of size and location, could aid greatly. For example, a nationwide urban landscaping program, which would not necessarily be limited to recreation areas, could indirectly provide recreation opportunities while conserving energy. Planting trees throughout urban areas might significantly decrease energy usage through the shade and natural air conditioning effect trees provide. Landscape architects have long been aware of these effects. Such a program could visibly alter the urban environment, make urban areas more aesthetically pleasing, provide more oxygen, provide additional wildlife habitat, provide pleasing places for sitting, walking, climbing, etc.

In another light, federal restrictions on the use of private automobiles, through higher gasoline taxes or other such measures, could be expected to increase pressures on all recreation facilities close to home, especially for hike and bike trails, sidewalks, and other facilities. In addition, much of the recreational activity will be dictated by the father in a household, and providing new recreational facilities more tailored to provide him a close-to-home outlet, along with his family, would probably help somewhat.

WASHINGTON

In the area of "energy shortages and energy conservation programs", some activities such as bicycle trails for transportation have been implemented, however, both the scope of the program and the

funds allocated to it are far too limited to have any real impact on the problem. We are fully aware that many committees, both Federal and State, as well as you, yourself, are doing everything possible to promote public awareness and actions in this area. We can not add any new ideas at this time except to suggest increased emphasis on development of park and recreation facilities in or near urban centers.

Point No. 3: Social ills of urban areas

The commentators generally agreed that recreation can make a contribution to meeting the social ills of our urban areas, but there was some disagreement as to the extent of the contribution. Kentucky's response, for instance, seemed to feel the contribution would be minimal.

New Jersey shared in this assessment, noting that "Besides idle time, however, there are other reasons for juvenile delinquency; recreation, by itself, cannot solve the problem."

Several States wrote of the need for increased attention to the matter of providing recreation opportunities for the handicapped and the elderly.

From Florida and Washington came similar comments on the need to educate people on the use of leisure time.

FLORIDA

The relationship of recreation to social ills of urban areas is of great concern to us. Briefly, recreation programs in large urban areas can help cure social ills, but they are not the proper place to start. People must have sound basic education to show them how to effectively use their leisure time and personal finances. The park-school concept should be used to a greater extent. Forcing traditional middle-class recreation programs on dissimilar social classes does nothing to relieve social ills. The urban environment is extremely complex and riddled with problems. There is no question that recreation programs which provide for open spaces, developed recreation areas, jobs, environmental education, and constructive use of leisure time contribute to the enhancement of the urban environment while aiding the reduction of social ills. Besides just affording places for people to recreate modern recreation programs carry with them educational benefits which also tend to moderate social problems. People are given the opportunity to display creativity, learn self-discipline, make value judgments, develop environmental perception, and derive many other educational benefits.

HAWAII

Social Ills of Urban Areas: Expand the BOR programs or initiate new funding programs to cover the development of recreation programs for special groups, e.g., youth, senior citizens, handicapped, low income, etc. Have Federal and other government agencies, including the military, to provide manpower and services to help in implementing programs (e.g., military transports could be used to fly underprivileged kids to neighbor island campsites).

IDAHO

The next questions concerns "social ills of urban areas". We feel in Idaho that in some of our larger cities, we are beginning to see these problems. It is apparent that these problems are inherent in the growth of urban areas. Because of the similarity of these social ills in all our urban areas nationwide, national measures must be taken to assist state and locals in solving these problems, naturally, this must include recreation and open space considerations.

KENTUCKY

Social Ills of Urban Areas—Recreation leaders often refer to recreation as the solution for the social ills of the nation's urban areas. This position is without foundation either through experiences or empirical studies. This position places a false burden upon the recreation community. Urban recreation departments should do more for the handicapped and the aged through design and construction of facilities, improved transportation to, from, and within recreation areas, and establish programs to encourage groups with special needs to visit recreation areas and participate once they get there.

NEBRASKA

Emphasis in both the 1969 and 1973 Plans is directed toward urban projects and programs as a means of putting opportunities where the people are. The implication is there that parks and recreation facilities will overcome some of the social ills that exist. Our comment is perhaps they will help. Certainly the provision of parks and open green space in congested areas would make them more attractive.

However, just as the suburbanite who moves out of the city to be closer to parks and recreation facilities still tends to travel to yet further out areas, the resident of an urban area may not want to recreate in his own neighborhood.

Examples are available of parks built in congested urban areas that receive little use. At least in some cases residents either don't know how to use them or lack the desire to use them.

A program with adequate staffing and funding to make use of existing park and recreation facilities may be as important as providing additional facilities.

At the same time, a means of providing mass transit facilities for inner city residents to reach outlying non-urban recreational facilities may offer a viable alternative. That is, it may be as reasonable to take the people to the parks as it is to bring the parks to the people.

NEW JERSEY

Recreation has frequently been considered a corrective or preventive measure for juvenile delinquency. Although the issue has been widely debated by psychologists, recreation administrators, urban officials and others, agreement in the effect of the lack of recreational opportunities on juvenile delinquency has never been reached. It is apparent however, that playing outdoor games and sports and other recreation activities provides a socially acceptable outlet for excess energy that might other-

wise have been expended in destructive pursuits. If recreation opportunities are provided within reach of teenagers, it can be safely concluded that they will devote at least part of their leisure time to recreation activities. Besides idle time, however, there are other reasons for juvenile delinquency; recreation, by itself, cannot solve the problem. Certainly, recreation should be recognized by public officials as a positive element of their juvenile delinquency programs.

In relation to the other social ills of urban areas, particularly racial problems, recreation has had mixed degrees of success. Organized athletic competition, such as that engaged in at high schools, colleges and playgrounds, has been shown to promote a greater understanding and mutual respect between participants in many instances. On the other hand, public recreation areas have been sites of racial confrontations. Recreation areas located in segregated neighborhoods are sometimes jealously guarded against outside use by residents. In New Jersey, residents of a community occasionally resist development of public recreation areas in their area because of the fear that outsiders will use the facility. Because communities must open federally and state funded recreation facilities to non-resident use, several municipalities have developed facilities without these types of public financial assistance.

TEXAS

Social ills in urban areas, increased recreational opportunities could provide many benefits. First, a major percentage of crime in the United States is reported as involving teenagers. Possibly one reason could be that there is little for many teenagers to do after school, especially in the larger metro areas. American affluence has released many children from duties at home, and with time on their hands, crime, the use of drugs, etc. have been presented as alternatives. After school recreational programs with appeal to teenagers could possibly alleviate some of these problems. The *Recreation Summer Programs* operated by the Department of Labor for the past several years have proved fairly successful in this area for the summer months.

Other problems relating recreation to urban social ills have been pointed out admirably in the National Recreation Access Study recently completed in draft form for the Department of Interior and Labor. Some of the findings of the study may offer ideas for additional consideration in developing legislation to ease urban social ills. Those findings pertaining to increased mass transit schedules for weekends, alternate modes of travel, vehicle design, safety, and service to recreational areas are particularly significant.

WASHINGTON

On the question of "social ills of urban areas" we suggest the causes of social ills may be similar on a nationwide basis, but the actual problems and their solutions may vary widely from one part of the country to another. We suggest that one of the causes is the fact that people do not know how to properly use their discretionary time. Since much more time is spent in this category than in working, we feel our educational systems need to do a much better job of educating people for the use of leisure time.

Point No. 4: Educational benefits which may be derived from recreation programs

The responses indicated that outdoor recreation provides the opportunity to educate as well as entertain. Specifically, the potential for environmental education as a part of outdoor recreation activities is mentioned by several of the respondents.

Additionally, the development of social skills and qualities such as teamwork and physical development are cited as educational benefits of outdoor recreation programs.

HAWAII

Educational Benefits Which may be derived from Recreation Programs: Support environmental educational programs in the public school system. Establish "outdoor classrooms" or nature study areas as part of the educational experience.

IDAHO

In the area of "educational benefits, which are derived from recreation programs", we feel that recreation in some cases is synonomous with education in the area of environmental education, especially when so many environmental issues are tied up with recreation quality and quality of living. A good example of something that can be done by an agency is the State Parks Division in Idaho is developing an urban park in the center of the Boise metropolitan area, the environmental education program sponsored at this park will act as a regional focal point for all environmental education and will in some instances act as a recreation education program. In reaching for a full and enriched life through recreation, various educational programs in terms of instructional programs to increase knowledge of and the abilities and skills to participate in recreational activities are also very important.

KENTUCKY

Educational Benefits which May be Derived From Recreational Programs—Most urban recreation areas are oriented to active participation with little consideration for the educational experience. Recreation administrators should initiate meetings with various local education administrators regarding cooperative programs. Education administrators have failed to provide the leadership for making school properties and facilities available for public recreation. The Federal Land and Water Conservation Fund Program, although permitting joint school park use, is cumbersome and often discouraging when school properties are involved in fund participation. Federal administrative regulations should be written for simple exchange of land and funds.

NEBRASKA

The benefits are many and varied. While ecology and environment have become household words in the last few years, too many of the American public still do not possess an understanding or appreciation of the words and their own roles and responsibilities in assuring themselves and their children a safe and enjoyable place to live.

The need for *programs* is obvious, and should be stressed. Vast parks and open spaces are not required for the learning of ecology principles. Good instructors in schools, city recreation programs, scouting programs, etc., etc., are required.

Provision and protection of critical natural resources for recreational and other uses will come as a result of educational programs and *not just a reason* for such programs.

NEW JERSEY

Participation in recreation activities is a valuable learning experience; the educational benefits, however, depend on the type of activity engaged in, and, in part, the structure of the program provided. Supervised recreational sports programs provide learning experiences similar to those of school physical education programs. Besides developing physical skills, the participants learn to get along with others, work as members of a team, and other social skills. Unorganized active recreation provides participants with opportunities to further develop their physical and social skills without the assistance of adult supervision.

Camping, hiking and similar outdoor recreation activities expose participants to the natural environment and gives them the opportunity to develop an appreciation of its processes. Nature trails featuring interpretive signs and other facilities are frequently developed in recreation areas and provide enjoyable, educational experiences. At recreation areas where nature education buildings have been developed, more formal nature interpretive programs are offered including lectures, displays and guided trail tours.

The preceding paragraphs address just a few of the educational benefits of recreation. It is important to note that one of the most significant benefits of recreation is the development of interests and skills for constructive use of leisure time throughout one's life.

TEXAS

. . . *Educational benefits which may be derived from recreational programs*, increased opportunities could be afforded if additional activity were emphasized. Providing increased parks and recreational experiences is resulting in both dire and indirect educational benefits. Parks can provide educational opportunities, nature study, improved awareness of natural ecosystems, social mixing, teamwork, physical development, and other experiences. Many of these benefits are particularly important to children, and some individuals in the recreation profession are urging that school children and teenagers be taught how to recreate. This may be particularly pertinent to the eastern and western seaboard metropolitan areas where individuals may have lost their sense of stewardship of the land a generation or two ago. Increasing vandalism in urban parks over the past few years tend to validate the concerns, and the problem may well increase if urbanization continues as in the past decade. There appears to be a group of people who do not know how to take care of the environment on an individual basis. Many individuals have never farmed,

hunted, fished, etc., and providing increased and proved recreation opportunuities, even to the point of teaching people how to recreate, may help.

WASHINGTON

In answer to the item on educational benefits, many recreation programs have instituted activities and programs which contribute to education through recreation. Joint development and use of facilities, instructional programs in cultural arts and many others, are geared to contributing towards a full and enriched life through recreation. Unfortunately recreation has too often been used as synonymous with "play" rather than with beneficial use of leisure time as it should be.

Point No. 5: Land use planning

There is clear recognition of the linkage between outdoor recreation and land use planning. Similarly, there is acknowledged the need to tie the recreational use of land to other compatible uses, as well. New Jersey, for instance, cites the protection afforded the important aquifer recharge area in the central part of that State through acquisition and use of over 150,000 acres of the Pine Barrens for park, forestry and recreational use.

Several States cited the importance of the statewide planning efforts required for participation in the Land and Water Conservation Fund program in moving their States more firmly into the overall planning process.

The lack of enforcement of local planning and development controls was cited as a need for broader actions in this regard, either at the State or the Federal level.

FLORIDA

Inseparably related to enhancing the urban environment, while quieting social ills, is proper land use planning, of which recreation planning is a most important element. Sound land use planning must be accomplished daily at all levels of government to ensure an equitable opportunity for a high standard of living and optimum environmental quality. As we acquire more leisure time and learn more ways to use it, recreational land use planning will become of increasingly greater importance. Proper recreational land use planning should also incorporate means of lessening environmental pollution, and for preserving areas of critical ecological importance and natural beauty. Establishing programs which balance the requirements of protecting natural resources with the demands of the public for outdoor recreation activities should be a goal of every land managing agency. While it is obvious that critical ecological and natural areas may be preserved by managing them as a part of a park system, this is only a tool to be used during and after environmental education programs are instituted in our schools and governments.

HAWAII

Land Use Planning: Recreation resources should be recognized and given equal emphasis as housing, transportation, economic development, etc.

IDAHO

In the area of "land use planning", we feel that land use planning either through a national law or a state law or a combintion of those laws, tied to local and regional zoning ordinances and zoning measures is the key to the entire picture of preserving a quality environment in our urban areas and outside of these urban areas. We feel that the implementation and actuation of the Statewide Comprehensive Outdoor Recreation Plan not only in Idaho, but in all states, would be the basic building block for land use planning from the recreation standpoint.

KENTUCKY

Land Use Planning—Land use planning without land use regulation and control is of little value. Unfortunately local land use control has failed to provide protection for many of our recreation areas and natural resources and now state land use planning and regulation may be the only alternative. State land use planning has been discussed for years but the results have produced little more than planning reports with inventories and final conclusions that land use regulation is a local responsibility. States must identify critical land use areas and establish state regulations which can be administered through joint state-local action. Except in a very few states such action will not be realized without federal land use legislation. And, unfortunately, unless that legislation carries a limitation on certain categorical grant programs state planning may continue to be planning reports with inventories.

NEBRASKA

While constituting one of the greatest "can of worms" ever to be opened, the proper implementation of properly conceived land use planning legislation would do much to assure present and future opportunities for recreational benefits are not lost.

Paradoxically the general feeling seems to be that implementation must rest at the lowest political subdivision possible while experience seems to show that Federal and state legislation and direction is absolutely essential for any real gains in improved land use.

It would be a mistake to think that we do not now have land use planning in effect in a variety of forms. Water quality management plans, county 701 plans, state recreation plans and a host of others make good recommendations as to wise use of land and water resources. However their ineffectiveness is graphically illustrated over and over again. The dollar sign still too often prevails over land use ethics and land stewardship.

NEW JERSEY

As an element of land use planning, land dedicated for recreation and open space purposes can protect critical areas from uses which would likely result in significant environmental degradation and pollution. Urban development of flood plains, for example, increases the potential for major floods by enlarging and accelerating runoff dis-

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charge into streams and rivers, and acts as a source for the introduction of foreign objects and materials in flood waters. The magnitude of the social disruption caused by floods corresponds directly with the extent and type of development within flood plains. The rules and regulations for land use and development that will be adopted by the New Jersey Department of Environmental Protection for delineated flood plains to implement the State's Flood Plain Control Act will permit certain types of recreation development that are compatible with flood plain management. Such facilities as playfields and trails will not create significant runoff problems or represent potential sources of hazardous materials.

Vital aquifer recharge areas can be acquired and used for open space and outdoor recreation purposes and thus, protected from uses that could impair their water absorption function or the quality of water transmitted. The State of New Jersey has acquired over 150,000 acres of the exceptionally productive acquifer recharge area in the central part of the State known as the Pine Barrens for park, forestry and recreational purposes. To date, recreational development and use of these lands has not resulted in measureable deterioration of the recharge efficiency.

TEXAS

Land use planning, one of the prime concerns for current efforts in this area is improved conservation and management of recreation resources. Probably the most effective pieces of legislation for improved land use policy at the national level are the recent acts dealing with flood plains. Specifically, the provisions which relate to lending institutions may have far reaching positive effects. Hopefully the coastal zone management and strip-mining programs currently under evaluation will provide help in these areas, and it will become more profitable to do a better job of land-use planning at the lending institution level. However, rapid moves in this area may prove inflationary, especially if negative incentives are employed.

WASHINGTON

In the area of land use planning, we feel that the Statewide Comprehensive Outdoor Recreation and Open Space Plans required by all states in order to participate in the Land & Water Conservation Funds, have been a major factor and influence in expansion of land use planning programs throughout the Nation. As a result of these plans, recreation planners at all levels of government are becoming involved in overall land-use planning to a far greater degree than ever before. We hope this trend continues and are making every effort to assure that it does in this State.

Point No. 6: Environmental pollution

The discussion of pollution was from several points of view. The first of these was that, for the most part, recreational development is a very small contributor to pollution levels; the second held that pollution does reduce recreation potential, as in the case of contaminated streams and lakes; and the third viewpoint was that recreation

sites could produce overcrowding or over use which reduced the quality of the recreational resource and of the visitor experience when using the area.

HAWAII

Environmental Pollution: Further research is necessary in evaluating carrying capacities or "overload"; when does crowding reduce the quality of a recreation experience, or of the environment. Control measures at environmentally sensitive areas should be implemented to protect the resource. Control of pollution, in many cases, would increase the recreation potential and use of many sites.

IDAHO

The area of "environmental pollution" is such a broad spectrum that to comment on it in a paragraph is to slight its overall potential importance. We do feel that the Nationwide Plan in the 1969 and 1973 versions, must make a meaningful effort to produce methods by which our general quality of life may be maintained through the controlling of environmental pollution, of all types, air, water, noise, overcrowding, the entire spectrum of environmental pollution. We feel that recreation in the general establishment of facilities which increase the quality of life does, to a large extent, help in the battle against environmental pollution in the state of Idaho.

KENTUCKY

Environmental Pollution.—Recreation though generally considered environmentally acceptable should receive continuing review by the public regarding size, location, and development of the area. Recreation development can produce slight air and water pollution during construction and increased traffic and use problems after development. Preventive measures should be taken to insure that environmental pollution will be kept to a minimum during construction. Individual automobile travel to, from, and within the area could be reduced by providing public and private transportation systems and by encouraging the use of non-motorized means of travel. Environmental problems from lighting and noise in recreation areas can generally be eliminated through proper design and site selection.

NEBRASKA

Too often recreational and esthetic values of the environment still take back seat to the profit motive. Gains have been made in many areas, but the current feeling from Washington seems to be that environmental pollution standards can be relaxed to help us over economic problems. Standards for environmental conditions are just as valid during economic hardships as at any other time. *Long term* benefits must be evaluated, and the relaxation of water and air quality standards to meet short term economic objectives may often prove to be detrimental to long term public benefits.

TEXAS

Environmental pollution, recreation opportunities are definitely detrimentally affected by air, water, and noise pollution. Although little is known concerning standards of air and water quality as they affect the recreationist, many factors relating to wildlife and fisheries habitats have been discovered. However, until such time as quantified information regarding the priority of recreation can be determined, difficulties will arise in judging the cost-benefit relationships involved in improving the environment simply for recreation purposes. Current efforts regarding environmental pollution are helping, but long-term results are yet to be determined.

Additionally, the requirement for improved methods in utilizing natural resources is becoming more urgent. Increasing populations, with attendant pressures on food, energy, and space will increase the need for more formalized, coordinated, and accurate planning.

WASHINGTON

Environmental Pollution is such a broad subject that we find it difficult to comment meaningfully at this time. We do, however, recognize that overuse of any resource can create serious pollution problems and that recreational use of certain highly desirable areas within our Nation has, and could in the future, be a major environmental pollution problem. We, therefore, feel that one of the most critical concerns that recreation agencies face is the challenge and ability to disperse the recreating public in such a manner as to relieve some of the more critical problems of congestion we now face in many popular parks and other recreation areas.

Point No. 7: Preservation of critical ecological and natural areas

The attitude of the States with regard to preservation of natural areas appears to be at an incomplete stage of development. Texas noted, in this regard:

> *. . . there is much confusion as to the recreation benefits which may accrue from increased efforts in these areas. However, there is no national program specifically established for the improved management of such areas, and acquisition and protection of non-federal areas must compete with more intensely developed recreation for available funds under the many grants-in-aid programs available.*

The suggestion was offered by Washington that perhaps "some form of incentives will need to be given to the private sector and to other public agencies that will make it as economically feasible" to preserve natural areas as it is to convert them to other uses.

Kentucky proposed simply that "The Federal Land and Water Conservation Fund Program should be broadened to provide the acquisition of natural areas for preservation without restrictions."

Thus, there is a lively State interest in preserving natural areas either in conjunction with, or apart from, ongoing recreation programs. Only a Federal initiative in getting such a program under way seems to be lacking.

HAWAII

Preservation of Critical Ecological and Natural Areas: This relates to open space preservation. Possibly provide separate funding for each to eliminate both elements from competing with each other.

IDAHO

As concerning preservation of critical ecological and natural areas, in Idaho we have taken some basic steps to determine what ecological and natural areas there are in the state, how they relate to the overall statewide recreation system, and in this determination have set about methods through, an example, the establishment of a state natural park, of a county natural park, etc., whereby these critical ecological and natural areas may be preserved and in some instances, enhanced through public interpretation of these ecological and natural sites. The State of Idaho has attempted to pass legislation in recent sessions of the legislature to set up a mechanism at the local and county level whereby these critical ecological and natural sites may be identified and through the partial process of land use planning set aside in a preserved manner and/or inhibited them from being developed on; in either case, to assist in avoiding the destruction of these critical ecological and natural areas. This program is as of yet, not passed in Idaho, and therefore, no real mechanism is operating to preserve these sites.

KENTUCKY

Preservation of Critical Ecological and Natural Areas—The objectives of both recreationists and preservationists often are extreme, and as a result coordinated planning for them is difficult. The Federal Land and Water Conservation Fund Program should be broadened to provide for acquisition of natural areas for preservation without restrictions. Critical ecological and natural areas should be protected through state and local land use regulations.

NEBRASKA

In the context of land use planning terminology, areas falling in "critical" classification are relatively few in number. Placement in the category implies extreme values and an inviolate nature. Such areas do exist and should be viewed as valuable and inviolate.

There are additional thousands of areas possessing values sufficient to warrant their consideration as critical. In general, the political and economic powers and pressures that exist will decide the fate of such areas. It therefore is essential that state and federal agencies provide the *planning process* to assure the full and proper evaluation of such areas, their values, and level to which they can or should be altered.

NEW JERSEY

Critical ecological and natural areas can frequently be used for recreation without causing significant deterioration of the resource.

The impact of recreational use depends on the sensitivity of an area, the types of facilities provided, and the volume and types of use. Hiking and nature walking require minimal facilities, and in all but the most fragile areas, represent compatible uses with preservation. In the critical wetlands bordering New Jersey's Atlantic coastline, hunting and fishing can be enjoyed from boats, thus eliminating the need for any type of facility development if the boats are launched from sites outside of the areas. In most cases, however, some development is required to accommodate public recreational use, e.g. access roads, parking facilities, sanitary facilities, trails, campsites. In general, recreational development is characteristically extensive in nature and one of the most compatible uses with preservation of critical ecological and natural areas.

TEXAS

Preservation of critical ecological and natural areas, there is much confusion as to the recreation benefits which may accrue from increased efforts in these areas. However, there is no national program specifically established for the improved management of such areas, and acquisition and protection of non-federal areas must compete with more intensely developed recreation for available funds under the many grants-in-aid programs available. Additional funding for wildlife refuges, management areas, critical wildlife and fisheries habitats, and natural areas of known value would help. Improved coordination of federal actions in this area should be implemented, possibly through merging or increased systematizing of recreation functions among federal agencies. Another alternative might be to scrutinize regulations pertaining to the use of Federal Deposit Insurance Corporation loan guarantees to determine the feasibility of establishing mandatory consideration of ecological and natural areas features for loan requests when any land use change is foreseen.

WASHINGTON

"Preservation of critical, ecological, and natural areas" has long been a concern of land management agencies. However, their efforts have been extremely limited for a wide variety of reasons including lack of funds, public apathy and others. It may well be that some form of incentives will need to be given to the private sector and to other public agencies that will make it as economically feasible for them to preserve critical areas in their natural state as it now is to convert them to some other use. This is not to say that the funds now being provided and efforts currently underway in this area should in anyway be weakened, but instead we suggest that opportunities be provided both legally and financially to expand those efforts.

Point No. 8: Enhancement of the urban environment

Those States which replied on this point cited the important contribution which parks and open space have made in improving the quality of the urban development both visually and socially. Hawaii's reply included the suggestion that such concepts as downtown rooftop parks and air parks to preserve view corridors be considered by planners.

HAWAII

Enhancement of the Urban Environment: The use of Federal funding programs to emphasize development of inner city open spaces, e.g., vest pocket parks, unused utility or transportation easements. Set up urban design plans to enhance elements and prepare ordinances for protection of urban open space areas. Explore the concept of providing downtown "rooftop parks" and "Air Parks," the latter to preserve or provide view corridors.

IDAHO

In terms of "enhancement of the urban environment", again, we would have to point out that through parks and recreation facilities, open space type and natural preservation type facilities, within urban areas does enhance the quality of living within any urban environment and we believe that this is one of the more important steps which must be undertaken by urban and suburban communities to maintain the quality of life for their people.

KENTUCKY

Enhancement of the Urban Environment—Recreation is but one compatible use of open space in urban areas. Through proper planning and location within the framework of a comprehensive urban planning program recreation can enhance the urban environment.

NEBRASKA

Since the majority of our population lives in urban areas, due emphasis should be placed on making the living/working environment as pleasing as possible. However these people also enjoy getting out of the urban setting for recreational pasttimes. The Land and Water Conservation Fund has provided many areas and facilities for them to do so. Many more are needed. If increased percentages of the Fund are to go to urban areas, it is necessary that the Fund be increased so that ongoing (and equally needed) nonurban recreation projects can be continued. It seems very realistic to assume that other Federal, state or local sources of funding for recreational/environmental projects could and should be directed to these urban areas. Certainly the Land and Water Conservation Fund should not bear the brunt. We're only "robbing Peter to pay Paul" if one valuable program is usurped to fund another equally valuable program.

NEW JERSEY

The value of recreation areas as elements in the urban landscape has long been recognized by city planners. Recreation areas not only improve urban areas aesthetically, they provide for a more complete living environment for city residents. People can work, shop, reside and recreate within their urban surroundings. Recreation areas, whether small or large, intensively or extensively developed, create visual breaks in the monotony of cities' paved streets and concrete buildings. City parks have often been termed "green oases" where

urban children and adults can play on grass or relax under the shade of trees, opportunities which are not generally available elsewhere. Urban parks are often places of congregation, serving as the social center of a urban neighborhood. In effect, urban recreation areas serve a variety of beneficial functions that enhance the urban environment.

Recognizing this fact, the New Jersey Department of Environmental Protection intends to emphasize urban recreation areas in the distribution of open space acquisition and facility development funds recently made available under the Green Acres and Recreation Opportunities Bond Act of 1974. Encouraging complete development in the construction of housing and similar projects, the Department will give priority to complementing recreation projects.

WASHINGTON

On the subject of the "enhancement of the urban environment" we feel that park and recreation agencies, especially at the local level, have been a major influence throughout the Nation. Programs to provide citywide greenbelts and the conversion of blighted areas to parks through citizen involvement have been receiving nationwide publicity. We can not offer any specific recommendations in this area except that we strongly recommend continuing any programs which encourage community organizations and agencies to participate in programs of this nature.

Point No. 9: Formulation of a national water policy

The recreational use of water is an important and growing aspect of outdoor recreation. As such, this use deserves to be considered in the development of national water policy. The States have commented upon this relationship not only in their responses to the point as raised in Senator Jackson's letter, but also in their discussion of problems which they face.

Specific matters raised by the States include the increasing consideration of recreation in the computation of cost-benefit ratios at reservoir projects and the corresponding need to give greater importance to such use in management of a project; and what is believed to be a disproportionate share of federal water related funds for recreational improvements going to the Western states.

FLORIDA

Closely associated with recreational planning is the need for a national water policy. A tremendous number of recreation programs and facilities are dependent upon water resources. Recreation must be one of several key elements provided for in formulating a balanced national water policy.

HAWAII

Formulation of a National Water Policy: Should tie-in with water pollution control measures. Investigate multiple use of water-shed and other water resource areas for recreation. Initiation of such policy must be supported with sound implementation and management.

IDAHO

As regards "formulation of a national water policy", it has long been recognized that one of the primary uses of water is outdoor recreation and that the use of this water for outdoor recreation either in a consumptive or nonconsumptive manner is a legitimate use of a public resource. All recreation agencies at the federal, state and local levels must become involved (and ours is one that is not an exception to this) in all developments of instream recreation, flatwater recreation, the overall picture of recreational access to any body of water must be considered as a major part in formulating a national water policy.

KENTUCKY

Formation of a National Water Policy—Where water is generally abundant in supply the major problem may well be how to maintain water quality so that recreation activities can occur. A national water policy might help resolve the continuing controversy of free-flowing versus still water for recreation, and the natural, scenic waterway preservation question. With recreation becoming more important in reservoir benefit-cost analyses recreation should be given full consideration in formulation of a national water policy.

NEBRASKA

At a recent meeting in Nebraska, a Washington representative of one of the national water interest lobbies made it clear that in his opinion it was time to sweep the environmentalists into a corner and get on with development of the nation's water resources. The environmentalists he referred to are no longer a minority group of activists speaking from a selfish or over-zealous viewpoint. The environmental awareness movement is real, and the concerns regarding exploitation, overutilization and outright destruction of water resources is justifiable. Those who feel the energy "crisis" is alarming "ain't seen nuthin' yet." Water resources are finite, demands on them are growing, and sooner or later some very real crises will appear.

We can wait until crises force us into emergency decisions of a rash nature, or we can begin in earnest now to examine the future of water resources in the country while some alternatives remain.

Recreational and fish and wildlife benefits from water resources traditionally receive low priority when demands on water exceed the supply. Perhaps in some cases they should, but by delaying the formulation of a national water policy we are assuring that many alternatives that would work to the nation's benefit over the long run are being lost.

TEXAS

Formulation of a national water policy, recreational interrelationships are especially important in Texas. Almost all inland water bodies in Texas are man-made, with recreational areas at federal projects providing a relatively high percentage of the state's public recreational opportunities. Less than 2% of the total state area is in public

ownership. As a result of these factors, Texans heavily utilize water, especially that administered by federal agencies, in pursuing recreational opportunities. Changes in national water policies, therefore, have very real long-term effects on recreation in Texas. Basically, water policy at the national level should insure that all federally financed water projects provide optimum opportunities for recreation on shorelines, beaches, etc. Public Law 89–72, the Federal Water Projects Recreation Act, should be scrutinized for the effects that the local and state government cost-sharing provisions are having and could be expected to have on water-related recreation opportunities, to include hunting and fishing. Better distribution of funds for water-related recreation among the various states may also be needed. Many western states with relatively high proportions of their land in public ownership may be receiving a disproportionate share of federal water-related funds for recreational improvements.

Many states have recently begun or completed studies relating to the establishment of state recreational waterways systems. National water policy should provide safeguards that federally financed water projects adequately consider these waterways, while encouraging states to create the systems. National water policy should also insure that federally financed projects do not depreciate recreational water quality within river basins.

WASHINGTON

In the "formulation of a national water policy" we feel that recreation must be recognized as a major and primary use of water. Recreation agencies should be involved in preparing policies related to the development of in-stream flows at both the State and Federal level, the access to large bodies of water and the consumptive use of water as a result of recreation participation.

Additional Issues Identified

The State replies to the committee questionnaire did not confine themselves to the nine points noted by Senator Jackson, but identified several additional important issues, as well. These additional issues include the matter of rural/urban emphasis in recreation planning; the organization and operation of the Federal recreation program; and the need for expanded recreation research.

The urban emphasis of the Hickel plan drew many favorable comments. There were those who cautioned against an overemphasis upon the development of urban recreation opportunities at the expense of rural areas, however. The Arkansas response, for one, agreed in principle that "Urban needs are the major priority area of the future," but added these comments:

> Urban areas (2,500 population or more) in Arkansas constitute fifty percent of the total population. Those existing urban places do contain many of the symptomatic social ills of which are found in larger metropolitan areas, but the intensity of the problems are not nearly as acute. Indeed, some of the areas with the most outstanding social ills in Arkansas are rural areas. While this is the condition in Arkansas, it is not a condition that is unique only to Arkansas.
>
> It is noted that the majority of Federal Outdoor Recreation Programs are designed towards management of natural resources, and overlook urban needs. While this may be valid, it may not be the case for the use of Land and Water Conservation Fund monies. Urban areas in Arkansas are not forgotten, nor are they in a low priority status in receiving financial aid. Recent records show 37.6% of the total Arkansas population as residing in five Standard Metropolitan Statistical Areas (SMSA's). These five areas have received 37.1% of the total state allocation of Land and Water Conservation Fund monies.
>
> While urban areas deserve attention, it must be remembered that the various states are heterogenous in nature. All deserve equal fairness in any use of Federal monies, but differing states need Federal monies for differing priorities. Opportunities for various recreational activities differ across the nation, as do regional and state demand preferences. A strict urban priority may well alienate states who do not place such a high priority on urban areas. If the recommendations on utilizing the majority of the Land and Water Conservation Fund monies in major urban areas are implemented, the result would be discriminatory to the South, in which well over half the population lies outside metropolitan areas. In addition, this region has the highest disadvantaged population,

> and is in need of Federal assistance. The two plans stress the nation as a whole, but the vast regional and state differences must be considered. *We would urge that in place of a rigid urban policy, each state should determine its own priorities based on the particular socioeconomic characteristics of that particular state.*

In the South Dakota reply, the same theme is found. The comment there on the Hickel plan was as follows:

> The one obvious downfall of this plan, for the State of South Dakota, is that it is almost entirely urban oriented. It would be a grave mistake to use 75 percent of the total Land and Water Conservation Fund to serve the day-use needs of major cities, as proposed on page 301. This would, of course, agree with current trends of encouraging less travel for economic and energy reasons. However, the long range affect on the rural areas, where true recreational experiences occur, would be detrimental.
>
> The Open Space Land Program should not only be expanded in urban areas, as recommended, but also in rural areas as well. Land acquisition should be expanded wherever possible to ensure future generations sufficient area for recreational purposes. To place emphasis on high priced urban lands would not necessarily be in the best interest of recreation.

This concern for the continuation of support for rural recreation should not be misconstrued as a parochial or anti-urban point of view, but rather as a seeking for balance in a nationwide outdoor recreation plan. The accomplishment of such a balanced approach should ensure that recreational opportunities are available to all segments of the population in times of energy abundance as well as in periods of scarcity.

The second issue identified by the States, the Federal organization and operation of recreation programs, brought forth some criticism of the current state of these programs.

New Mexico offered a number of recommendations based upon a review of the two recreation planning documents.

Concerning user fee collection at recreation areas, New Mexico stated, "we do not feel that public agencies have approached this problem realistically. It has been our experience that agencies have used a 'shotgun' approach to implement systems of user fees." The recommendation in this regard was:

> Public agencies, especially Federal agencies, should adopt uniform and consistent systems. The recreation public is thoroughly confused with the existing hodgepodge of systems that vary from one recreation area to another.

Another area touched upon in the New Mexico letter was the need for Federal "stimulation" of outdoor recreation, stated as follows:

Statement:

> Government should stimulate and encourage the provision of outdoor recreation opportunities by private enterprise.

Comment:

We do not think "Government" has launched any significant programs to assist private enterprise in their endeavors.

Recommendations:

If Government is to be effective in this area, it should provide technical assistance to private enterprise. One possible solution would be to make this assistance available in the Region offices of the Bureau of Outdoor Recreation. We feel that this approach would be more successful than attempting to provide it at the "Washington" level.

Among the pertinent Massachusetts comments on the major problems of the Federal role are these:

A federal government focus on outdoor, resource area and facility oriented recreation in its programs; this focus has made it difficult for federal agencies and programs to deal effectively with urban recreation because urban recreation is so intertwined with indoor and program oriented recreation. This same criticism applies to state agencies and programs.

A very visible expression of the focus in Item 2 above is the Nationwide Recreation Plan and the state SCORP's submitted to BOR under the Land and Water Conservation Fund Act (L&WCF). Until federal and state planning is broadened in scope, it cannot deal effectively with urban recreation concerns. Additionally, both federal and state recreation planning emphasizes its own governmental level and often fails to deal effectively with the roles of lesser units of government.

A general maze of confusion and lack of coordination and direction between the many state and local planning programs sponsored or mandated by the federal government for participation in various federal aid programs, which can result in duplication of efforts and conflicting policies; by and large the federal government has abdicated its responsibilities in this area and left coordination and elimination of duplication up to the states. The states are thus left with the problem, but have to solve it within the constraints placed by the federal agency who monitors their program.

The Massachusetts response also offered these suggestions:

The federal government should develop appropriate mechanisms to better coordinate its multiplicity of planning, management and assistance programs in order to maximize return for federal dollars and to promote sound, efficient and well coordinated planning at other units of government.

I strongly urge that your committee consider the need for re-orienting the federal government's focus to include indoor recreation; further, I recommend that the federal government significantly expand the L&WCF or enact a companion program, which will provide funding assistance to state and local governments in acquiring and developing facilities and programs specifically tailored to providing indoor recreation

opportunity for urban residents. Additionally, an analysis of the current and future financial problems and needs of state and local governments in providing opportunity for their citizenry should be undertaken soon. Such a study should include consideration of short and long term operation and maintenance costs and the need of local governments for assistance in this facet of their operation.

The third matter which drew comment from several States was the need for an expansion of research into the areas of outdoor recreation and use of leisure time.

The recognition of the need is not new, with both a 1969 National Academy of Science study—*A Program for Outdoor Recreation Research*—and the Hickel plan having previously discussed the matter. *The Recreation Imperative* noted on page 372 that we need to learn more about:

—The behavior pattern of the people who engage in outdoor recreation, the social and psychological needs people seek to satisfy, and the benefits derived by the individual in the established and encouraged forms of participation;
—The interrelationships between recreation and leisure time and the role of other social institutions and systems that affect them;
—The impact of recreation on the natural and human resources that it needs for its maintenance and for which it must compete;
—The dynamics of recreation institutions.

Among the State responses, New Mexico noted that "there is an urgent need for research," adding:

> The lack of adequate research, including factual information, has handicapped recreation programs at all levels of government and the private sector. Recommendations:
> A small percentage of the LAWCON fund should be earmarked annually for research programs. The logical agency to conduct such programs is the Bureau of Outdoor Recreation.

Massachusetts found as a major problem:

> An inadequate support and funding for research into methods of determining leisure time/recreation desires and needs of people and translating those needs into action programs; given that such information is a very vital link in the decision making process, regarding recreation expenditures.

Indiana offered this assessment of the importance of establishing a research program:

> Recreational research, previously escaping close scrutiny, must be considered essential to the future of outdoor recreational planning. We are presently using inefficient tools to obtain indicatives of need, demand, carrying capacity, etc. Funding for research of basic planning issues will not only generate a more exact scientific basis for planning recreational opportunities, but will establish the concept of "leisure" as a human need within our urbanized society.

The State and local officials also stressed the importance of the linkage between transportation modes and outdoor recreation. A number of the responses made specific reference to the need to consider bicycling as a recreational outlet and as a means of commuter travel, and to plan for facilities which would encourage such uses, specifically the construction of bikeways or the designation of bike lanes on streets.

Throughout the replies of the State and other officials are additional observations and suggestions which are worthy of consideration in evaluating the future course of the Federal outdoor recreation effort. Thus, the full text of the responses contained in the following section should be examined carefully.

APPENDIX

THE STATE REPLIES AND SUPPORTING MATERIAL

57-665 O - 75 - 4

HENRY M. JACKSON, WASH., CHAIRMAN
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DEWEY F. BARTLETT, OKLA.
JERRY T. VERKLER, STAFF DIRECTOR

United States Senate
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
WASHINGTON, D.C. 20510

The Senate Interior and Insular Affairs Committee is undertaking a study to assess the effectiveness of current recreation goals and policies, and to identify new approaches for future legislative action. I would appreciate your assistance in this endeavor.

In 1963, the Congress enacted legislation, P.L. 88-79, which directed the Interior Department to prepare a Nationwide Outdoor Recreation Plan. A draft plan completed in 1969 was withdrawn and shelved by the Administration. A second, revised plan was made public by the White House in December 1973, without presidential endorsement.

Anticipating that both the 1969 draft plan and the 1973 formal plan may be of broad interest to parties in and out of government, the Committee has arranged for their publication in committee print form.

The Committee is now conducting a study of these plans with the following objectives:

--Detailed assessment of recreation programs launched as a result of the 1962 ORRRC report.

--Identification of opportunities and options for improvements in federal recreation policy.

--Consideration of current public attitudes toward recreation and leisure activities.

I solicit your comprehensive review and evaluation of these two plans, which are being sent to you under separate cover.

Your comments will be used in two ways. The staff of the Committee will collate and organize them in a background report for hearings in the 94th Congress. Secondly, we will screen the responses for suggested legislation.

It is, of course, necessary to review recreation in the broader context of other national goals and programs. Thus, it would be particularly helpful to the Committee if in addition to your response on the two plans, you would comment upon the interrelationships between recreation and such national concerns as:

--Efforts to curb inflation and concurrently cushion the impact of unemployment (for instance through the creation of Federal public service jobs);

--Energy shortages and energy conservation programs;

--Social ills of urban areas;

--Educational benefits which may be derived from recreation programs;

--Land use planning;

--Environmental pollution;

--Preservation of critical ecological and natural areas;

--Enhancement of the urban environment;

--Formulation of a national water policy.

While I realize that the preparation of a detailed response may be a burden on your own schedule, I want to express my personal appreciation for whatever time and effort you find possible to devote to this request and assure you that careful consideration will be given your comments.

I would appreciate receiving your comments by December 15. If you have any questions, please contact Jerry T. Verkler, Staff Director, or James Beirne, Special Counsel, at 225-4971.

Sincerely yours,

Henry M. Jackson
Chairman

HMJ:jbr

STATE OF ALASKA

DEPARTMENT OF NATURAL RESOURCES

Division of Parks

JAY S. HAMMOND, Governor

323 E. 4TH AVENUE
ANCHORAGE 99501

December 17, 1974

Re: 1130-9-5 - Nationwide
Outdoor Recreation Plan

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

Dear Senator Jackson:

In reply to your request for this agency to review the draft of the Nationwide Outdoor Recreation Plan we found it extremely difficult to meet the time schedule you set and to do a comprehensive analysis. However, we have several comments that may be usable.

Initially we must make it clear that a change in the allocation formula for the Land and Water Conservation Fund money would work a distinct hardship on the State of Alaska. Allocation of increased percentage to urban area would severely reduce the State of Alaska's capability of developing recreation facilities. We feel that there is a serious need to provide facilities in Alaska in order to prevent the erosion of the existing land, and particularly in view of the fragility of this land.

In Alaska the artificial lines which separate the land under the administration and management of various agencies, or the overlapping association of emerging native corporations and enlarging municipal and governmental areas, makes our picture very difficult to interpret. We feel that planning for recreation and the operation and maintenance of facilities for these plans should be on a more comparable and cooperative basis. Alaska is a land of superlatives and therefore it become difficult to say that the Wrangell Mountains are more scenic than Mt. McKinley or the Brooks Mountains are more attractive than the Wood River-Tikchik area. Each of these may be in a different ownership or classification. The standards for the operation and maintenance should be equal in all cases. The demand for facilities is increasing in Alaska, and some federal agencies are cultivating this by public information programs. However, these agencies are not increasing their carrying capability to match the demand they are creating. The result is that the State or other recreation servers must meet this unsolicited and often unexpected

increase in demand. There should be an obligation on federal agencies to meet the need for recreation as a prerequisite to their eligibility to participate in Land and Water Conservation Fund monies in exactly the same way as local government entities are required to do this.

The need for definition of terms becomes increasing obvious as time passes. Every agency counts by a different system and makes projections by nonstandard formulas. In the SCORP you find that the Bureau of Land Management claimed 5 million visitors based on a formula to "estimate users without observation". During that same period of time the State Park system of over 60 various kinds of facilities, and over a million acres, received 700,000 visitors. Some means of coordinating this information and the terms and methods of calculating it, must be established if we are to read our information properly.

We support the human resources program recognizing the need for provisions for handicapped. Recreation areas and parks can be excellent education areas for these people and it is high time that we recognize that the approximately 10% of the population must be served in the same manner as specialized recreation groups.

Regarding the great demand for facilities for urban areas, and within a specific number of hours of our homes, it appears to me that a full recreation experience allows a person toleave the immediate area of their residence. I think therefore that more effort should be made to identify recreation opportunities on the fringes of cities, but in a different environmental atmosphere. In this regard, the fullest use of recreation opportunity means that there is a need for indoor facilities to take advantage of the entire year. The recreation demand continues through 12 months of the year, but we are traditionally bound to the concept that recreation is associated to vacation, which is associated to summers. In this regard I would make the point that the nations recreation estate, is not only land, but is also the personal inclination on the part of people to recreate, the knowledge of opportunities, the awareness of the nature of the opportunities and the committment to support this kind of a program.

In Alaska it should be clearly understood that there is need to coordinate recreation with the newly established native corporations. A great amount of land will be removed from the public domain shortly, and with this land removal will be a removal of recreation opportunity.

The acceptance of equal responsibility for recreation generally refers to federal and state agencies. In recent months we have seen two major communities in this area reject park and recreation powers, and we know of a great many who are unwilling to accept them in the first place. Equal responsibility must apply at all levels of government. And for this reason technical assistance becomes much more important as an education device. The matter of education includes developing an awareness that multi-use may become a stronger way of activity in view of our dramatic resource shortage. Subsistence oriented people in Alaska will require consideration for continuation of that element of their food supply.

We are deeply concerned that pure parks and recreation areas may become luxury items in the future, which the nation may not be able to support. It appears to me that there is a possibility that the existence of people will be contingent upon wise use of the land for a multiple number of uses and that recreation will become a function of life, but not the total way of life. There is no reason why the conditions in the area of our employment cannot be recreation in nature by the simple addition of adjacent or related facilities. The provision of recreation opportunities for people who have little and no financial ability to appreciate them is not a solution. It may only be a way of salving our conscience with their particular condition. We may need to educate a large part of the population to accept and use the opportunities. We must make a total devotion of all our resources and capabilities to sutain the recreation opportunities for future generations and we need public support. Locking them apart, by restrictive regulations, will only create the possibility of no support in the future when the programs become possible luxuries. We need a means to spread the utilization of our resources across the entire country, with special interest in demographic problems. This particular report expresses the problems as seen by those planners, however the State plans, will, in the end, provide the method of meeting this challenge. If this is true, then federal agencies within State boundaries, must work within state oriented plans.

Sincerely,

WILLIAM A. SACHECK
Director

By: George A. Hall
Deputy Director

GAH:alp

STATE OF ARKANSAS
DEPARTMENT OF PLANNING
400 TRAIN STATION SQUARE • VICTORY AT MARKHAM
LITTLE ROCK 72201

CHARLES T. CROW
DIRECTOR

JAN 20 1975

January 16, 1975

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

Dear Senator Jackson:

My staff has reviewed the two documents concerning the Nationwide Outdoor Recreation Plan. We have found its general approach and statements of need to be comprehensive and relevant in presenting an overview of the existing recreation conditions in the United States. In addition, the proposed precepts designed to improve the current recreation situation are clear and directly linked to the alleviation of existing and future problems. Urban needs are the major priority area of the future, and while we do agree in principle, there are several comments on that subject that should be noted.

Urban areas (2,500 population or more) in Arkansas constitute fifty percent of the total population. Those existing urban places do contain many of the symptomatic social ills of which are found in larger metropolitan areas, but the intensity of the problems are not nearly as acute. Indeed, some of the areas with the most outstanding social ills in Arkansas are rural areas. While this is the condition in Arkansas, it is not a condition that is unique only to Arkansas.

It is noted that the majority of Federal Outdoor Recreation Programs are designed towards management of natural resources, and overlook urban needs. While this may be valid, it may not be the case for the use of Land and Water Conservation Fund monies. Urban areas in Arkansas are not forgotten, nor are they in a low priority status in receiving financial aid. Recent records show 37.6% of the total Arkansas population as residing in five Standard Metropolitan Statistical Areas (SMSA's). These five areas have received 37.1% of the total state allocation of Land and Water Conservation Fund monies.

While urban areas deserve attention, it must be remembered that the various states are heterogenous in nature. All deserve equal fairness in any use of Federal monies, but differing states need Federal monies for differing priorities. Opportunities for various recreational activities differ across the nation, as do regional and state demand preferences. A strict urban priority may well alienate states who do not place such a high priority on urban areas. If the recommendations on utilizing the majority of the Land and Water Conservation Fund monies in major urban areas are implemented, the result would be discriminatory to the South, in which well over half the population lies outside metropolitan areas. In addition, this region has the highest disadvantaged population, and is in need of Federal assistance. The two plans stress the nation as a whole, but the vast regional and state differences must be considered. We would urge that in place of a rigid urban policy, each state should determine its own priorities based on the particular socio-economic characteristics of that particular state.

While vast Federal land holdings exist in the Western states, there is a lack of such resources in other portions of this country. Use of money to acquire significant natural resources is imperative if there are to be any natural resources for the future, particularly in states which have few Federal holdings.

The interrelationships of recreation with other national concerns are as follows:

1. Recreation as an entity within itself, is an activity compatible with other uses, due to its flexibility and variation of form.

2. In preservation of critical ecological and natural areas, certain recreational activities provide alternative uses which are compatible to any preservation scheme.

3. Because of its need in our society, recreation should be an integral component in any land use plan.

4. Environmental restrictions may reduce land and water pollution, and can provide a potential for various forms of recreation, which otherwise would not be developed.

5. Development of recreational areas do improve the social and physical environment of urban areas.

6. Locally oriented activities may become more significant in the future, if energy shortages reduce the mobility of the general population.

7. Due to the service nature of recreation as a profession, a significant number of jobs may be utilized in the field.

It is hoped these comments will assist the Senate Committee on Interior and Insular Affairs in its review of the Nationwide Outdoor Recreation Plan. If you have any comments or questions, please feel free to contact this office.

Sincerely,

Charles T. Crow
Director

CTC/bwb

cc: Governor David Pryor
Senator Dale Bumpers
Senator John L. McClellan

STATE OF CALIFORNIA—RESOURCES AGENCY

RONALD REAGAN, Governor

DEPARTMENT OF PARKS AND RECREATION
P.O. BOX 2390
SACRAMENTO 95811

DEC 23 1974

December 23, 1974

SENATE INTERIOR COMMITTEE
RECEIVED
DEC 31 1974
WASHINGTON, D. C. 20510

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

Dear Senator Jackson:

I believe that assessment of the effectiveness of current recreation goals and policies is most timely; particularly in view of the efforts of Congress and the Federal Administration to forge a new relationship with the states through revenue sharing, block grants and other efforts to shift more decision-making to the states. I appreciate the opportunity which you have given me to comment on the 1970 draft Nationwide Outdoor Recreation Plan and the current Nationwide Plan.

The 1970 draft plan is much broader in scope, in that it recommends specific actions to assure outdoor recreation opportunities. Perhaps the draft plan's greatest strength is its more detailed analysis of the broad spectrum of outdoor recreation concerns and the consequent recognition of the need for priority action on the more acute problem areas. The analysis of needs is still applicable to the current situation and, in general, appears applicable to the future. This is true even considering the lower population growth rates, the current uncertainties of the economy and the current energy crisis. We too often overlook the time required to translate a major plan into a reality; this is a matter of decades, not years.

The current Nationwide Outdoor Recreation Plan is a policy document and does not set forth a specific program of recommended actions; it deals with "how" rather than "what". The greatest strength of the current plan is its recognition of the changes which have occurred in federal-state relationship, changes which are of major consequence in the fabric and structure of government.

I think that these two plans should be viewed as complementary, rather than conflicting, and will provide a basis for a "third generation" nationwide plan which combines the strengths of both prior plans. There is an urgent need for a plan which charts the course for a detailed national program and clearly establishes the roles of federal, state and local governments and the private sector in carrying out that program, so we can get on with the business of assuring that this and future generations of Americans will have adequate outdoor recreation resources.

Thank you for this opportunity to express my views. The enclosed, more detailed analysis of the plans was prepared by my statewide planning staff and may be of interest to your committee staff.

Sincerely,

William Penn Mott, Jr.
Director

G-1/4327
Enclosure

COMPARATIVE ANALYSIS OF TWO "NATIONWIDE OUTDOOR RECREATION PLANS"

by William J. Emrie

In 1970, a draft plan, "The Recreation Imperative", prepared by the Bureau of Outdoor Recreation, was shelved. A new plan, "Outdoor Recreation - A Legacy for America" was initiated and was published in 1973. The Senate Interior and Insular Affairs Committee requested review and evaluation of these two plans. This analysis was prepared to provide a base for answering the committee's request.

Summary of Analysis

"A Legacy for America" appears to imply a new federal policy with respect to Outdoor Recreation. It appears that the primary federal role will be preservation of superlative areas with emphasis on rounding out the federal recreation estate, and managing recreation areas of national significance.

The plan appears to foreshadow a shift from direct federal provision of recreation on federally-owned lands to: (1) transfer of lands to state or local government, (2) transfer of recreation management to state or local government, (3) provision of recreation on federal lands by the private sector.

Throughout the plan the emphasis appears to be on "shifting" the provision of outdoor recreation from the federal government to state and local governments. The plan also calls for an increase in the annual appropriations to the Land and Water Conservation Fund with a greater share of the fund going to the states. However, it appears that the shift in funding will be dwarfed by the shift of responsibilities.

The Recreation Imperative provides the basis for carrying out the national outdoor recreation policy set forth in P.L. 88-29. Implementation of this plan would require major increases in federal, state and local programs, and a major shift in priority to the areas of greatest need, most notably the urban areas. However, contrary to recently published reviews, this plan does not focus solely on the urban areas but recognizes a broad spectrum of outdoor recreation problems.

A Legacy for America

The 1973 plan, as its title, "A Legacy for America" suggests, places primary emphasis on preservation/conservation of recreation resources by the Federal Government: "To increase the availability of recreation resources, the Federal Government will complete a program of identification, selection and a plan of acquisition of those superlative areas needed to round out the federal recreation estate ---

...accelerate studies and evaluations of proposed trails, wild and scenic rivers, wilderness areas, wetlands and historical properties to ensure that these unique lands are preserved by Federal, State, or local governments or private interests for the benefit of the public..." (page 4 of report)

The plan recognizes a fairly clear federal role in these program areas.

The federal role is less clear in program areas dealing with utilization of federal properties. Page 4 of the report states: "The Federal Government will.....Open to the public directly or through State and local entities those under-utilized portions of Federal properties or facilities having public recreation values compatible with the primary purposes, when such lands are not available for transfer under the 'Legacy of Parks' program."

Page 55 of the report states: "Federal acquisition and management of recreation lands and waters shall be limited to those areas of national significance". Thus it appears that the federal role is one of encouraging and aiding the states and local entities. The plan further provides: "The Federal Government will ... promote recreation facility development on or adjacent to Federal lands on the basis of regional land use plans. Whenever possible, private investment should be utilized for the provision of these services."

Thus it appears that the direct federal role in these program areas is limited to areas of national significance. On other lands, the federal government would encourage and aid the states, local entities and the private sector to provide for utilization.

The weakest portion of the plan appears to be that which deals with roles and responsibilities. On page 52, the plan states, "the Federal role must be clearly defined in order to free other potential suppliers to plan for the future recreation needs of the American people". The plan then goes into a discussion of the vast federal involvement in outdoor recreation and the broad range of their programs. This is followed by an extremely brief description of the recreation programs of federal land management agencies (one paragraph per agency). To a certain extent, this is a definition, but it is not sufficient to allow other agencies to plan for outdoor recreation.

The analysis of the outdoor recreation picture presented in the report provides little or no support for the recommendations, and it is too generalized to provide guidance to the states, local agencies and private sector.

In summary, this plan appears to foreshadow a major change in federal policy, the limiting of federal involvement in outdoor recreation to managing areas of national significance, and to aiding and assisting other governmental agencies and the private sector to provide opportunities for outdoor recreation. The plan does set forth a set of policies which are well within the capabilities of existing federal agencies at present levels of financing, and fits well with the fiscal belt-tightening that is resulting from the present state of the national economy. However, it should be recognized that implementation of major plans is a matter of decades, not years, and hopefully the economic picture will improve as

decades roll by. Finally, it must be recognized that the plan does not present a hard and fast statement of federal policy, but only "roughs out" policy in some areas; the policy presented is implicit. Further, the recommendations are couched in broad and general terms so that there is a great amount of latitude and flexibility possible in the implementation of the plan.

The Recreation Imperative

"The Recreation Imperative", as its name suggests, identified the urgent actions that are needed in response to current problems in outdoor recreation and those current problems in other program areas which impinge on outdoor recreation.

The Preface reflects the national policy on outdoor recreation set forth in Public Law 88-29 "...that all American people at present and future generations be assured adequate outdoor recreation resources and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable...to conserve, develop and utilize such resources for the benefit and enjoyment of the American people."

The plan does not present any major change in the basic national policy; but, it does recommend a number of changes, some of them drastic, in the way this policy should be carried out.

The primary finding is a mal-distribution of recreation resources, with respect to population; the resources are not located where most of the people are. The most significant changes proposed are in answer to this finding. The findings in the plan are generally well-documented and supported by information and, therefore, it is difficult to argue with the recommendations (even those which would adversely affect California).

The plan also addresses itself to a host of other findings--from abandoned transportation areas to wild and scenic rivers. The findings and recommendations cover a broad range of administrative aspects from assessment of needs to operation of outdoor recreation areas.

The findings and recommendations present a comprehensive and generally balanced over-view of the availability of outdoor recreation, the governmental program efforts addressed to changing that availability, and the changes in program effort which are needed to carry out the intent of P.L. 88-29. Time may show that some areas of concern receive too much emphasis and new areas of concern will undoubtedly arise, but the Recreation Imperative presents a workable basis for providing policy direction to federal recreation agencies and their programs and a reasonable framework for aligning state, local and private efforts with federal programs so as to more rationally pursue national policy with regard to outdoor recreation.

The plan also presents a wealth of information and data which leads to, and supports, the findings and, additionally, provides a source of guidance to state and local governments in carrying out their outdoor recreation functions.

State of Florida

DEPARTMENT OF NATURAL RESOURCES

HARMON W. SHIELDS
Executive Director

CROWN BUILDING / 202 BLOUNT STREET / TALLAHASSEE 32304

REUBIN O'D. ASKEW
Governor
BRUCE A. SMATHERS
Secretary of State
ROBERT L. SHEVIN
Attorney General
GERALD A. LEWIS
Comptroller
THOMAS D. O'MALLEY
Treasurer
DOYLE CONNER
Commissioner of Agricultur
RALPH D. TURLINGTON
Commissioner of Education

January 30, 1975

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

Dear Senator Jackson:

In response to your letter of November 20, 1974, we have reviewed the two documents, The Recreation Imperative and A Legacy for America, and offer the following comments.

We agree essentially with a majority of the policy and program recommendations of The Recreation Imperative. There certainly must be a concentrated effort by all suppliers of outdoor recreation to provide recreational facilities and resources in areas where the needs are most urgent. These suppliers must effectively coordinate their programs to promote an equitable distribution of outdoor recreation opportunity and environmental quality for all people.

Our primary responsibility at the state level is that of planning and coordinating and providing for the full recreation needs of our citizens to the extent we are able. We do not, however, presume to satisfy complete need through direct provision of resources and facilities in areas where other agencies have jurisdiction, or are better able to meet the need. We are pleased to have any capable supplier of recreation help carry the load, and we have identified five levels of supply for public recreation:

1. federal and state governments
2. local governments
3. private - commercial
4. private - noncommercial
5. quasi-public

STATE OF FLORIDA
DEPARTMENT OF NATURAL RESOURCES
LARSON BUILDING - TALLAHASSEE, FLORIDA 32

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We feel that there is a responsibility for all elements of supply to provide a part of the resources and facilities to meet the overall outdoor recreation needs. Therefore, we question that thirty percent of the Land and Water Conservation Fund monies should be spent at this time to provide user-oriented facilities in the metropolitan areas of Florida, as recommended by The Recreation Imperative. We are presently spending over eighty-five percent of our Land and Water Conservation Fund monies in Standard Metropolitan Statistical Areas (SMSA's). Our policy is to use a "land bank" concept in acquiring lands in and near urban areas which will inevitably become heavily used urban open space and outdoor recreation areas.

A Legacy for America seems to have more overall utility for us than does The Recreation Imperative. It displays policies and recommendations on a smaller and more detailed scale. Therefore, its utility lies in supplying guidance for planners in preparing outdoor recreation and open space plans, and promoting programs to investigate and devise new modes of outdoor recreation resource and facility supply. Even though The Recreation Imperative contains a great amount of interesting and thought-provoking statistics, these data are of little utility in helping us administer our outdoor recreation programs.

In response to the national concerns expressed in your letter, it seems obvious that all of these concerns are interrelated, and that no one recreation program or series of recreation programs will help solve them all simultaneously. In fact, too much effort placed on solving some of these problems would probably result in a weakening of the effort in other areas. However, we can observe each and then assimilate these observations to form policies which would at least give some coordinated direction in dealing with each.

To help curb inflation, more coordination and consolidation among governmental agencies would reduce overlapping of interests and conflicts in funding priorities. Each supplier of outdoor recreation should strive for greater efficiency in its programs. Inefficiency not only wastes time and effort, it wastes personnel talent and experience as well. At the same time, there is always a need for laborers, social workers, resource managers, and other field personnel who could be employed through a federal public service program to help provide outdoor recreation opportunities. This would cause more governmental spending, however, and while programs of this nature may help cushion the impact of unemployment, it may be that they are inflationary themselves.

A large number of options are available to enable us to conserve energy. However, effective implementation of any program to conserve energy usually involves a sacrifice in some form. One way of conserving energy is to fund recreation areas and facilities in or very close to large centers of population. This would save energy by cutting travel distance between users and the recreation facility, but would also negate some acquisition funding of resources farther away which are less expensive but more desirable for recreation purposes. Another way of conserving energy is to establish efficient and economic mass transit systems that are designed to provide access to recreation areas as well as business and residential districts. Also, suppliers of recreation could examine their recreation programs and facilities to cut energy consumption at their facilities and eliminate programs which lead to excessive energy consumption. The sacrifices here are evident. The conservation of energy is not the responsibility of any one level of government, it is the responsibility of all levels of government and, indeed, each individual consumer.

The relationship of recreation to social ills of urban areas is of great concern to us. Briefly, recreation programs in large urban areas can help cure social ills, but they are not the proper place to start. People must have sound basic education to show them how to effectively use their leisure time and personal finances. The park-school concept should be used to a greater extent. Forcing traditicnal middle-class recreation programs on dissimilar social classes does nothing to relieve social ills. The urban environment is extremely complex and riddled with problems There is no question that recreation programs which provide for open spaces, developed recreation areas, jobs, environmental education, and constructive use of leisure time contribute to the enhancement of the urban environment while aiding the reduction of social ills. Besides just affording places for people to recreat modern recreation programs carry with them educational benefits which also tend to moderate social problems. People are given the opportunity to display creativity, learn self-discipline, make value judgements, develop environmental percerption, and derive many other educational benefits.

Inseparably related to enhancing the urban environment, while quieting social ills, is proper land use planning, of which recreation planning is a most important element. Sound land use planning must be accomplished daily at all levels of government to ensure an equitable ooportunity for a high standard of living and optimum environmental quality. As we acquire more leisure time and learn more ways to use it, recreational land use planning will become of increasingly greater importance. Proper recreational land use planning should also incorporate means of lessening environ

mental pollution, and for preserving areas of critical ecological importance and natural beauty. Establishing programs which balance the requirements of protecting natural resources with the demands of the public for outdoor recreation activities should be a goal of every land managing agency. While it is obvious that critical ecological and natural areas may be preserved by managing them as a part of a park system, this is only a tool to be used during and after environmental education programs are instituted in our schools and governments.

Closely associated with recreational planning is the need for a national water policy. A tremendous number of recreation programs and facilities are dependent upon water resources. Recreation must be one of several key elements provided for in formulating a balanced national water policy.

As was previously stated, any over-emphasis on one of these concerns could adversely affect others. Extreme care must be taken when dealing with any one of these concerns to analyze the effects, both short- and long-term, upon them all.

Thank you for giving us this opportunity to comment on a subject of critical importance to the State of Florida.

Sincerely,

Ney C. Landrum
Director
Division of Recreation and Parks

NCL/whw

JOHN A. BURNS
Governor

SHELLEY M. MARK
Director

EDWARD J. GREANEY, JR.
Deputy Director

DEPARTMENT OF PLANNING
AND ECONOMIC DEVELOPMENT

250 South King St. / Honolulu, Hawaii 96813 / P. O. Box 2359 / Honolulu, Hawaii 96804

December 12, 1974

Ref. No. 2553

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

Dear Senator Jackson:

Thank you for your letter of November 20, 1974, and also for sending us the two recreation plans entitled "The Recreation Imperative" and "Outdoor Recreation: A Legacy of America."

In response to your request, attached herewith are our comments on these two plans as well as remarks on the interrelationships between recreation and the following national concerns:

1. Efforts to curb inflation and concurrently cushion the impact of employment.

2. Energy shortage and energy conservation programs.

3. Social ills of urban areas.

4. Educational benefits which may be derived from recreation programs.

5. Land use planning.

6. Environmental pollution.

7. Preservation of critical ecological and natural areas.

8. Enhancement of the urban environment.

9. Formulation of a national water policy.

We appreciate this opportunity to review and comment on the plans and related national concerns.

Sincerely,

SHELLEY M. MARK

Attachment

12/10/74

EVALUATION OF "OUTDOOR RECREATION: A LEGACY FOR AMERICA"

This plan primarily relates to areas of national significance, emphasizing the need to expand efforts for the protection and preservation of resources for future use, e.g., natural, scenic, historic, scientific, and recreational. It provides action guidelines for State and Local Governments to jointly coordinate the planning, acquisition, management, and administration of recreation resources, to meet identical needs. It further stresses that public participation be a part of planning and administration or recreation policies, and that government agencies should utilize the services of private recreation suppliers to satisfy certain areas of need. The element addressed in the plan that is of importance to Hawaii is the public use of under utilized Federal lands, mainly military. The military controls acreage on both urban and rural areas and have been excellent in keeping most of it in open space. Since many of these areas are under-utilized, it provides a tremendous recreation resource potential for the State. Furthermore, vast acreages are owned by few trusts and estates, many areas of which are in conservation zones. Policies concerning public use of private lands, such as tax incentives, and limiting liabilities could be of significant value in obtaining future recreation resources in the State. Such policies could also be beneficial in obtaining public access through private properties to public recreation areas.

The acquisition and development of resource areas under Federal, State, and local jursidictions will still be achieved through utilization of the Land and Water Conservation Fund, It is assumed that this fund would have to be increased in order to fulfill the goals and objectives of this plan.

EVALUATION OF "THE RECREATION IMPERATIVE"

This plan utilizes a more comprehensive approach to recreation planning. Like the "Legacy for America," it stresses improved coordination and cooperation between government agencies in the planning, protection, and preservation of resources. It further emphasizes more effective use of existing resources by expanding opportunities on Federal recreation areas, military lands, and State and Local lands and facilities. The major emphasis of this plan, however, is on urban recreation. The plan redirects the use of funds from the Land and Water Conservation Fund Act for Federal acquisition of urban recreation areas. Other sources of funding such as revenue sharing, Community Facilities program, and the Open Space Land Program, are also related to urban acquisition and development. The plan, however, still holds important that additional land acquisition for protection or preservation of resource areas, e.g., natural areas, wildlife refuges, historic, cultural areas, etc., is necessary for future recreation needs. Furthermore, the plan states that such elements as Housing, Transportation, Land Use, Environmental Protection, Land Use, etc. should respect and carry out the planning and preservation of our natural resource areas.

Elements addressed in the plan, though national in scale, are important to Hawaii. Since Hawaii has a very limited land area and finite resources, it must be especially careful on planning for its usage. Urban recreation, acquisition of resource areas, use of military lands, intergovernmental coordination, and comprehensive planning efforts are all important. Technical Assistance Programs be funded in order to provide to State and Local governments, management and planning techniques that would assure best use of Hawaii's resources.

GENERAL COMMENTS

Although both plans have some similar areas, each have strong points that complement each other. The Recreation Imperative is more comprehensive, stesssing urban recreation, but not forgetting to emphasize the need for preservation of resource areas. The Legacy for America emphasizes the acquisition and preservation of natural and recreation resource areas. Stronger emphasis on implementation is given in the former plan. Both can be used to set national policies.

COMMENTS ON:

Efforts to Curb Inflation and Concurrently Cushion the Impact of Employment: Possibly, the extension of summer youth programs, e.g., State Forestry Trails Maintenance Program, to a yearly basis, or its expansion to include other tasks. Both plans proposed to support private recreation suppliers in developing facilities to satisfy a portion of demand. Government subsidies or aid to expand the private recreation industry may have a negative effect on curbing inflation. It may provide jobs, but increase leisure spending.

Energy Shortages and Energy Conservation Programs: Increase legislation and funding for bicycle and trail systems. Relate urban recreation sites to mass transit systems, or possibly provide public transportation to rural areas.

Social Ills of Urban Areas: Expand the BOR programs or initiate new funding programs to cover the development of recreation programs for special groups, e.g., youth, senior citizens, handicapped, low income, etc. Have Federal and other government agencies, including the military, to provide manpower and services to help in implementing programs (e.g., military transports could be used to fly underprivileged kids to neighbor island campsites).

Educational Benefits Which may be derived from Recreation Programs: Support environmental educational programs in the public school system. Establish "outdoor classrooms" or nature study areas as part of the educational experience.

Land Use Planning: Recreation resources should be recognized and given equal emphasis as housing, transportation, economic development, etc.

Environmental Pollution: Further research is necessary in evaluating carrying capacities or "overload"; when does crowding reduce the quality of a recreation experience, or of the environment. Control measures at environmentally sensitive areas should be implemented to protect the resource. Control of pollution, in many cases, would increase the recreation potential and use of many sites.

Preservation of Critical Ecological and Natural Areas: This relates to open space preservation. Possibly provide separate funding for each to eliminate both elements from competing with each other.

Enhancement of the Urban Environment: The use of Federal funding programs to emphasize development of inner city open spaces, e.g., vest pocket parks, unused utility or transportation easements. Set up urban design plans to enhance elements and prepare ordinances for protection of urban open space areas. Explore the concept of providing downtown "rooftop parks" and "Air Parks," the latter to preserve or provide view corridors.

Formulation of a National Water Policy: Should tie-in with water pollution control measures. Investigate multiple use of water-shed and other water resource areas for recreation. Initiation of such a policy must be supported with sound implementation and management.

FEB 13 1975

IDAHO STATE PARKS & RECREATION

Idaho State

PARKS & RECREATION DEPARTMENT

STATEHOUSE MAIL - 2263 WARM SPRINGS AVE., BOISE, IDAHO 83720

PHONE: (208) 384-2154

STEVEN W. BLY, Director

R. P. Peterson, Deputy Director

CECIL D. ANDRUS
Governor of Idaho

IDAHO STATE PARKS & RECREATION BOARD

GEORGE MILLER, Chairman
Box 247, Banners Ferry, ID 83805

WILLIAM FROME, Vice-Chairman
505 E. Main St., St. Anthony, ID 83445

KENT GIST, Member
Box 349, Fruitland, ID 83619

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1122 10th Avenue, Lewiston, ID 83501

EARL GUNNELL, Member
Box 215, Soda Springs, ID 83276

January 21, 1975

Senator Henry M. Jackson, Chairman
Committee on Interior and Insular
Affairs
U. S. Senate
Washington, D.C. 20510

Re. - Nationwide Outdoor Recreation Plan

Dear Senator Jackson:

This is in response to your letter of November 20, 1974. We have reviewed the 1969 and 1973 Nationwide Outdoor Recreation Plan and provide the following comments. These comments are given in light of our previous comments to the Bureau of Outdoor Recreation on the 1973 Nationwide Plan, of which a copy is enclosed. We are sorry we are late in responding. A limited planning staff and heavy work load precluded an adequate review and evaluation of the plans at an earlier date.

The first comment is that we feel that the 1973 Nationwide Plan has serious drawbacks in that it strictly was a policy plan. And for the most park, this policy plan dealt with federal agencies wants and desires and provided methods by which these federal wants and desires would be satisfied. On the other hand, the 1969 Plan detailed policies and then went beyond to determine actions necessary at all levels, federal, state, regional, and local by which these policies or determinations of need could be feasibly fulfilled. In fact, the 1969 Plan went so far in its inventory and detailed resource assessment as to determine specific activity needs nationwide, statewide, national regions, and state regions. And in a general way, local needs by activities. We feel this key difference between the 1973 and 1969 plans is to the detriment of the 1973 Plan. To accomplish recreation planning, whether it be on a national scale or state scale, or even local scale, recreation resources must be identifed and the amount of these resources presently used and the determination of future use must be made and then a corresponding needs determination detailed as the 1969 Plan does. The 1973 Plan does lay out and state tremendous numbers of needed policy statements from the federal standpoint, determining the provision of recreation in the nation. These policy statements are of extremely high value to the nation, but in order to implement these policies, specifics must be drawn out and national, state, and local needs identified and then the necessary steps to accomplish the provision of facilities for these needs must be outlined and planned for at all levels of government.

One comment in favor of the 1973 Plan is that the recreation environment analysis in the 1973 Plan in terms of its policy statements is more far-reaching in terms of federal agency involvement than is in chapter 11 of the 1969 Plan.

In analyzing the plans, as per your request, we feel that a combination plan utilizing both the 1969 and the 1973 Nationwide Outdoor Recreation Plans is advisable. This combination, utilizing these far-reaching policies as set forth in the 1973 Plan and those specific identified local recreation needs, state recreation needs, and national recreation needs, when combined could become not only a needed recreation reality, but would fulfill to the letter of the law as stated in Part C, Section 2, of PL 88-29.

In addition to discussing the difference between the two plans, you specifically requested comments on various topics about recreation and several other national concerns. The following paragraphs will attempt to explain our feelings on those subjects.

In the area of "efforts to curb inflation and concurrently cushion the impact of unemployment", for instance through the creation of public service jobs. Idaho recreation agencies have benefited greatly from federal programs designed to assist in the extremely hard pressed employment areas of maintenance and operation of our recreation facilities. Examples of these programs would be the various youth programs, the various federal job training programs, the PEP type programs, which beef up and provide this extra but very necessary personnel to maintain and operate these facilities. Therefore, any program which would continue providing this extra assistance, and help to upgrade deteriorated facilities or develop new needed facilities, would be a very useful function and would also help in the national effort to curb inflation, and also would assist tremendously in an act of cushioning the impact of unemployment.

In the second area of concern; "energy shortages and energy conservation programs", we feel there are several areas within the recreation picture which may assist in these activities, one of these is the use of alternate means of transportation in and within and to recreation sites; i.e. bicycle trails, from urban areas to recreation sites, bicycle sites, bicycle and trail development within major federal, state, and local recreation sites. The second would be the increased emphasis and a more continuing emphasis on development of parks and recreation facilities in or within easy traveling distances of urban centers of the nation.

The next questions concerns "social ills of urban areas". We feel in Idaho that in some of our larger cities, we are beginning to see these problems. It is apparent that these problems are inherent in the growth of urban areas. Because of the similarity of these social ills in all our urban areas nationwide, national measures must be taken to assist state and locals in solving these problems, naturally, this must include recreation and open space considerations.

In the area of "educational benefits, which are derived from recreation programs", we feel that recreation in some cases is synonomous with education in the area of environmental education, especially when so many environmental issues are tied up with recreation quality and quality of living. A good example of something that can be done by an agency is the State Parks Division in Idaho is developing an urban park in the center of the Boise metropolitan area, the environmental education program sponsored at this park will act as a regional focal point for all environmental education and will in some instances act as a recreation education program. In reaching for a full and enriched life through recreation, various educational programs in terms of instructional programs to increase knowledge of and the abilities and skills to participate in recreational activities are also very important.

In the area of "land use planning", we feel that land use planning either through a national law or a state law or a combination of those laws, tied to local and regional zoning ordinances and zoning measures is the key to the entire picture of preserving a quality environment in our urban areas and outside of these urban areas. We feel that the implementation and actuation of the Statewide Comprehensive Outdoor Recreation Plan not only in Idaho, but in all states, would be the basic building block for land use planning from the recreation standpoint.

The area of "environmental pollution" is such a broad spectrum that to comment on it in a paragraph is to slight its overall potential importance. We do feel that the Nationwide Plan in the 1969 and 1973 versions, must make a meaningful effort to produce methods by which our general quality of life may be maintained through the controlling of environmental pollution, of all types, air, water, noise, overcrowding, the entire spectrum of environmental pollution. We feel that recreation in the general establishment of facilities which increase the quality of life does, to a large extent, help in the battle against environmental pollution in the state of Idaho. As concerning preservation of critical ecological and natural areas, in Idaho we have taken some basic steps to determine what ecological and natural areas there are in the state, how they relate to the overall statewide recreation system, and in this determination have set about methods through, an example, the establishment of a state natural park, of a county natural park, etc., whereby these critical ecological and natural

areas may be preserved and in some instances, enhanced through public interpretation of these ecological and natural sites. The State of Idaho has attempted to pass legislation in recent sessions of the legislature to set up a mechanism at the local and county level whereby these critical ecological and natural sites may be identified and through the partial process of land use planning set aside in a preserved manner and/or inhibited them from being developed on; in either case, to assist in avoiding the destruction of these critical ecological and natural areas. This program is as of yet, not passed in Idaho, and therefore, no real mechanism is operating to preserve these sites.

In terms of "enhancement of the urban environment", again, we would have to point out that through parks and recreation facilities, open space type and natural preservation type facilities, within urban areas does enhance the quality of living within any urban environment and we believe that this is one of the more important steps which must be undertaken by urban and suburban communities to maintain the quality of life for their people.

As regards "formulation of a national water policy", it has long been recognized that one of the primary uses of water is outdoor recreation and that the use of this water for outdoor recreation either in a consumptive or nonconsumptive manner is a legitimate use of a public resource. All recreation agencies at the federal, state and local levels must become involved (and ours is one that is not an exception to this) in all developments of instream recreation, flatwater recreation, the overall picture of recreational access to any body of water must be considered as a major part in formulating a national water policy.

We appreciate the opportunity to make comments to the Committee in Interior and Insular Affairs and appreciate your efforts in determining the approach to nationwide outdoor recreation planning through the comparative analysis of both the 1969 and 1973 Plans. We apologize for the delay in making these comments. If there are any questions on the comments made in this letter, please do not hesitate to contact us.

Sincerely,

Steven W. Bly
Director

encl. (1) 1973 Plan Comments

cc: Oregon State Division of Parks
Washington Inter Agency Committee

COPY

February 20, 1973

Mr. Maurice Lundy
Regional Director
Bureau of Outdoor Recreation
1000 Second Avenue
Seattle, WA 98104

Re: Nationwide Outdoor Recreation Plan Review

Dear Maury:

We have just completed our review of the Nationwide Outdoor Recreation Plan. Unfortunately, we were not able to complete our review within the time constraint outlined within the letters from the Secretary and the Director of BOR. We understand though, that our comments will be considered during the review process both at the regional level and at the national level if we get the report in within a week or so after February 10.

One problem we did have in review of the plan is that we thought that it was: 1) rather lengthly, 2) not enough time was allowed for a thorough review.

Several general comments that we do have concerning the plan are as follows:

General Comments

1. We thought that the plan was not feasible as a workable or viable document in that it was put together strictly at the federal level. We feel that the plan should have been a composite of the State Comprehensive Outdoor Recreation Plan (SCORP) instead of a detailed discussion of federal agencies "wants" and "desires" as was evident in the work conducted in the various work groups.

2. Not enough emphasis was placed on overall land use planning and the relationships of recreation to the land use picture. We feel that land use planning is one of the key elements to the nationwide problem of providing adequate open space and recreation areas for the growing needs of urbanized areas of the country. When left in open competition, the provision of adequate and recreation open

Space lands remains as a low priority in this nation and would remain so until such time as adequate land use planning was conducted, implemented, and enforced.

3. Except for some parts of the urban recreation discussion section, very little emphasis was placed on the specifics of recreation programming. The concept of recreation is much broader than this narrow view of "outdoor" recreation. But as yet, federal leadership and program support has only been minimally given to the recreation program area. Federal leadership is needed on this broader approach to providing adequate recreation for the public.

Specific Comments Concerning Work of Each Group

Recreation Work Group A

On Page 39 of this report, reference was made that recreation on water resource projects does not pay its own way. Somehow we cannot completely accept this statement. It seems to us that much of the support for reclamation flood control and irrigation projects are financed considerably through public expense. That is through appropriation from Congress. It would seem to us that the taxpayers contribute significantly to the development of such projects that are in the public interest. These same taxpayers are also recreationists who use some of these resources that they are paying for. Therefore, that statement would not seem completely true in this sense.

Similarly, many flood control projects would not be needed if adequate flood plain zoning was enforced and if land use planning had been implemented and enforced at all levels of government.

Consideration should also be given to improving public access to existing impounded waters rather than the continual creation of new and costly reservoirs. There is also a need to develop an improved method by which recreation experiences can be valued on an equal scale as monetary values that are related to water resource development projects. There is a need to have an adequate value for the intangible portion of a recreation experience so that the fees can be used in the benefit cost ratio approach used by such agencies as the Corps of Engineer's cost benefit method to value their products.

Regarding Public Law 8972

Projects that are developed under this law should be developed as complete recreation facilities at 100% federal cost as part of the cost of the overall project. Both the Bureau of Reclamation and the U.S. Army Corp of Engineers use recreation as a benefit to the project. It should be the responsibility

of these agencies to insure that their visitor projections are met with adequate facilities at that area. It is their responsibility to provide for this all important public need as it is for them to provide flood control measure and irrigation measures to those that live downstream from the project. It is in the overall public benefit that this be done.

Secondly, under this law provisions should be made for some type of matching for operation and maintenance of facilities that are developed by the federal agencies and turned over to another public agency for administration.

On Page 41 of this work group report, reference is made to the fact that a high percentage of visitation to reservoir projects is from people residing out of state. This is particularly true in the State of Idaho. We endorse the solution that when onresidents are estimated to comprise more than 50% of the total use of any project developed under this Public Law that funding to states could be increased by the amount equal to the nonresident use.

On Page 43 reference is made to the elimination of special use permits on federal lands that have high priority for public recreation use. We endorse this concept. Regarding the administration of the land both under BLM and U.S. Forest Service jurisdiction, we would recommend that the changing of the checkerboard land ownership pattern into consolidated manageable units be expedited. This would improve not only the administration, but the quality of the land the public is using for recreation. On Page 74, reference is made to various land programs. The present program administered by the Bureau of Outdoor Recreation has been one of the best received programs by local communities in Idaho. The procedure by which application is made is rather easy and the red tape involved is very minimal. With a proposed OMB application process this will have an adverse affect on the present procedures which is geared to reduce this bureaucratic red tape. We recommend that serious attention be given to reducing the red tape that would be associated with this procedure into a procedure that would provide better service to the state and local units of government.

On Page 76, reference is made to amending the Land and Water Conservation Fund Act to favor urban states. Much of the demand for recreation facilities located in Idaho is from residents of other states particularly of the urbanized states that travel our way for their summer vacations. Although some of their time may only be two weeks out of the year, it does have an impact on the facilities in our state particularly those that are of high quality and highly desirable for recreation to these users. Use of recreation facilities could be made by increasing year-round recreation programs and opportunities to enjoy these programs through such modifications as readjustment of the school year to allow year-round school, and also

realignment of vacation time through private industry. On Page 114 reference is made to administration of BLM lands under their jurisdiction. We strongly feel that the Bureau of Land Management should have complete administration authority to enforce the rules and regulations for use on public lands and to manage recreation facilities on BLM land. We feel that the Secretary of Interior should budget for recreation facilities on BLM land along with providing adequate operation and maintenance funds to this agency.

On Page 129, the U.S. Forest Service should give higher priority to outdoor recreation management on their land. Presently budget are minimal and priority still remains with timber production and management, and grazing as the primary uses of these lands. Equal emphasis does not exist at the present in the bedgeting for recreation in the National Forest system.

Improved maintenance of abandoned logging and fire trails would provide more opportunities for a diversity of recreation opportunities on land administered by the National Forest. Such opportunities include motorbike trail riding, snowmobiling as well as horseback riding on these roads. The supply of these facilities have dwindled as a result of improved fire fighting technology and timber management. However, recreation opportunities have suffered as a result of this technology. These are rapidly growing demands in Idaho.

Recreation Work Group H - Private Recreation

Reference is made that the public should not provide services which are available by the private sector. Such reference is made to campgrounds, golf courses, and etc. We do not agree with this statement in the concept it is presented. With the amount of federal and state lands available in Idaho, the public agencies have a responsibility to provide for the existing demand for such facilities for both resident and nonresident in the State of Idaho. Although competition between public and private sectors does exist in some areas, quality recreation facility development for campgrounds, public golf courses, etc., still remains the responsibility of public agencies. Although this in only one of six alternate solutions, it is not an alternate solution of those western states that have an abundant amount of lnad presently in public ownership and a high demand for such facilities. Use of recreation land would be greatly improved if the seasonal characteristic of the recreating public could be altered. By changing school attendance patterns this would have a positive effect on the use of recreation facilities throughout the country. We feel that this is one positive solution by which the use of our recreation facilities should be made and that perhaps it would be a solution to the problems associated with the private sector in trying to make a living in private recreation.

Recreation Work Group E - Carrying Capacity of Outdoor Recreation Resources

The statement at the bottom of the first page should be an unqualified

commitment or obligation by all levels of government to continue to provide and enhance indefinitely the full spectrum of outdoor recreation resources, experiences, and activities that now exist. We do not agree with the sentence shown in the upper part of the page, "For the economic well being of the nation, potential mineral resource development should not be ruled out as inconsistent with many recreation uses of land". We believe that in many of our quality recreation areas of Idaho mining is not a compatible use with quality recreation enjoyment and enhancement of the environment. This is particularly true with areas that are designated natural parks, monuments, state parks, state and national recreation areas, wild rivers, and etc. Although mining plays a vital role in the economic development of the State of the nation and is necessary we feel that it should not be given the primary emphasis over recreation as so often has been done in the past. Recreation is often associated with reusability of an existing resource. Mining depletes quality areas and has, as of yet, proven that these lands can be reclaimable to a good quality condition within a reasonable period of time.

Recreation Work Group C - Rural Recreation

The definition of rural, we feel, should read less than 2,500 and not 10,000 populations as referenced. Cities the size of 2,500 to 10,000 population have many similar characteristics and problems, as do larger cities and as such should be considered as urban areas. These characteristics are similar although not to the same magnitude as they exist in the larger urbanized areas of the country.

Recreation Work Group - D and E

Quality\Recreation Resource Areas - Work Group D and Carrying Capacity Resources - Work Group E need to be coordinated together as far as the classification used by each work group.

Work Group I - Federal Recreation Management Criteria and Organization

The National Wild, Scenic and Recreation River System should be expedited in order to meet the present and future needs for the preservation and use of such resources. The trails system program should be expedited and additional trails should be inventoried, surveyed, and added to the system as soon as possible.

In general, these criteria classifications are different in each agency and are therefore confusing to the public. It would appear as though the description for criteria for each of the types of systems named should be standardized and developed at least in those areas not classified or named by congressional action. Under Assumption 1, perhaps an additional Assumption labeled E should be added to this section. It should perhaps read "There is a certain need for wilderness classification by people in

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eastern states." There is a feeling of self satisfaction and anticipation even if they never use a wilderness area but have knowledge that it will be available to them or their children in the future. Wilderness use is not necessarily from the affluent or upper class society as commonly thought of in the past. As population grows, either more wilderness areas or more ridged control or management of those existing wilderness areas will be necessary. The need to establish another type of system in the eastern part of the country that would provide a wilderness type of experience similar to that experience in the designated wilderness areas or those that are unable to travel to enjoy the wilderness areas in the western part of the United States. This would allow for satisfying a need that exists where population exists. References made to the fact that additional national recreation areas will be established but more selectively and fewer in number than in the past. We feel that the national recreation area is a vital component to meet the growing recreation needs across the country. It is a component that should be expanded upon and looked at more directly as an avenue to pursue satisfying quality recreation needs for mass use. It still remains the responsibility of the U.S. Bureau of Outdoor Recreation to assume a leadership role in identifying potential areas that could be considered as national recreation areas. Regarding TVA and Corps of Engineers projects, we feel that additional consideration should be given to complete recreation planning in the overall development of any such future projects in the future. Likewise, it would remain the responsibility of that agency to insure that recreation facilities are developed as part of the project cost in its entirety to meet those predicted visitation to that site. The U.S. Army Corps of Engineers, we feel, should develop facilities to satisfy greater use of their existing areas. Although as pointed out, the predominant recreation use occurs at access areas. By dispersing recreation use across the entire project through additional accesses to the reservoir, a positive effect on the recreation experience would occur.

We appreciate the opportunity to have input into the National Outdoor Recreation Plan.

Sincerely,

Steven W. Bly
Director

lrv

COPY

STATE OF ILLINOIS
DEPARTMENT OF CONSERVATION
SPRINGFIELD 62706

DEC 2

December 16, 1974

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

Dear Senator Jackson:

Your November 20, 1974 request for us to review the 1969 and 1973 Nationwide Outdoor Recreation Plan is to be commended. It is indicative of your efforts to improve our national ability to conserve national resources. Especially commendable was your action to publish this year the 1969 draft plan.

Because of present staff commitments and the short lead time of your request, we are unable to provide you with the type of in-depth review which you desire. However, our general comments are that the 1969 plan is superior to the 1973 publication. It is superior in depth, breadth and specificity.

Our main recommendation concerning the 1969 draft is that the information be updated and arranged so that each state can extract from it the data necessary for their particular needs. In other words, the regional data contained in the draft, while helpful, should be broken down on a state-by-state basis. The states then would be more likely to further the objectives of the nationwide plan by using its data to implement their own supporting programs.

I trust these brief comments will be useful to you. Again, I wish to compliment you for your initiatives in the field of conservation and natural resources.

Sincerely yours,

Anthony T. Dean
Director

ATD/psb

STATE of INDIANA

DEPARTMENT OF NATURAL RESOURCES
JOSEPH D. CLOUD
DIRECTOR

INDIANAPOLIS, 46204

December 13, 1974

The Honorable Henry G. Jackson, Chairman
United States Senate
Committee on Interior and Insulor Affairs
Washington, D. C. 20510

DEC 20 1974

Dear Senator Jackson:

The Department of Natural Resources has reviewed the two nationwide plans you recently sent us. It is our feeling "The Recreation Imperative" represents a clear view of the basic outdoor recreational needs experienced by a major portion of the American people.

It is our experience that the more highly urbanized portions of our State exhibit the greatest need for outdoor recreational opportunities. As stewards of the Land and Water Conservation Fund, we are experiencing an increasing demand by local governments for approval to participate in the program. This will necessitate future funding increases by the Federal Government to effectively meet the increasing needs of the State.

The land use problems we presently face in the rural portions of the State are often attributable to existing urban conditions; i.e. overcrowding, 'urban sprawl', lack of quality open space, etc. The urban setting must receive greater consideration in future outdoor recreational planning efforts. The 1975 Indiana SCORP has identified principal areas of need which we are attempting to address through our planning program. Proper planning judgement will not only provide the people with quality leisure experiences, but will serve to initiate positive urban and regional land consumption patterns within the State.

Recreational research, previously escaping close scrutiny, must be considered essential to the future of outdoor recreational planning. We are presently using inefficient tools to obtain indicatives of need, demand, carrying capacity, etc. Funding for research of basic planning issues will not only generate a more exact scientific basis for planning recreational opportunities, but will establish the concept of 'leisure' as a human need within our urbanized society.

Sincerely yours,

Joseph D. Cloud, Director
Department of Natural Resources

JDC-RCB/nc

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FRED A. PRIEWERT, Director
300 Fourth Street, Des Moines, Iowa 50319
515/281-5145

An EQUAL OPPORTUNITY Agency

December 19, 1974

DEC 24 1974
1974
L. C. 20510

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

Dear Senator Jackson:

Your letter of inquiry of November 20, 1974, concerning nationwide planning was sincerely appreciated. Our ability to respond in the detail desired has been limited by a number of factors; however, attached for your utilization is a copy of a paper presented for the Governor in June of 1972, concerning the Bureau of Outdoor Recreation's Nationwide Planning efforts. It covers most of the points highlighted in your letter except that it is dated and, therefore, does not reflect recent changes in either the economic or energy picture.

In brief, it appears as though both of the previous national planning efforts have fallen short of the expectations of the states.

If there is an opportunity, we would appreciate additional time to provide you with detailed comments specific to your letter of inquiry. Could you please indicate if this is possible and if it would be of any assistance.

Thank you again for the opportunity to comment.

Sincerely,

for Fred A. Priewert, Director
Iowa Conservation Commission

FAP:GFS:sdh
Enclosure

ROBERT D. RAY
GOVERNOR

POSITION PAPER

PUBLIC FORUM

NATIONWIDE RECREATION PLANNING

IOWA CONSERVATION COMMISSION

PRESENTED BY THE IOWA CONSERVATION COMMISSION

FOR THE GOVERNOR

STATE OF IOWA

ST. LOUIS, MISSOURI - JUNE 27, 1972

INTRODUCTORY REMARKS

The Governor of Iowa thanks you for the opportunity of allowing the State and the Iowa Conservation Commission to participate in this forum and in the development of a long overdue nationwide recreation plan. This position paper reflects the concerns of the Governor and more specifically those of the Iowa Conservation Commission as the agency responsible for the state recreation plan.

Iowa's detailed comments and recommendations concerning roles of various Federal, state and local agencies are contained and encompassed within Iowa's new recreation plan. There are 151 specific recommendations made to all levels of government including the private enterprise sector within the state plan. For the purposes of this presentation comments will be general in nature representing a basic philosophy of the state.

Outdoor recreation planning must be comprehensive in nature and cannot be undertaken by the development of separate or loosely connected special use planning as is presently encouraged by the Department of the Interior. The Bureau of Outdoor Recreation requires the states to develop comprehensive

recreation plans in order to qualify for Land and Water Conservation Funds; the Bureau of Sport Fisheries and Wildlife is encouraging the states to undertake long range planning for the purposes of simplifying the procedures for the allocation of Federal receipts; and the National Park Service requires the states to develop a plan for historic action to be eligible for the receipt of funds for historic programs in the state. It would appear that at least the Department of Interior between its various agencies could form some degree of communication in order to facilitate the development of a single recreation plan or "resource plan" that would encompass the concerns of these agencies. This is further complicated by the development of the Water Resources Council criteria for separate state water planning programs. Recreation planning cannot be viewed solely for the planning of recreation needs as they affect the resources but must be viewed as a program for the planning and management of natural resources (land and water) to meet all the needs of people. These needs are not only to satisfy recreational uses, but also to meet the other non-recreational consumptive demands placed upon these resources.

QUESTION 1

"What should be the major objectives of the Federal Government and of state and local governments in providing outdoor recreation opportunities (in terms of recreation resources and recreation services)?"

The objective of the Federal Government with regard to the provision of outdoor recreation opportunities should be that of establishing broad general objectives for guidance to the states consistent with national and regional needs. The Federal Government should develop programs to define and quantify national and regional needs and should then develop the system for providing facilities or resources that serve these needs. In addition the Federal Government should

provide special financial assistance to the states or local governmental unit areas or projects beyond the established cost sharing programs where these facilities or areas are meeting recreation needs beyond those of the immediate state or local area. In other words, state or local projects that contribute to meeting the national and regional needs should receive special consideration and treatment, for example, cost sharing for the continuing operation and maintenance of these areas. In providing direction to the states and the local agencies for planning, the Federal Government should liberalize existing controls over the states by recognizing and placing a dependence on each state for their professional competence in resource and recreation planning and, therefore, restrict planning controls to those of a very general nature with direction only for well defined national and regional needs. State and local agencies should be allowed to define their special needs and be encouraged to develop the competence to do so. The principles of the hierarchy of planning should prevail in the system.

In this context it is important that at some point in time an analysis of the "quality of life" for Americans be undertaken in order that a reasonable standard or goal can be developed and recommended for all the citizens of this country. The Federal role would relate to the nation's ability to meet this "quality of life" standard and define national and regional deficiencies. In essence this will require the Federal Government and all levels of government to take a critical look at the nation's ability to absorb unlimited numbers of people or to expand at a rate beyond the capability of the resources to meet not only the recreational needs but the consumptive resource needs of the people.

QUESTION 2

"What are the principal outdoor recreation land and facility needs of the American people (in terms of central cities, suburbs, and urban fringe, small cities, and the countryside)?"

The basic recreational land need of the American people is a sound land use program that will guarantee to this and future generations of Americans, whether urban, suburban or rural, sufficient open space and recreational lands and a rational use of the land consistent with its inherent capability to meet the various demands placed on it. Development of a sophisticiated land use allocation system at the Federal, regional, state and local levels can minimize future land use conflicts and maximize public benefits if developed in the context of a "quality of life" goal.

In terms of facility needs, rural oriented recreation areas should be encouraged to maximize the variety of the recreation opportunities available on these areas consistent with its resources and capabilities. The role of special or single purpose areas should be carefully reevaluated in the context of optimizing public values.

In terms of urban facility needs, it is essential that a new concept emerge that will encompass the development of major cultural and recreational building complexes located in the heart of the urban areas offering a wide range and diversity of recreation opportunities and other leisure time pursuits normally associated with both the indoors and the outdoors ranging from rifle, pistol and archery ranges to horseback riding and golf.

In both situations it is essential that the principle of flexibility be developed in order to adjust to the changing demands of Americans and that the

opportunity to enjoy these areas and facilities be equally available to all. In this regard private enterprise has responded to this type of American need for variety in terms of the Disneylands and Adventurelands located around the country.

A basic underlying need is related to the philosophy developed in us and our youth through our past and present educational programs and passed on to us through established mores inherent in parental guidance. This need is to educate and reeducate the general public to a leisure time philosophy consistent with a "quality of life" goal. We do not have nor can we have unlimited or unrestrained opportunities. We have, however, successfully developed this drive in our citizens and it reflects in the continuously changing standards that constantly alter public demands due to inequities in opportunity resulting from the comparison by the public of programs meeting new standards along side relatively new programs not meeting the recently altered standard.

To draw an analogy, our highway programs reflect continuously changing standards relative to changing technology and related capabilities of the automobile. This has resulted in changes of desired goals from 40 miles per hour to 60 miles per hour and now to 75 miles per hour. What is our final goal? Given our present philosophy we have no goal except for constant change and so called "improvement". Each change has established new safety requirements and development criteria that immediately outdate the previously developed system. This dilemma is then accompanied by public demands to bring all facilities up to that standard resulting in budget deficiencies that stagger the imagination. This need to establish a "quality of life" goal must be quickly incorporated into the American way of life.

QUESTION 3

"At each level of government, what specific criteria should be used to establish priorities among recreation proposals in the allocation of available public funds?"

Specific criteria for the development of priorities should be left to the determination of each level of government consistent with that level of government immediately having jurisdiction over it. Criteria at the Federal level should be general and directly reflect an established "quality of life" goal with the criteria becoming more detailed and specific as we progress down through the levels of government. Basic assessment of priorities must be local or people-oriented due to the variation in conditions throughout the nation and the ability of that area's resources to meet the "quality of life" goal.

QUESTION 4

"What are the major problems hindering provision of adequate outdoor recreation opportunities (in terms of central cities, suburbs, and urban fringe, small cities, and the countryside)?"

The basic problem hindering the provision of adequate outdoor recreation opportunities in all areas relates to the financial inability of the responsible agency, regardless of governmental level, to continue to operate and maintain public recreation areas at the level desired and necessary to maximize the recreational experience to the consumer and to insure operating efficiency to the management agency. In many instances the capability to develop new areas is present or could be developed, however, it is not pursued due to the agency's knowledge that current budget limitations will hinder or jeopardize other programs of that agency. Consequently, program expansion to meet growing needs becomes relatively stagnant.

A closely associated difficulty relates to the inability of the profession to achieve and quantify those societal values attached to recreation programs. At the present time decision makers have a tendency to require only the active consumer to fund the programs based upon individual benefits, and at best, recommend only a minimal public commitment from the general funds. The basic hypothesis behind this statement is that values accruing to society from a well planned recreation program could be competitive for a proportionate share of the general public funds at the scale of present education and welfare programs which are justified on the basis of the value to all citizens and not only the consumer.

QUESTION 5

"What actions would resolve the problems listed in 4 above?"

To resolve the aforementioned problem it will be necessary for the Federal government to take the initiative in providing leadership to develop a concentrated research program in relation to the determination of a "quality of life" standard that will describe and quantify the values accruing to society for such a standard and for a responsive recreation program.

Once these values are determined the difficulty will be one of educating or applying the "hard-sell" to the decision making levels of government, and secondly, to the public. This need to change current philosophy then becomes a secondary role of the Federal government.

QUESTION 6

"What should be the roles of the private sector and each of the several levels of government in providing outdoor recreation opportunities, and how should these roles best be coordinated (in terms of recreation resources and recreation services)?"

The private sector should continue its efforts in providing for the special uses normally not available with public funding. The public agencies should adopt a philosophy of encouraging private development and/or operation of those services on public areas that will complement the public facilities or will relieve the need for public expenditure providing the management agency with close public control of development and operation criteria and standards. Examples could encompass private services such as concessions, stores, camping areas, etc. within large scale public areas or adjacent to and in conjunction with smaller intensive recreation areas. Such private opportunities could include golf courses, camping, riding, etc.

Involvement of private enterprises should be encouraged at the outset in the planning process for new areas. For example, in the planning for new recreation areas there is the opportunity to encourage private enterprise both internally in the form of services, concession, etc., and also externally by encouraging and planning for private recreation development such as camping areas, stores, golf courses, accommodations, equipment rentals, etc. There is often a great deal of flexibility available to the planner in public versus private development and he should be encouraged to seek the aid of private enterprise and the management agencies should accept the challenge.

In many instances the support of Federal backing such as through the Small Business Administration can aid private recreation ventures either in terms of special services or in the development of completely private "package" recreation areas. No doubt a great deal of Federal and state direction to the lending institutions could alleviate many of their concerns or aid in providing the necessary information for sound loan evaluation.

QUESTION 7

"What types of assistance would be helpful to state and local governments and the private sector in improving their capabilities to provide outdoor recreation opportunities?"

As previously indicated, assistance from the Federal government can be in the form of identifying major goals such as a "quality of life" standard and land use programs related to that standard. The Federal government must initiate the research necessary to sharpen our abilities in vying for the dollar by identifying recreation values to society and, secondly by guaranteeing their proper place in the establishment of national priorities and resulting budget determinations.

In addition, the Federal agencies should assist the state and local agencies by allowing for their complete involvement in the evaluation of existing Federal programs and in the development of new programs. Slight modification to Federal programs can often create major opportunities for the states. For example, the Agricultural Stabilization and Conservation Service price support conservation practices programs could be modified to greatly enhance recreation opportunity, especially wildlife management practices, without jeopardizing the prime intent of the programs.

Thank you again in behalf of the Governor of Iowa and the Chairman and Director of the Iowa Conservation Commission. We look forward to the continued participation with the Federal government in the development of a nationwide recreation plan.

DEC 16 1974

WENDELL H. FORD
GOVERNOR

COMMONWEALTH OF KENTUCKY
DEPARTMENT OF PARKS
FRANKFORT

EWART W. JOHNSON
COMMISSIONER

SENATE INTERIOR COMMITTEE
RECEIVED
DEC 16 1974
WASHINGTON, D. C. 20510

December 13, 1974

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

Dear Senator Jackson:

Thank you for inviting me to respond to the study being undertaken by the Senate Interior and Insular Affairs Committee pertaining to current recreation goals and policies. We have received both the 1973 Nationwide Plan from the Bureau of Outdoor Recreation and the 1969 Draft Plan, courtesy of your office. I will briefly discuss the interrelationships between recreation and the national concerns requested in your letter as they seem to reflect the situation here in Kentucky.

Efforts to Curb Inflation and Concurrently Cushion the Impact of Unemployment----Recreation administrators should discourage unnecessary spending for operational purposes to slow inflation. The recreation industry may be a victim of circumstances rather than a contributor. The state will cooperate fully in a federal public service job program if approved.

Energy Shortages and Energy Conservation Programs----Encourage and promote the use of parks closer to home, work with public and private authorities to provide transportation to and from recreation areas, encourage non-motorized transportation uses within parks, explore the use of transportation systems within recreation areas that would reduce the need for private automobiles, reduce energy needs for area operations to an absolute minimum, and close separate lodge units or cabins during low demand seasons.

Social Ills of Urban Areas----Recreation leaders often refer to recreation as the solution for the social ills of the nation's urban areas. This position is without foundation either through experiences or empirical studies. This position places a false burden upon the recreation community. Urban recreation departments should do more for the handicapped and the aged through design and construction of facilities, improved transportation to, from, and within recreation areas, and establish programs to encourage groups with special needs to visit recreation areas and participate once they get there.

Educational Benefits Which May be Derived From Recreation Programs---- Most urban recreation areas are oriented to active participation with little consideration for the educational experience. Recreation administrators should initiate meetings with various local education administrators regarding cooperative programs. Education administrators have failed to provide the leadership for making school properties and facilities available for public recreation. The Federal Land and Water Conservation Fund Program, although permitting joint school-park use, is cumbersome and often discouraging when school properties are involved in fund participation. Federal administrative regulations should be written for simple exchange of land and funds.

Land Use Planning----Land use planning without land use regulation and control is of little value. Unfortunately local land use control has failed to provide protection for many of our recreation areas and natural resources and now state land use planning and regulation may be the only alternative. State land use planning has been discussed for years but the results have produced little more than planning reports with inventories and final conclusions that land use regulation is a local responsibility. States must identify critical land use areas and establish state regulations which can be administered through joint state-local action. Except in a very few states such action will not be realized without federal land use legislation. And, unfortunately, unless that legislation carries a limitation on certain categorical grant programs state planning may continue to be planning reports with inventories.

Environmental Pollution----Recreation though generally considered environmentally acceptable should receive continuing review by the public regarding size, location, and development of the area. Recreation development can produce slight air and water pollution during construction and increased traffic and use problems after development. Preventive measures should be taken to insure that environmental pollution will be kept to a minimum during construction. Individual automobile travel to, from, and within the area could be reduced by providing public and private transportation systems and by encouraging the use of non-motorized means of travel. Environmental problems

from lighting and noise in recreation areas can generally be eliminated through proper design and site selection.

Preservation of Critical Ecological and Natural Areas----The objectives of both recreationists and preservationists often are extreme, and as a result coordinated planning for them is difficult. The Federal Land and Water Conservation Fund Program should be broadened to provide for acquisition of natural areas for preservation without restrictions. Critical ecological and natural areas should be protected through state and local land use regulations.

Enhancement of the Urban Environment----Recreation is but one compatible use of open space in urban areas. Through proper planning and location within the framework of a comprehensive urban planning program recreation can enhance the urban environment.

Formation of a National Water Policy----Where water is generally abundant in supply the major problem may well be how to maintain water quality so that recreation activities can occur. A national water policy might help resolve the continuing controversy of free-flowing versus still water for recreation, and the natural, scenic waterway preservation question. With recreation becoming more important in reservoir benefit-cost analyses recreation should be given full consideration in formulation of a national water policy.

I hope these brief comments will be of value to the work of the committee.

Sincerely,

Ewart W. Johnson
Commissioner

STATE OF MAINE
DEPARTMENT OF CONSERVATION
STATE OFFICE BUILDING
AUGUSTA, MAINE 04330

COMMISSIONER
DONALDSON KOONS, PH.D.

BUREAU OF
PARKS AND RECREATION
TELEPHONE 207-289-3821
DIRECTOR
Thomas D. Dickens

December 6, 1974

Honorable Henry M. Jackson
U.S. Senator
U.S. Senate
Committee on Interior and Insular Affairs
Washington, D.C. 20510

Dear Senator Jackson:

As requested in your letter of November 20, I have had a member of my staff review the Nationwide Outdoor Recreation Plan as drafted in 1969 and revised in 1973. Since his comments reflect my feelings, I am sending them to you as written in hopes that they will be of help to you in your assessment of these plans.

I am sure you realize that limitations on time have not enabled us to review these as thoroughly as we would liked to have done.

Sincerely,

Thomas D. Dickens
Director

TDD/jk
Enc.

STATE OF MAINE

Inter-Departmental Memorandum

Date Dec. 5, 1974

To Tom Dickens, Director — Dept.

From Tom Cieslinski, Planner — Dept.

Subject Review of Nationwide Outdoor Recreation Plan

I have not really had a chance to comprehensively review "Outdoor Recreation, A Legacy For America," or "The Recreation Imperative" which is a draft of the Nationwide Outdoor Recreation Plan prepared in 1970. "Outdoor Recreation, A Legacy For America" is the Nationwide Outdoor Recreation Plan. It was released in December, 1973.

I did give Larry Stuart a general summary review of "Outdoor Recreation" last January. I have enclosed a copy of that memo. I also extracted from "Outdoor Recreation" all of the recommendations it contained and sent them to Regional Planning Agencies and Recreation Directors in Maine. A copy of that is also enclosed.

After thumbing through both documents, I would generally conclude that "Outdoor Recreation" is a policies plan while "Recreation Imperative" is a more detailed analysis of recreation supply, demand and needs in the United States. "Recreation Imperative" attempts to attach a dollar figure to the recreation needs while "Outdoor Recreation" does not attempt to do so.

There has been a great deal of criticism of "Outdoor Recreation" for the reasons that it is not more detailed and that it is not very imaginative. Personally, I felt that "Outdoor Recreation" was adequate. If all the recommendations within it were carried out (and I agreed with most of those recommendations), the opportunities for outdoor recreation within the United States would be greatly enhanced.

In my opinion, the most valuable part of "Recreation Imperative" is Part IV; Policies and Recommendations For Action. In fact, the framework for "Outdoor Recreation," and many of its recommendations, appears to have been extracted from Part IV of "Recreation Imperative". Most of the remaining material in "Recreation Imperative" is information that the planner should be aware of but need not appear in a document released for public consumption. It is, in fact, a valuable document for me to have.

My final comment on the two documents is that I consider "Outdoor Recreation" to be a much more valuable document towards guiding the Federal government in its outdoor recreation policies than "Recreation Imperative". To a certain degree, the dollars needed for outdoor recreation under the LAWCON program and the HUD program are determined by the demands for such funds by the States; to a certain degree there is no need to analyze outdoor recreation in such detail in order to determine dollar needs - States are already doing that.

My opinions on the priority of recreation in relation to other national goals and programs are probably not well founded on factual data. Nevertheless I would advance the opinion that environmentally sound land use planning would result in more and better recreational opportunities at the urban level, would result in energy conservation, would help cure some of the social ills of urban areas, would result in less environmental pollution, would help preserve critical ecological and natural areas, and would result in the enhancement of the urban environment. Therefore, I guess I would feel that land use planning should be of the highest priority.

I hope this helps formulate a reply to Senator Jackson.

Jan. 7, 1974

Lawrence Stuart, Director — Bur. of Parks & Recreation

Thomas J. Cieslinski — " " "

Nationwide Outdoor Recreation Plan

The enclosed document is a summary of the major recommendations within the Nationwide Outdoor Recreation Plan. As you can see, there were quite a few recommendations.

Although there are few specific, detailed recommendations, there do seem to be some general themes (policies?) inherent to many of the suggestions. Basically, these are twofold:

1. that the Federal government should be directly, financially involved only in areas of national significance and that urban and regional type park and recreation areas should be developed and managed by urban and regional interests. The major implication of this is that the Federal government will help finance urban parks but will not directly initiate and finance these parks themselves.

2. that the Private Profit and Private Non-Profit sectors have a large role to play in meeting outdoor recreation needs.

I would allow that there are other major themes or policies advanced within the recommendations of the Plan (such as increased State and local responsibilities and increased citizen volunteer participation) but I submit that the above two will be the underlying reasons for much of the criticism of the Plan. To me, it basically means that the present administration does not intend to increase recreation financing and programs from the present level. Naturally, the National Recreation and Park Association will not agree with that philosophy.

In addition to the summary of recommendations I would note the following interesting items:

1. on page 15, Figure 2-5: Maine does not come out too bad in per capita recreation acreage.

2. the material on pages 13 through 22 concerning Central Cities, Suburbs, Urban Fringes, Independent and Small Cities, and the Countryside is definitely thought-provoking. It was taken from one of the original draft reports.

3. on pages 51 and 52 the Plan makes some good statements on roles and responsibilities.

4. the Plan mentions two Appendixes:

   a. analysis of 1972 supply and demand

   b. "Outdoor Recreation: An Economic Analysis"

   -- I wonder if we could get hold of copies of these?

TC/jk

STATE OF MAINE
DEPARTMENT OF CONSERVATION
STATE OFFICE BUILDING
AUGUSTA, MAINE 04330

COMMISSIONER
DONALDSON KOONS, PH.D.

BUREAU OF
PARKS AND RECREATION
TELEPHONE 207 - 289-3821
LAWRENCE STUART, DIRECTOR

January 15, 1974

Sirs:

The Bureau of Outdoor Recreation of the United States Department of the Interior has recently published, "Outdoor Recreation -- A Legacy for America." This publication essentially is the first Nationwide Outdoor Recreation Plan to be prepared by the Federal Government. Consisting of 89 pages, the Plan consists primarily of pictorial and graphical representations. Much of the text, however, consists of recommendations.

Enclosed is a list of the significant recommendations which we have taken from the text of the Plan. Major recommendation headings include Shoreline, Beach, and Estuaries; Flood Plains; Wetlands; Trails; Unique or Valuable Natural Areas; Islands; Rivers and Streams; Wilderness; Historic Properties, Recreation Use and Resource Capacity; Federal land administration; Land Acquisition; Effective Utilization of Federal Lands; Cooperation with the Private Sector; Grants; Research; Planning and Coordination; State Programs and Services; Direct Provision of Recreation Opportunity; Indirect Provision of Recreation Opportunity; Local Programs and Services; Profit Recreation Enterprises; and Nonprofit Recreation Efforts.

The Plan is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, for $3.45; Stock Number 2416-00066.

List of Significant Recommendations

from

"Outdoor Recreation"
A Legacy for America
(1973 Nationwide Outdoor Recreation Plan)

compiled by

Planning and Research Division
Bureau of Parks and Recreation
Department of Conservation

January , 1974

To increase the availability of recreation resources, the Federal Government will:

- Complete a program of identification and selection and a plan for acquisition of those superlative areas needed to round out the Federal recreation estate.

- Continue to utilize the Land and Water Conservation Fund....

- Open to the public.....underutilized portions of Federal properties or facilities having public recreation values....

- Accelerate studies and evaluations of proposed trails, wild and scenic rivers, Wilderness areas, wetlands, and historical properties....

To improve the management and administration of recreation resources and programs, the Federal Government will:

- Accelerate the identification and no-cost transfer of surplus and underutilized real property to State and local governments for park and recreation purposes....

- When the land is not available for transfer....take necessary steps to transfer management responsibilities for existing recreational units to State and local governments....

- Promote recreation facility development on or adjacent to Federal lands on the basis of regional land use plans....

- Undertake preparation of recreation land use plans for all management units and coordinate such planning with all interested Federal, State, and local government agencies and private entities with full citizen participation....

To increase the availability of recreation resources, State and local governments and private interests should take actions which would:

- Provide tax and/or financial incentives to encourage owners to open their lands to recreationists and limit the liability of landowners for injuries suffered on property which has been made available to the public.

- Assure public access to existing but underused recreation resources....

- Identify flood prone areas,....and other unique areas with recreation potential and take steps....to make them available for open space and recreation purposes.

- Encourage the donation of lands and facilities which have open space or recreation value.

- Utilize the LAWCON Fund to acquire those lands which serve the dual purpose of providing outdoor recreation opportunities and preserving critical land resources.

To improve the management and administration of recreation resources and programs, State and local governments and private interests should take actions which would:

- Coordinate the planning and management efforts of park and recreation agencies with school, municipal water supply, and other land managing authorities....

- Assist the Federal Government in the identification of and assumption of management responsibility for....Federal recreation units which would compliment their recreation programs.

page 35 - Shoreline, Beach and Estuaries Recommendations

- ....Federal agencies are called upon to accelerate the evaluation of their holdings in the coastal zone to determine which beaches can be made available for increased public recreation use.

- States can....take steps to provide public access to beaches and shorelines.

- State and local governments should ....utilize LAWCON monies for acquisition of beaches, shorelines, and estuaries with recreation values....

page 35 - Flood Plains

- The Federal Government will encourage all levels of government and the private sector to use flood plains wherever feasible for park and recreation purposes.

- ....Through administration of the (LAWCON) Fund, the Department of the Interior will encourage acquisition of flood plain lands with high recreation value and potential.

- Federal grant, loan, and mortgage insurance programs will not be provided for new (development) within flood plains unless no prudent or feasible alternative locations exist.

- State and local governments should take the initiative in evaluating flood plains and in developing and applying the necessary land use controls and authorities by which to prohibit, wherever possible, high density development of such areas.

page 36 - Wetlands

- To more rationally plan for the acquisition and management of wetlands, a comprehensive inventory will be undertaken by the Bureau of Sports Fisheries and Wildlife in cooperation with appropriate Federal and State agencies. ....the Department of the Interior will develop a plan for protecting those wetland areas of highest wildlife and recreation value with

emphasis on methods that do not require public acquisition.

- To encourage interior retention and protection of remaining wetlands, the Administration will seek Congressional approval of legislation which would:

  (a) Make development of coastal wetlands less attractive....

  (b) Allow income tax deductions for charitable contributions of certain less-than-fee interests in real property for conservation purposes.

- States which do not have wetlands preservation programs should enact legislation modeled after the proposed above.

page 39 - Trails

- Federal land managing agencies will intensify their efforts to establish national recreation trails and other trails on lands which they administer.

- .... an amendment to the Trails Act will be sought by the Administration to add national historic trails as a new and specific category.

- The Department of the Interior will expand coordinative efforts to identify the recreation potentials of railroad properties being considered....for abandonment....

- The Bureau of Outdoor Recreation will assist in expanding trail related recreation facilities....to establish additional national recreation trails on non-federal lands.

- ....opportunities for trail activities could be greatly increased if the Federal and State governments adopted a policy to make every effort to retain in public ownership utility and transportation corridors planned for abandonment....Federal acquisition of non-public corridors should be considered as a last resort.

- States also should enact legislation authorizing use of a portion of State highway funds for recreation trail purposes....

page 39 - Unique or Valuable Natural Areas

- The Federal Government will....(undertake) the identification and protection of nationally significant natural areas.... the Administration will seek enactment of legislation to provide recognition of the properties listed on the Registry of Natural Landmarks and to expand the Registry to include for recognition purposes areas of State and local significance.

- The Department of the Interior will complete a program of identification and selection, and a plan for acquisition of those superlative areas needed for the Federal recreation estate.

- States not now having a natural area preservation program should be encouraged to develop one.

- Private organizations should be encouraged to assist governmental agencies in the identification and classification of natural areas.

page 40 - Natural Lakes

- There is a responsibility for States to initiate comprehensive inventories and analyses of lakes....

page 41 - Reservoirs

- Restrictions on recreation use of municipal water supply reservoirs and watersheds should be reviewed and modified in accordance with their capacity and suitability for providing recreation opportunities.

page 41 - Islands

- States should undertake specific analyses of islands with high recreation or wildlife values and attempt to obtain public access to these suitable islands. Underwater protective zones around islands should also be considered.

- Local governments should adopt long-range plans to conserve island resources. Islands with outstanding values should be considered for acquisition, while other means of assuring public access should be considered for lesser value islands.

- Private non-profit groups should work closely with public agencies to ensure identification of island values. Some groups may consider acquiring and holding islands which are threathened with development until a public agency can appropriate funds for acquisition.

page 43 - Rivers and Streams

- The Department of the Interior and Agriculture....are to complete and submit to the Congress reports on the study category rivers in (Wild and Scenic River Law) by October 2, 1978. In addition, the two Departments will identify and recommend these additional rivers....which should be added to the list of study rivers....

page 46

- Development of wild and scenic rivers programs by States which have not already iniated such systems would aid substantially in identifying those rivers and streams of less than natural significance which should be protected.

- As an alternative to fee acquisition, States should, where appropriate, use zoning or less-than-fee acquisition methods in achieving scenic river preservation.

page 46 - Wilderness

- ....the Administration will seek an amendment to the Wilderness Act to allow at no Federal expense (State, local, and privately administered land to be designated as wilderness under the Wilderness Act)....

- The Administration will also seek an amendment permitting the U.S. Forest Service to recommend wilderness designation of areas affected by man, that have returned essentially to a natural condition, in the eastern portion of the country.

- ....all Federal land managing agencies will identify within three years of the date this Plan is submitted to Congress, areas under their administration which should be considered for wilderness or wild status.

- All public and private land managing agencies should designate and protect small areas suitable for wilderness experiences. The pocket wilderness concept....

page 48 - Historic Properties

- The Administration will seek legislation to encourage preservation of historic buildings and structures certified by the Secretary of the Interior as registered or qualified for registration on the National Register of Historic Places by Federal Income Tax amendments to....

- To complement these Federal initiatives, States should develop and/or strengthen "Heritage Trust" programs to identify and protect historic values of State significance.

page 48 - Arid and Semiarid Lands

- Mined Land

page 49 - Recreation Use and Resource Capacity

- Each Federal recreation land managing agency will determine the carrying capacity of its recreational lands, considering management objectives, ecological concerns, and user characteristics.

-....each Federal recreation land managing agency will institute necessary controls and develop new ways of managing the movement of people to ensure that use does not exceed capacity.

- Each Federal land managing agency will report annually to the (BOR)....on recreation use at each management unit, using the recreation visitor-hour as the standard unit of measure.

NOTE:

1. A recreation visitor-hour is the presence for recreation purposes of one or more persons for continuous, intermittent, or simultaneous periods of time aggregating 60 minutes.

2. A recreation activity-hour is a recreation visitor-hour attributable to a specific recreation activity.

3. A recreation visit is the entry of any person into a site or area of land or water for recreation purposes.

- States and localities should prepare similar reports on recreational management units for use in their planning programs.

- ....State and local governments should carry out programs.... to determine area carrying capacities and developing administrative methods for tailoring use to fit capacity.

page 55 - Federal land administration

- Federal acquisition and management of recreation lands and waters should be limited to those areas of national significance. Orderly Federal divestiture of lands and waters not of national significance will be undertaken in implementing this plan.

- When divesture is not advisable, the Federal Government should then consider turning over the management of national areas to other jurisdictional institutions within the vicinity.

page 55 - Land Acquisition

- Federal recreation agencies will prepare their acquisition priorities in conformance with broad guidelines established by the (BOR). Utilizing this data, the (BOR)....will prepare an annual priority listing of proposed land acquisitions as a basis for agency requests to Congress for (LAWCON) Fund appropriations.

- The Bureau of Outdoor Recreation will coordinate the development of a uniform reporting format for all agencies, including tracts and acres acquired; funds authorized; appropriated, obligated, and expended; and costs of administration.

page 57 - Effective Utilization of Federal Lands

-....the Administration will seek legislation....to permit transfer of Federal operation and maintenance funds on a descending scale for a period not to exceed five years to a State or local government accepting management responsibility for a recreation complex currently operated by a Federal agency.

- States, through their State comprehensive planning programs, should assist in the identification of Federal lands that could be exchanged to help meet their recreational needs.

page 57 - Cooperation with the Private Sector

- Private sector development and operation of private facilities adjacent to Federal recreation areas will be encouraged.

- ....master plans for Federal management units will include consideration for location of concession developments within the recreation area.

- To ensure that existing concession operations are serving a public need. Federal recreation land managing agencies will review....present concession contracts.

page 62 - Grants

- The Administration will seek amendments to the (LAWCON) Fund Act which will:

  a. Change from 7 to 10 percent the limitation on any State's share of the (LAWCON) Fund;

  b. Apportion 20 percent (instead of 40 percent) equally among the States, 75 percent according to need (including urban population density and concentration) and 5 percent to meet emergency situations;

  c. Allow the States to use up to 25 percent of the Fund for enclosing recreation facilities that would normally quality for Fund assistance; and

  d. Provide for an annual review of the State's performance.

page 63 - Research

- There will be a coordinated effort to select Federal lands on which to conduct practical interagency recreation use and impact research projects....

- ....and Federal agencies will broaden participation in environmental education programs both in classrooms and on federally managed land.

- ....Federal agencies will encourage public and private interests to independently or collectively carry out research.... that would be beneficial to outdoor recreation.

page 65 - Planning and Coordination

- The Administration will seek legislation (National Land Use Policy Act) which will assist State and local governments in

developing a process to accomplish land use planning.

- Federal agencies will encourage coordinated land use and recreation planning by State and local park and recreation agencies and other land managing authorities....

- Park and recreation officials must continue their efforts in exploring means to use more effectively existing recreation resources.

- Each Federal recreation land managing agency....will undertake the preparation, review, or revision of master plans for all management units under its jurisdiction....Such plans will be coordinated with land use plans for adjacent lands.

- Federal recreation and transportation agencies will coordinate their planning and programs....

page 66 - State Programs and Services

- State governments should coordinate their recreation planning with economic,utility, transportation, water resource, and other types of land use planning. Provisions for effective citizen participation and coordination with the recreation planning efforts of the private sector should be incorporated in State planning and implementation programs.

- States should hold periodic public meetings on their statewide comprehensive outdoor recreation plans and programs in both urban and rural locations to help ensure a balanced statewide recreation and environmental preservation efforts.

page 69 - Direct Provision of Recreation Opportunity

- State and local governments should examine the present use of public facilities and determine more efficient means of utilizing them to their fullest potential.

- In cooperation with localities, States should evaluate annually the progress being made in meeting high priority recreation needs and jointly develop methods for correcting imbalances.

- Each State should give consideration to recreation user fees as a source of income to partially offset....costs and strive for a uniform fee structure....within the State.

- State governments should work closely with educational systems and institutions in the development of environmental education programs and....make lands available for such purposes.

- States and their political subdivisions should consider designating appropriate portions of their highway and road systems for the enjoyment of pleasure drivers.

- Public transportation to and within park and recreation areas, including water transportation, should be considered in recreation development plans at all levels of government.

- Transportation laws and regulations at all levels of government should be expanded to provide for recreation including multiple use of rights-of-way, as an integral element of transportation planning and development.

page 73 - Indirect Provision of Recreation Opportunity

- States that have not established programs to provide financial assistance to local governments should give consideration to such action.

- Clear statements of policy should be included by State governments in recreation plans relating to private provision of outdoor recreation opportunities and services on State lands through concession contracts.

page 80 - Local Programs and Services

- Local governments should designate a simple entity with overall responsibility for recreation planning and coordination, incorporate in their planning and program implementation provisions for effective citizen participation and closely coordinate their recreation planning efforts with the private sector. Recreation planning activities should be coordinated with.... the recreation plans of State and Federal land management agencies and adjacent local governments.

- Local governments, in cooperation with State agencies, should develop programs for the utilization of available land in areas of high recreation needs....by leasing unused land associated with other public functions....Through such programs, park and recreation agencies can reduce the need to use scarce dollars in purchasing expensive real estate.

- Local park and recreation departments should continue to develop and initiate programs to teach basic outdoor skills to present and potential recreationists and work closely with educational systems....in the development of environmental education programs....

page 84 - Profit Recreation Enterprises

- State and local governments should clearly enunciate in their recreation plans their concession policies in order to provide a proper framework for private investment decisions. More effective private involvement through cooperative public and private initiative must be encouraged.

- States should consider enacting laws limiting the liability of landowners for injuries suffered on undeveloped property made available for public use even for a fee and establishing a more favorable tax situation for lands dedicated to private park, recreation, or open space uses.

- State and local governments should be encouraged to provide effective environmental land use guidelines for private recreation facilities and activities.

- Government agencies should encourage establishment of recreation cooperatives or associations of landowners or businessmen who....collectively (could supply a satisfactory recreation service....)

page 88 - Nonprofit Recreation Efforts

- Private user groups could develop codes of ethics for their members and work with recreation equipment manufacturers to establish programs to educate potential purchases of recreation equipment in....its proper use.

- State and local governments should consider establishing formulized volunteer recruitment programs to increase citizen interest and involvement in their park and recreation programs.

- State and local governments should encourage donations of lands and facilities which have open space or recreation value.

The Commonwealth of Massachusetts

Executive Office of Environmental Affairs

18 Tremont Street

Boston, Massachusetts 02108

CHARLES H. W. FOSTER
Secretary

RECEIVED
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WASHINGTON, D. C. 20510

November 26, 1974

Senator Henry M. Jackson, Chairman
Committee on Interior and Insular Affairs
Washington, D.C. 50510

Dear Senator Jackson:

In response to your recent letter, you can be assured that the Commonwealth of Massachusetts is prepared to review the draft Nationwide Outdoor Recreation Plans and submit its formal comments to your Committee.

I have asked Commissioner of Natural Resources Arthur W. Brownell, the state's official liaison officer, to arrange for a staff appraisal of these documents. When suitable comments have been prepared, they will be forwarded directly to your Committee for its information and possible use.

Sincerely yours,

Charles H.W. Foster
Secretary

CHWF:dd

The Commonwealth of Massachusetts
Executive Office of Environmental Affairs
Department of Natural Resources
Leverett Saltonstall Building, Government Center
100 Cambridge Street, Boston 02202

OFFICE OF THE COMMISSIONER

SENATE INTERIOR COMMITTEE
RECEIVED
MAR 10 1975
WASHINGTON, D. C. 20510

February 26, 1975

MAR 8 1975

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

Dear Senator Jackson:

The opportunity to input into the study and assessment of current recreation goals and policies by the Committee on Interior and Insular Affairs is deeply appreciated. The Commonwealth of Massachusetts and its citizens have a long history of involvement and concern with recreation and open space issues, dating back to Boston's park and open space, as conceived by Frederick Law Olmstead; through the involvement of our former Governor, Francis Sargent, in the Outdoor Recreation Resources Review Commission; and more recently the referendum of the people enacting a Massachusetts "Environmental Bill of Rights."

Massachusetts' situation is similar to that of the entire nation, with our population concentrated in the eastern sector of the state and the large public land holdings concentrated in the more sparsely settled western portion of the state. Eastern Massachusetts has 66% of the population and only 23% of the recreation and open space lands. Massachusetts is a highly urbanized state, with 85% of its population living in areas classified as urban. Eight cities in Massachusetts have population densities exceeding 10,000 people per square mile (2700 square feet per person for home, transportation system, church, recreation, work, service centers, etc.); the densest city in the Commonwealth is Somerville, with a population density exceeding 22,000 persons per square mile or 1200 square feet per person.

Massachusetts has gone on record several times in the past several years regarding recreation problems, issues and policies. Enclosed please find several documents or statements which express this record. They include:

1. A copy of the 1973 Massachusetts Outdoor Recreation Plan and its Executive Summary. Your attention is specifically called to Section VII - Statewide Needs and Section IX - Recommendations.

2. Comments, I presented in behalf of the Commonwealth at the Nationwide Outdoor Recreation Plan Forum in Boston on June 29, 1972.

3. A letter to Jim Watt, Director of the Bureau of Outdoor Recreation, on April 12, 1973, commenting on the preliminary draft of the Nationwide Recreation Plan and the federal task force reports, which were used as input for the plan.

Assuming that the above documents and the comments of my colleagues in other states adequately evaluate the 1969 and 1973 Nationwide Recreation Plans, I should like to identify several of the major problems which need to be addressed before really effective recreation programming can occur. From my perspective the major problems are:

1. An inadequate support and funding for research into methods of determining leisure time/recreation desires and needs of people and translating those needs into action programs; given that such information is a very vital link in the decision making process, regarding recreation expenditures.

2. A federal government focus on outdoor, resource area and facility oriented recreation in its programs; this focus has made it difficult for federal agencies and programs to deal effectively with urban recreation because urban recreation is so intertwined with indoor and program oriented recreation. This same criticism applies to state agencies and programs.

3. A very visible expression of the focus in Item 2 above is the Nationwide Recreation Plan and the state SCORP's submitted to BOR under the Land and Water Conservation Fund Act (L&WCF). Until federal and state planning is broadened in scope, it cannot deal effectively with urban recreation concerns. Additionally, both federal and state recreation planning emphasizes its own governmental level and often fails to deal effectively with the roles of lesser units of government.

4. A general maze of confusion and lack of coordination and direction between the many state and local planning programs sponsored or mandated by the federal government for participation in various federal aid programs, which can result in duplication of efforts and conflicting policies; by and large the federal government has abdicated its responsiblities in this area and left coordination and elimination of duplication up to the states. The states are thus left with the problem, but have to solve it within the constraints placed by the federal agency who monitors their program.

5. An inadequate commitment of the federal and state governments to providing technical assistance to smaller units of government; also, in stimulating them into recreation and open space actions, except through the carrot and stick approach.

6. A philosphy, by many that recreation and open space concerns are a frill, to be nurtured in good times, to be eliminated when funding is reduced (currently more of a state and local problem than federal problem). Unfortunately we have very little hard data that defines the value of recreation and open space in the "quality of life". For too long, we have just accepted the fact that recreation is "good", without quantifying. What is the role and value of recreation space in a low and moderate income housing project?

7. A general lack of coordination between the public and private sector, resulting in unhealthy competition between similar facilities in the same area in far too many instances; often the net result is failure of the private enterprise. This is most apt to come about from rapidly expanding demand for a specific recreation activity such as Massachusetts experienced with skating. When demand for the activity waned, a substantial number of private rink owners were caught in a squeeze, and subsequently several have gone out of business. An additional related problem is the lack of adequate financing sources for private enterprise.

8. A general willingness on the part of federal and state governments to fund capital costs through federal and state aid to recreation programs, but a concurrent general void in the area of assisting with programs or maintenance costs, which are far more of a burden in the long run.

Massachusetts has started to address several of the above mentioned problems. We have worked for the past year with the other New England states and New York to initiate a Recreation Demand/Needs Methodology Study (RDS), which includes the recreational use of leisure time - both indoor and outdoor - and addresses the problems enumerated in 1, 2 and 3 above. This project is sponsored by the New England and New York State Liaison Officers for the L&WCF and the State Recreation Planning Workshop formed by the seven states.

Unfortunately as of this date, the RDS project has not been implemented due to a lack of funds, although a consultant has been selected and is ready to start. We recently forwarded an application to the Office of Water Research and Technology, Department of Interior for funding under Title II of the Water Resources Research Act.

Access to recreation areas and facilities is a problem for many persons, particularly access to rural recreation lands from the urban areas. This past summer, the Department of Natural Resources initiated a successful pilot program, providing bus transportation from urban areas to selected rural parks. A report on the pilot program is enclosed. Per person costs on this program ($2.29 for a whole day) compare favorably with state skating rinks ($1.79/hour) and swimming pools ($3.75/day).

The 1973 Nationwide Recreation Plan recognized, and rightly so, that State Government should be the focal point for recreation. However, I strongly recommend that the federal government take a positive leadership role in: 1) undertaking and supporting basic research into all facets of recreation planning, managements and operations, 2) serving as a clearinghouse for recreation research, data and technical information, and 3) in line with the research and clearinghouse function, provide technical assistance in recreation planning, programming, operations and management to state governments and work through the states in assisting local governments.

The federal government should develop appropriate mechanisms to better coordinate its multiplicity of planning, management and assistance programs in order to maximize return for federal dollars and to promote sound, efficient and well coordinated planning at other units of government.

I strongly urge that your committee consider the need for re-orienting the federal government's focus to include indoor recreation; further, I recommend that the federal governement significantly expand the L&WCF or enact a companion program, which will provide funding assistance to state and local governments in acquiring and developing facilities and programs specifically tailored to providing indoor recreation opportunity for urban residents. Additionally, an analysis of the current and future financial problems and needs of state and local governments in providing recreation opportunity for their citizenry should be undertaken soon. Such a study should include consideration of short and long term operation and maintenance costs and the need of local governments for assistance in this facet of their operation.

It should be noted that the comments above are directed to federal actions. I do not mean to imply that the federal government is responsible for or can cure all of the problems. However, the federal government is in a position to play a strong leadership role. To that end, I support your proposed amendment to the L&WCF (S. 327) and feel that your bill is responsive to the concerns which I have detailed in this letter and attached reports.

The opportunity to offer these comments is greatly appreciated. We will be happy to amplify any of these thoughts or recommendations if you should desire.

Sincerely,

Arthur W. Brownell

Arthur W. Brownell, Commissioner

AWB/RDG:meh
enc.

"The distribution of lands and people is inversely related; approximately one half of the state's population lives in areas classified as extremely dense and very dense while 91% of the total existing recreation areas in Massachusetts are located in areas classified as dense, less dense and open. ... It should be the policy of all levels of government to:... provide for the outdoor recreation needs of its citizens, including the handicapped, elderly, disadvantaged and urban residents." Massachusetts Outdoor Recreation Plan, January 1973

"On the whole there has been very little coordinated planning among recreation and transportation agencies... As a result of this lack of coordination, many of the Study Area's regional resources are not accessible." Eastern Massachusetts Supplement, Massachusetts Outdoor Recreation Plan, December 1972

ACCESS TO PARKS

AN INTERIM REPORT ON THE SUMMER '74 PILOT
MASS. D.N.R.-OFFICE OF PLANNING-SEPT. 1974

BACKGROUND

The Access to Parks Program originated in response to two important and closely related needs. The first of these is the ongoing need to provide outdoor recreation facilities for residents of the state's urban areas. Since many of the Massachusetts state parks are located in rural areas accessible only by private car or privately chartered bus and since many people in urban areas do not own private cars, it seemed appropriate to begin to rethink the question of access to the DNR parks system.

The second need which resulted in the Access to Parks Program arose due to the implications of the energy crisis. The sudden gasoline shortages which developed last winter pointed up sharply the hazards of relying totally on the private automobile to bring people from the cities to the state parks. It became apparent that even people who do own their own cars and who are willing to put up with an occasional traffic jam to enjoy the park system might suddenly find that they no longer had that option open to them -if not this year then sometime in the future and with very little warning. The need for consideration of energy-efficient mass transit connections between rural parks and urban park-users was obvious.

In order for the department to plan future parks and recreation programs which satisfy the needs of both urban dwellers and energy conservation, however, a great many questions must be answered through a combination of research and practical experience.

The Summer '74 Access to Parks Pilot Program was an attempt to take advantage of the current recreation season to begin to gain some practical experience while at the same time meeting the need of some of those urban dwellers who do not have cars of their own. For the Summer '74 Pilot Program DNR provided a totally subsidized charter bus service from five cities across the commonwealth to nearby state parks for participation in day use activities.

OPERATION

The cities and parks chosen by Forests and Parks were Boston to Myles Standish, Lawrence/Haverhill to Salisbury Beach, Springfield to D.A.R. State Forest, and Fall River to Horseneck Beach/Myles Standish. Since organization time was very short and it was important that the service being provided not

be wasted, it was also decided that the United Way organizations in each city should be used to reach social service agencies who would then be asked to publicize the program, assemble the people and provide any necessary supervision at the park.

The Office of Planning had the responsibility for contacting local groups, arranging for the buses, finalizing schedules and monitoring the results of the program. The Division of Forests and Parks paid for the buses through their regional headquarters and handled the administration of the program once it was set up.

From the 3d through the 28th of August 32 day trips were scheduled through 27 different social service agencies in the selected cities. Of the 32 trips, 3 were cancelled due to bad weather, 2 were forfeited by local groups and 27 were completed.

A total of almost 1100 people were served by the program. In addition to the fact that they were all generally disadvantaged urban dwellers, they break down into the following "special groups":

Families:	370 people	34% of total
Youth:	250 people	23% of total
Children:	328 people	30% of total
Retarded:	66 people	6% of total
Elderly:	76 people	7% of total

These figures do not reflect demand so much as they do the structure of existing social service agencies. As was confirmed by our discussions in each of the cities, the demand for access to parks is much greater than a single pilot program could possibly satisfy. Given the very short organization time for the program, it was necessary to make maximum use of existing agencies to mobilize people. As a short-run approach, this technique seems to have been generally satisfactory; in the long run the means for reaching people to make them aware of recreation programs requires more thought and the exploration of different alternatives.

The Access to Parks Pilot cost and estimated total of $2465.50 - based on trips taken and letters of agreement drawn up with bus companies in advance. This cost breaks down to a subsidy of $2.29 per person actually

participating in the program. In evaluating the pilot further the Office of Planning will take final cost figures -when these are known- and try to calculate what diffrences there might be under different forms of subsidy.

Considering bus seats provided as against actual users, the Summer '74 Pilot Program had a participation rate of approximately 82%. According to final use figures and reports from the local service agencies, the chief obstacles to 100% participation were occasional bad weather and the short planning time. To this might also be added the poor organizational ability of a very few of the local groups.

EVALUATION

The Summer '74 Pilot Program provided over a thousand people with much needed access to outdoor recreation facilities, thereby showing a strong commitment on the part of DNR to the solution of their needs. In addition the pilot has given the planners some answers and made us aware of new questions associated with parks access. As part of our ongoing evaluation we are soliciting reactions and comments from personnel in the Division of Forests and Parks who participated in the program and from the local service agencies involved.

In the coming months we intend to augment our evaluation of the Summer '74 program with continued research into: activities of other park systems and the applicability of their solutions to Massachusetts; existing mass transit routes to Massachusetts parks and means of publicizing these ; differences in access problems in different parts of the state; proposed and existing state and federal transportation programs which might offer solutions to park access problems.

FRANCIS W. SARGENT
GOVERNOR

ARTHUR W. BROWNELL
COMMISSIONER

The Commonwealth of Massachusetts
Department of Natural Resources
Leverett Saltonstall Building
100 Cambridge Street, Boston 02202

April 12, 1973

Mr. James Watt
Director, Bureau of Outdoor Recreation
United States Department of the Interior
Washington, D.C. 20240

Dear Mr. Watt:

We appreciate the opportunity to review the federal task force reports and preliminary draft of the Nationwide Recreation Plan. In addition to their utility in the Nationwide effort, these reports will be very useful to state planning programs as background material and to focus on problems, issues and alternative solutions.

The Bureau is to be commended for holding forums and soliciting public review and comment of preliminary reports. However, future Nationwide Planning efforts should involve public agency and citizens participation at an earlier stage of the planning process and in a more co-ordinated and comprehensive manner, particularly in light of the recommendations made in the Roles and Responsibilities Task Force Report.

Several of our major concerns regarding the topics covered by the task forces are as follows:

1. The present and future relationship between state and nation-wide recreation planning is not discussed or defined except by implication.
2. The state's role in land-use planning was not mentioned.
3. Recreation interests may not be equitably served by the revenue sharing concept.
4. We should take the positive approach regarding the provision of recreation opportunities desired by people.

Each of these points is covered in detail in the attached comments. Where comments were applicable to more than one task force report, they were included under the first report only or were referenced briefly to the other.

In general, we feel that the Nationwide Outdoor Recreation Plan draft is lacking in specifics. The prime question is not <u>what</u> we need but <u>how</u> are we going to solve the recreation, open space and environmental problems confronting the Nation?

We support:

1. The implication that recreation programs have been short changed by the emphasis on lands and facilities and that often the physical or athletic side of recreation has been emphasized.
2. The implication that effective recreation planning must consider more than just the traditional outdoor recreation activities.
3. The emphasis on the relationship between recreation and transportation (especially mass transit).
4. The proposed changes in the state allocation formula (L&WCF) to put additional emphasis on urban areas.

Additional comments are:

1. Although we support the concept of grants-in-aid for indoor recreation facilities, we would encourage legislation to create a separate but parallel program to the L&WCF fund specifically for indoor facilities (with up to 75% grants to communities and emphasis on urban areas.)
2. We question as to whether a classification system developed for federal lands can be structured for subsequent meaningful use at the local level.
3. We feel that the federal government through the BOR should take the lead in undertaking, stimulating, and supporting outdoor recreation research, which would be helpful to state and local recreation planning efforts. Particular emphasis is needed in the area of "demand" (interest and preference surveys, motivations, demand methodology, etc.). The BOR could also play a much more active role as a clearinghouse for published studies and literature.

We would like to inquire as to whether future inventory information requests for the Nationwide Plan will follow the format utilized this fall. The Department of Natural Resources through its continuing planning process program, intends to develop a uniform statewide inventory procedure and format, part of which will involve securing and developing computer capabilities to handle our inventory information. The Nationwide Plan Process appears to be still evolving, thus an excellent opportunity apparently exists for co-ordinating the BOR and state inventory formats. I would suggest that we seize the opportunity.

In addition to the above, I would also reiterate my comments presented at the public forum on the Nationwide Recreation Plan this past summer.

Cordially,

Arthur W. Brownell, Commissioner

✓AWB/RG:meh

COMMENTS
BOR NATIONWIDE OUTDOOR RECREATION PLAN TASK FORCE REPORTS
Submitted by: Massachusetts Department of Natural Resources

Work Group A - Roles and Responsibilities

1. We concur and support the statements on pages 8 and 10 that the states have the principal responsibility for recreation planning and implementation. On page 14, it outlines as a local responsibility, participation in the Nationwide Plan process. Under state responsibilities, (pages 12-14), state participation in the Nationwide Plan process is not mentioned. If states should as suggested on page 12, develop a "philosophy of outdoor recreation consistent with the Nationwide Recreation Plan" then it is imperative that the federal government involve the states in a meaningful way in the planning process and at an early date. Perhaps joint federal-state task forces could be formed within each BOR region. Is there a relationship and co-ordinating mechanism between state and Nationwide Recreation Planning -- present? future?

2. The statement in paragraph 3, page 8, implies that we cannot meet all recreation demands, because of the limits on usuable resources. If physical resources are the limitation, then innovative techniques which more effectively utilize all available space are part of the solution (see #4c under urban recreation). If the limitation is public financial resources, they can be extended through stimulating stronger participation by the private and quasi-public sector. We should take the positive approach and establish the goal of providing the maximum desired recreation opportunity possible and practical.

3. On page 18, the state's role in land-use planning was not mentioned. As BOR is aware, current legislation being considered by Congress reaffirms the constitutional responsibilities of the states to plan and manage their land resources. The federal role in land-use planning should be provision of technical and financial assistance, co-ordination between the states and development of national and regional land-use policies and guidelines with particular emphasis on federal lands.

4. We feel that recognition should be given to the development and management of state recreation systems in their own right and not necessarily as having a primary function to complement federal and local programs. (page 13, paragraph 3).

Work Group B - Urban Recreation

This report provides an excellent focus and summary on urban recreation. The material presented will be very helpful in the urban study component of Massachusetts continuing SCORP effort. We support the general philosophy, priorities and recommendations stated in this report and strongly urge that the findings be incorporated in the Nationwide Recreation Plan.

Our specific comments are as follows:

1. We share the concern of the task force that recreation interests may not be able to compete on an equitable basis for revenue sharing funds in some cities and towns. Therefore, we recommend that federal assistance to recreation be given as block grants to the state. BOR could assure compliance with federal policy and recreation and open space objectives (as set forth in the Nationwide Plan) through review and approval of the State Plan and a periodic evaluation of the state's progress in implementing the plan. Such a proposal would have the added advantage of eliminating much of the duplication between states and BOR Grants-in-aid staffs (parallel staff and functions).

2. We agree that the L&WCF should be amended to allow more than 50% funding for certain projects (see #5 Roles and Responsibilities).

3. Rather than strict adherence to a formula allocating a certain percentage of a state's L&WCF apportionment for Metropolitan areas of 200,000 and up, BOR should use its review and approval procedure for state recreation plans and monitoring of their implementation to assure that urban areas receive priority in funding.

4. Although recognized in the task force report, we urge that emphasis in the Nationwide Recreation Plan be placed on the following problem areas of urban recreation:
   a. the need to include the concept of emphasizing quality as well as quantity when discussing lands, facilities and programs.
   b. the need to significantly upgrade operation and maintenance of recreation areas, particularly at the local level.
   c. the need for innovation in providing recreation(i.e. multiple use of areas, establishing park - school complexes and utilizing roof tops, highway interchanges and right of way, etc.
   d. the need to evaluate the relevancy of the traditional park and recreation approach in urban areas in light of the underuse of many park areas.
   e. the need for research and information systems for new building materials and methods to help cut maintenance costs while increasing services (because of vandalism and increasing labor and material costs.)

Work Group D - Quality Recreation Resource Areas

This task force report focused on developing an evaluative technique for rating quality recreation resource areas. As such, the information presented will be useful to planners and administrators at all levels involved in resource oriented recreation programs. We agree that the system needs additional study and particularly field testing.

Our specific comments are as follows:

1. States should be encouraged to develop their own rating system for local and state areas and not be required to use a Nationwide system. Each state is unique and needs to develop its

its own evaluation system based on its particular resources and social and political situation.

2. The real crux of the issue is not to rate between areas falling within one of the five categories or a non-quality recreation resource area. This is where administrators face a tough decisions. The Nationwide Plan should explore this problem.

3. We agree with the concept of providing matching federal grants for developing a comprehensive system of identifying and protecting unique natural areas and features.

Work Group E - Carrying Capacity of Outdoor Recreation Resources

We agree with the emphasis in this report on standardization of measurement units We would urge that BOR take an active role in accomplishing such co-ordination. BOR by working with the state planning staffs for each region could co-ordinate a standard terminology and measurement format within a region. Regional formats could be guided by a national framework developed by BOR and the state's through NASLO (to assure compatibility of data for Nationwide Planning).

Work Group F - Implementation and Management Stratagies

We agree that the public and private sectors must complement each other and not compete. Where private enterprise already is providing or is willing to provide quality recreation at a reasonable cost, it should be allowed to do so without unwarranted competition from the public sectors. This implies the need for co-ordination between public and private efforts and involvement of the private sector in the planning process. The private sector can be particularly helpful by providing facilities for specialized activities with individual preferences.

The public sector should assist the private sector through general research programs and technical assistance in all phases of management, maintenance, and design layout. The technical assistance could be structured much the same way as the Cooperative Forest Management Program, (see #6 under Roles and Responsibilities), with the state playing the lead role. We encourage emphasis of the concept that if recreational use of over-utilized areas is rationed, then the recreationist should be presented with alternatives (i.e. areas of equal quality and similar facilities which are under-utilized). Such a system concept should be adopted by all levels of government and private enterprise and implemented before the forthcoming Bicentennial Celebration. The major commitment would be to publicity and establishment of a formal communication system.

Recommendation #3, page 71 needs clarification.

Recommendation #1c, page 73 recommends financial assistance for operation and maintenance. Although, we agree that operations and maintenance needs priority attention, particularly at the local level, we would like additional details -- proposed source of funds? for whom? how administered?

Recommendation #1, at the bottom of page 77, is strongly endorsed as a means of initiating state, local and private participation in the Nationwide Planning Process.

Work Group G. - Recreation For Disadvantaged People

We commend BOR for assigning one of the 10 task forces to investigate the needs of the "disadvantaged". The information presented will be very helpful in our continuing SCORP program as needs of these groups are studied. We are calling them "Special Groups" in preference to the word disadvantaged. We urge BOR to continue placing a high emphasis on the needs of the "disadvantaged" groups including incorporation of the recommendations following page 66 of the task force report to the Nationwide Plan.

COMMENTS AT

THE NATIONWIDE RECREATION PLAN

PUBLIC FORUM SESSION

My name is Arthur W. Brownell, Commissioner of the Department of Natural Resources. On behalf of Governor Francis Sargent and Secretary of Environmental Affairs, Charles Foster, I take pleasure in welcoming you to Massachusetts.

The need for open space and outdoor recreation area has always been vital to us here in the Commonwealth. Governor Sargent himself was involved in the Outdoor Recreation Resources Review Commission, the forerunner of the Bureau of Outdoor Recreation. With the coming of the Bicentennial Celebration, the need for open space assumes an even greater importance.

In an urbanized state such as Massachusetts, it is essential that we develop our recreation areas and open space resources to insure maximum public use and enjoyment; to prevent the overuse and degradation of the environment; to protect significant open space and unique natural and cultural resources through acquisition and other land use protection devices.

In this context, we agree with the intent of this hearing which is to open for public discussion and input into the development of a Nationwide Outdoor Recreation Plan.

But we wonder whether this hearing could prove futile since we have not had prior access to and review of the Nationwide Outdoor Recreation Plan.

We hope however, that the Nationwide Outdoor Recreation Plan does become a reality and that the Commonwealth will play a role in helping to make this so.

I. What should be the major objectives of all levels of government in providing recreation resources and services?

Governmental units must insure that open space and recreation needs are given proper consideration in determining land use priorities. This can best be achieved through comprehensive land use planning.

The governmental objectives in providing recreation opportunities must consider the diversity in its forms: that is, indoor vs. outdoor, cultural vs. unorganized, passive vs. intensive, primitive vs. developed amd participatory vs. audience. Too often government directs itself to the outdoor recreation experience that is reliant upon a silvan setting. The needs of urban and suburban people is critical, some of which can be met by the provision of indoor experiences, cultural happenings and a greater utilization and inter-face with other governmental programs and services. Many potential public recreation lands exist in the urban and suburban setting in the form of school properties, transportation, right-of-ways, derelict lands, public building roof tops, etc.

The public sector, in conjunction with the private sector, must provide a full range of recreational activities and experiences. However, the governmental investment in recreation should not become extensive in services and programs being adequately provided by the private sector.

The recreation resources and services available to the citizenry must be broadened in scope. Though the major governmental objectives in recreation should be to provide recreation opportunities which are essential to the people of each respective governmental unit, this concept falls short of its goals in the urban setting. In many instances, local governments need state and federal assistance in meeting the urban recreation needs. Particular emphasis must be placed on the special needs of low-income, handicapped, mentally retarded, elderly and ethnic groups.

Acquisition programs needn't be limited to large properties, they must be broadened to encompass micro-landscapes, and unique natural and cultural resources. The management of these needed areas and existing facilities must insure optimum public use and enjoyment while protecting the resource base from over use and degradation.

In summary, in all communities, recreation activities should be used to generate beneficial attitudes and develop an awareness that natural resources are finite and precious. This should also be an ancillary function in formal educational programs by establishing environmental education programs and interpretative facilities.

Priorities for allocating funds by each level of government should be addressed to first providing those opportunities which aren't being adequately provided at any other level of government or by private sector.

II. What are the major obstacles to providing adequate outdoor recreation opportunities? And what are some possible solutions to these problems?

These problems occur in all urbanized areas -- central cities, suburbs, urban fringes -- but are most intense in the central cities:

Inadequate, undeveloped resource base -- an unfortunately high percentage of the urban environment and its resources have already been committed to other uses through residential or business and industrial development. Conflicting demands in available, but limited resources --economic demands are often given higher priority than environmental or recreational demands. Tax and financial structure discourages acquisition and development of recreational facilities. Heavy reliance on property tax encourages industrial or similar developments rather than open space-recreational use of lands.

Possible solutions: Reclaim vacant lots, abandoned buildings, abandoned rights-of-way, and develop new facilities by use of roof-tops and other innovative areas. Provide more recreational land areas by reclaiming sanitary landfills. Comprehensive land use planning should be undertaken in order to give adequate consideration to open space recreation needs along with economic and other demands. Incentives should be provided to developers who include provisions for open space and recreational opportunities; revise tax programs to relieve the traditional emphasis on the property tax which discourages open space-recreation development.

Our polluted environment -- air pollution from industries, residences and transportation; water pollution from industrial and municipal waste disposal; visual pollution from poor planning. The sum total of these effects is to reduce the utility of existing and potential recreational areas.

Possible solutions: Emphasize a balanced transportation system in order to provide better low cost accessibility to recreational resources and to reduce the numbers of automobiles to combat both air and visual pollution; cleanse rivers, harbors, and lakes by implementing waste treatment plant construction programs in populated and industrialized areas specifically to catch and treat municipal industrial pollution sources and urban run -off. Also improve city house-keeping by better and more frequent street cleaning programs. Design of urban business and industrial buildings as well as open space-recreational areas should be improved with special emphasis given to preserving historic and unique features.

There is inadequate educational programs to inform the public of available recreational opportunities and to provide for the special needs of different age, ethnic, cultural and disadvantaged or handcapped groups.

Possible solutions: Studies should be undertaken to determine the recreation needs of different areas of the central cities and different groups

living within the city; programs should be developed, in cooperation with neighborhood residents, to provide facilities and programs to meet these needs; such programs may have to include education, transportation, and security protection in order to be effective. A system of communication and co-ordination between all agencies -- both public and private -- which provide recreational programs and facilities should be institutionalized in order to define responsibilities and prevent overlap.

Small towns and the countryside present a unique problem. Low level population density in these areas makes the planning and provision of an adequate level and diversity of recreation facilities and programs for the general public and particularly for the special groups more difficult and perhaps more costly. It also presents serious problems in achieving proper delivery of these services.

Possible solutions: Special care must be taken in selecting programs and location of facilities in order to meet at the lowest possible cost and in the most efficient manner possible the unique needs of each small or rural community. With increasing demands for development, small communities and open areas must plan for future orderly growth.

III. What should be the roles of the private sector and each of the several levels of government in providing outdoor recreation opportunities, and how should these roles best be coordinated?

Private Sector

Private Enterprise: provide quality recreation at a reasonable cost to the public and particularly to provide services and specialized activities for individual preferences where the demand is great and the ability to make a profit is present.

Non-profit Organizations: acquire and maintain areas of open spcáe and unique natural value to protect these areas and to provide use consistent with their programs and the resource. Continue to promote educational and interpretative use of lands.

Federal Government

Provide technical and financial assistance programs to assist state and local governments as well as the private sector in acquiring and managing outdoor recreation resources.

Promote maximum use of federal lands through multiple use management consistent with the characteristics of the resource base and its ability to withstand such use.

Design and support through financial assistance outreach programs to insure that the needs of special groups, particularly those located in the urban areas, will be able to achieve satisfaction of recreation needs.

Acquire and maintain unique natural and cultural areas of national significance.

Continue to promote educational and interpretative use of their lands.

State Government

Act in the capacity of a coordinator and a leader in stewardship of natural and cultural recreation/open space areas of the Commonwealth including forests, fisheries and wildlife.

Plan, acquire, develop, and manage lands of a regional or statewide significance for public recreational use.

Provide these facilities at reasonable cost to the general public.

Manage land and water (including marine) resources to benefit recreational uses as well as harvesting of its products.

Conduct research programs and long-range statewide recreation planning and to provide for citizen participation in planning and programming of recreation areas and facilities through creation of advisory boards, public informational hearings, etc.

Provide technical and financial assistance programs to assist regional agencies and local government as well as the private sector in acquiring and managing outdoor recreation resources.

Cleanse the natural water systems throughout the state, especially in urban areas in order to broaden the potential recreation base and provide for more recreation opportunities.

Provide public access to recreational resources, especially in urban areas.

Provide leadership in developing land use planning policies.

Protect cultural and historic resources including towns of New England charm, especially Town Commons.

Local Governments

Acquire and protect lands and water resources which have natural or historic significance of the community.

Plan and provide recreational programs equally accessible and used by all as well as outreach or educational services which meet the recreational needs of special groups of residents including the unique requirements of neighborhoods and sub-neighborhoods.

Insure the accessibility of recreation facilities, specifically, that community-wide facilities be located on public transit lines and that neighborhood and sub-neighborhood facilities be located within easy walking distance of the residents of the neighborhood.

Provide public access to recreational resources, especially in the urban areas.

Provide recreational facilities at low (or no) cost to the general public.

Involve the residents of neighborhoods and/or the community as a whole in the planning, construction and maintenance of neighborhood (or community-wide) recreation areas.

IV. What types of assistance would be helpful to state and local governments and the private sector in improving their capabilities to provide outdoor recreation opportunities?

A technical advisory service on recreational problems is needed to aid municipalities and the private sector.

A method of funding assistance should be extended to cover operation and maintenance on facilities constructed by municipalities with state or federal monies.

A loan system encouraging private recreational acquisition and development should be underwritten by state or federal government.

Expansion of Land and Water Fund Assistance should be made to include recreational facilities such as enclosed all year, skating rinks, swimming pools, field houses, and interpretative facilities.

Inventory and data bank services for planning and program assistance to prevent duplication of services.

Thank you very much for the opportunity to convey our thinking to you on this vital area of outdoor recreation and open space.

Nebraska Game and Parks Commission
2200 North 33rd Street / P.O. Box 30370 / Lincoln, Nebraska 68503

February 11, 1975

FEB 18 1975
SENATE INTERIOR COMMITTEE
RECEIVED
FEB 18 1975
Washington, D. C. 20510

The Honorable Senator Henry Jackson
Chairman, Senate Committee on Interior and
Insular Affairs
Washington, D. C. 20510

Dear Senator Jackson:

The opportunity for review of the 1969 draft of the Nationwide Outdoor Recreation Plan is appreciated. We've spent considerable time in examining the document, comparing it to the 1973 version, and pondering them both as they relate to our own state plan and state opportunities in Nebraska.

The Nationwide Plan has suffered the same fate as many well-meaning plans in the last year or two. As the economy and real or imagined shortages have brought about substantial shifts in ongoing state and Federal programs, we find many plans being questioned as to their applicability to current situations and problems.

The long range plan which endures through the recent past and anticipated future stresses on individual, state and federal budgets will have been an admirable feat indeed. Frankly it would appear that neither the 1969 nor the 1973 version "shall overcome."

Lacking administration acceptance, it can be safely assumed that priorities and recommendations provided in the 1973 version will not carry much weight. Actions and programs considered right and proper under one set of circumstances seem to lose some of their "properness" as new priorities emerge from new sets of circumstances. While political and economic powers may always alter planning priorities, it is safe to assume that National plans lacking support and acceptance at the highest administrative levels will be the first to be shunted aside. "Basic Principal No. 1" in the textbook of planning is recognition of the fact that any plan, in order to be effective, must have the commitment and acceptance of those who are to implement and administer that plan.

Additional comments will relate to the nine national concerns mentioned in your letter and their interrelationships with recreation. No plan can have built into it the degree of flexibility to cope with major fast-breaking developments in areas such as many of the nine you have

listed. This degree of flexibility is more properly termed excessive laxity and should be avoided.

A good plan will have at least two elements which allow its adaptability to changing situations and its consequent retention of applicability:

(1) Firm and clearly understood statements of policies and objectives which have been officially endorsed or adopted by administrators.

(2) Provision of mechanisms and procedures aimed at assurance of a meaningful planning process. A plan must be changeable and adaptable, but these changes and adaptations should be in line with policies and objectives. If they diverge from an established policy, that divergence must occur only after formal and proper adoption of a new policy.

Regarding your first area of national concern, i.e. Efforts to curb inflation and concurrently cushion the impact of unemployment:

Certainly opportunities exist for public works projects aimed at providing both employment opportunities and expanded recreational facilities. We're still using and enjoying facilities developed under similar programs 40 years ago. We would only caution that the banner of recreational and general public benefits to the economy might be waved by special interest groups whose motives should be carefully examined.

Regarding energy shortages and energy conservation programs:

We fear that the environment and full spectrum of natural resources which serve as the base for enjoyable outdoor recreation experiences may be in greater jeopardy than ever before due to energy considerations. The general public is acutely aware of energy questions. Consequently, public support of development projects aimed at providing energy in any form, regardless of the real need for that energy and the impact such developments would have on the environmental base, is easier to garner. Where irretrievable committments of natural resources are involved, the scrutiny of impact on those resources must be maintained, irrespective of general public alarm and concern with energy supplies.

While speculations and assumptions are readily available on energy useage by recreationists, a good deal more factual data remains to be gathered and analyzed. The camper may or may not use less total energy while away at the lakes for a weekend than he would if he stayed at home. Perhaps this would be good to know; but even knowing that we use more at the lakes, some questions would certainly remain. Depending on the priority that the public places on recreaional pursuits, there are many other areas to reduce energy consumption and retain recreational use levels. To date, it appears the American public values its recreational pursuits rather highly.

Regarding social ills of urban areas:

Emphasis in both the 1969 and 1973 Plans is directed toward urban projects and programs as a means of putting opportunities where the people are. The implication is there that parks and recreation facilities will overcome some of the social ills that exist. Our comment is perhaps they will help. Certainly the provision of parks and open green space in congested areas would make them more attractive.

However, just as the suburbanite who moves out of the city to be closer to parks and recreation facilities still tends to travel to yet further out areas, the resident of an urban area may not want to recreate in his own neighborhood.

Examples are available of parks built in congested urban areas that receive little use. At least in some cases residents either don't know how to use them or lack the desire to use them.

A program with adequate staffing and funding to make use of existing park and recreation facilities may be as important as providing additional facilities.

At the same time, a means of providing mass transit facilities for inner city residents to reach outlying non-urban recreational facilities may offer a viable alternative. That is, it may be as reasonable to take the people to the parks as it is to bring the parks to the people.

Regarding educational benefits derived from recreational programs:

The benefits are many and varied. While ecology and environment have become household words in the last few years, too many of the American public still do not possess an understanding or appreciation of the words and their own roles and responsibilities in assuring themselves and their children a safe and enjoyable place to live.

The need for programs is obvious, and should be stressed. Vast parks and open spaces are not required for the learning of ecology principles. Good instructors in schools, city recreation programs, scouting programs, etc., etc., are required.

Provision and protection of critical natural resources for recreational and other uses will come as a result of educational programs and not just a reason for such programs.

Regarding land use planning:

> While constituting one of the greatest "can of worms" ever to be opened, the proper implementation of properly conceived land use planning legislation would do much to assure present and future opportunities for recreational benefits are not lost.
>
> Paradoxically the general feeling seems to be that implementation must rest at the lowest political subdivision possible while experience seems to show that Federal and state legislation and direction is absolutely essential for any real gains in improved land use.
>
> It would be a mistake to think that we do not now have land use planning in effect in a variety of forms. Water quality management plans, county 701 plans, state recreation plans and a host of others make good recommendations as to wise use of land and water resources. However their ineffectiveness is graphically illustrated over and over again. The dollar sign still too often prevails over land use ethics and land stewardship.

Regarding environmental pollution:

> Too often recreational and esthetic values of the environment still take back seat to the profit motive. Gains have been made in many areas, but the current feeling from Washington seems to be that environmental pollution standards can be relaxed to help us over economic problems. Standards for environmental conditions are just as valid during economic hardships as at any other time. Long term benefits must be evaluated, and the relaxation of water and air quality standards to meet short term economic objectives may often prove to be detrimental to long term public benefits.

Regarding preservation of critical ecological and natural areas:

> In the context of land use planning terminology, areas falling in "critical" classification are relatively few in number. Placement in the category implies extreme values and an inviolate nature. Such areas do exist and should be viewed as valuable and inviolate.
>
> There are additional thousands of areas possessing values sufficient to warrant their consideration as critical. In general, the political and economic powers and pressures that exist will decide the fate of such areas. It therefore is essential that state and federal agencies provide the planning process to assure the full and proper evaluation of such areas, their values, and level to which they can or should be altered.

Regarding enhancement of the urban environment:

Some of the comments under "social ills" are applicable to this point as well.

Since the majority of our population lives in urban areas, due emphasis should be placed on making the living/working environment as pleasing as possible. However these people also enjoy getting out of the urban setting for recreational pasttimes. The Land and Water Conservation Fund has provided many areas and facilities for them to do so. Many more are needed. If increased percentages of the Fund are to go to urban areas, it is necessary that the Fund be increased so that ongoing (and equally needed) nonurban recreation projects can be continued. It seems very realistic to assume that other Federal, state or local sources of funding for recreational/environmental projects could and should be directed to these urban areas. Certainly the Land and Water Conservation Fund should not bear the brunt. We're only "robbing Peter to pay Paul" if one valuable program is usurped to fund another equally valuable program.

Regarding formulation of national water policy:

At a recent meeting in Nebraska, a Washington representative of one of the national water interest lobbies made it clear that in his opinion it was time to sweep the environmentalists into a corner and get on with development of the nation's water resources. The environmentalists he referred to are no longer a minority group of activists speaking from a selfish or over-zealous viewpoint. The environmental awareness movement is real, and the concerns regarding exploitation, overutilization and outright destruction of water resources is justifiable. Those who feel the energy "crisis" is alarming "ain't seen nuthin' yet." Water resources are finite, demands on them are growing, and sooner or later some very real crises will appear.

We can wait until crises force us into emergency decisions of a rash nature, or we can begin in earnest now to examine the future of water resources in the country while some alternatives remain.

Recreational and fish and wildlife benefits from water resources traditionally receive low priority when demands on water exceed the supply. Perhaps in some cases they should, but by delaying the formulation of a national water policy we are assuring that many alternatives that would work to the nation's benefit over the long run are being lost.

In summary, it seems we all fail in the same area: we never put ourselves in the position of the other party. A nationwide plan for anything is about as relevant to the lower levels of government as a birth control program developed in Washington is to the peasants in India. Unfortunately, most planning is done by people who will not be implementing the recommendations; who in most cases are only remotely connected to the grass root's effect; who are not responsible for generating necessary funds, and; who have no authority to enforce planning programs.

Land and water use planning, energy considerations, environmental pollution, social ills and recreational opportunities are all related to shortages. A man who has no job really doesn't care much about recreational opportunity. A town with no heating fuel supply is not very concerned about land use planning, and; the vegetable grower who runs out of irrigation water is not very likely to bypass water to maintain a fish population. These examples merely demonstrate how values can shift and how the best planning can become meaningless. We all plan on the basis of competition for and conservation of natural resources when in fact we all know down deep that some day it may simply be a matter of survival when many natural resources are non-existent. How many plans written today would be applicable at this point in time? Maybe we need to take a new look at long range planning in general.

We thank you for providing this opportunity for comment.

Very truly yours,

Willard R. Barbee
Director

WRB:AJS:db

STATE OF NEW JERSEY
DEPARTMENT OF ENVIRONMENTAL PROTECTION
DAVID J. BARDIN, COMMISSIONER
P. O. BOX 1390
TRENTON, N. J. 08625
609-292-2885

February 20, 1975

Honorable Henry M. Jackson
Chairman
Senate Committee on Interior
and Insular Affairs
Washington, DC 20510

Dear Senator Jackson:

Copies of the draft and formal Nationwide Outdoor Recreation Plans were received by the New Jersey Department of Environmental Protection in January. As requested in your letter, we intend to prepare a comprehensive review and evaluation of the reports. Since the documents are extensive, we are still in the process of conducting the review.

The Department expects to complete its review shortly and be able to forward its comments in the near future.

Faithfully,

David J. Bardin
Commissioner

STATE OF NEW JERSEY
DEPARTMENT OF ENVIRONMENTAL PROTECTION
DAVID J. BARDIN, COMMISSIONER
P. O. BOX 1390
TRENTON, N. J. 08625
609-292-2885

MAR 17 1975

Honorable Henry M. Jackson
Chairman
Senate Committee on Interior
and Insular Affairs
Washington, DC 20510

Dear Senator Jackson:

I am herewith forwarding our comments concerning the two Nationwide Outdoor Recreation Plans prepared by the Federal Bureau of Outdoor Recreation. The comments address the specific issues raised in your transmittal letter as well as other relevant points.

The Department of Environmental Protection is most pleased to have been able to cooperate in your endeavor and appreciative of the efforts of yourself and the other members of the Senate Interior and Insular Affairs Committee to preserve our natural resources and provide outdoor recreation opportunities. If we can be of further assistance, please do not hesitate to call upon us.

Faithfully,

David J. Bardin
Commissioner

57-665 O - 75 - 10

Review Comments of the New Jersey Department of Environmental Protection concerning the Draft and Formal Nationwide Outdoor Plans - "The Recreation Imperative" and "Outdoor Recreation- A Legacy for America"

The two subject plans were prepared in response to the directive of Public Law 88-29 that requires the Department of Interior to formulate and maintain a comprehensive nationwide outdoor recreation plan. The forerunner of the plans and primary reason for passage of Public Law 88-29 is the 1962 Outdoor Recreation Resources Review Commission (ORRRC) Report. This report represents an outstanding accomplishment and much of the progress achieved in recent years in the preservation of natural resources and the provision of outdoor recreation opportunities can be attributed to it.

Although many of the ORRRC Report's recommendations have been implemented, its most significant accomplishments, in terms of impact, have been the establishment of the Land and Water Conservation Fund and the creation of the Bureau of Outdoor Recreation within the Department of Interior. Since its inception, the L&WCF has generated over $40 million in expenditures for public open space acquisition and outdoor recreation facility development in the State of New Jersey alone. The Bureau of Outdoor Recreation has become the national focal point for outdoor recreation as a result of its diverse activities. In addition to administration of the L&WCF, the Bureau provides technical assistance and conducts and sponsors recreation related research.

A major contribution of the ORRRC Report that is commonly overlooked by people outside of the recreation profession is its compilation of extensive factual information on recreation preferences and participation patterns. This information enabled planners to translate outdoor recreation needs to quantitative terms. Using the ORRRC Report information as a basis, planners derived meaningful indications of the demands for outdoor recreation opportunities and the types and quantities of facilities required to satisfy the recreation desires of the public. This information provided officials with definitive evidence of the public need for additional open space and outdoor recreation facilities and enabled them to appeal to legislators and voters for additional funds for such purposes. In New Jersey, there have been two major bond issues relating directly to outdoor recreation and open space approved since 1962 - the Green Acres Bond Act of 1971 for $80 million for acquisition of open space and the Green Acres and Recreation Opportunities Bond Act of 1974 providing $200 million for open space acquisition and outdoor recreation facility development.

"The Recreation Imperative", the draft nationwide outdoor recreation plan, addressed many of the primary problems associated with the provision of adequate recreation opportunities and open space. Data related to the problems was collected and thoroughly analyzed in the report. On the basis of the analysis, affirmative action oriented recommendations were presented.

The draft plan recognized that the primary problem involved the lack of financing and that the federal government along with the other levels of government would not be able to meet their outdoor recreation responsibilities

without additional capital funds. The lack of recreation opportunities in urban areas was another problem analyzed in the plan. The report found that the greatest deficiency of outdoor recreation resources occurred within urban areas and recommended emphasis on financing urban oriented development. In addition, the plan, examined the need for financing noncapital expenditures such as operation and maintenance of public recreation facilities and operation of school facilities during off hours, and concluded that federal assistance was justified. Obviously, implementation of the previously cited recommendations would require substantial increases in federal outlays for outdoor recreation.

In addition to the financial aspects, the draft plan examined other factors relating to outdoor recreation including under utilized resources, opportunities for cooperation and coordination among federal, state and local agencies and the need for research and technical assistance. The plan also contains data, although not as extensive as the ORRRC Report information, on outdoor recreation participation that can be used by outdoor recreation planners.

"Outdoor Recreation-A Legacy for America" in contrast to the draft plan and the ORRRC Report, fails to recommend an affirmative action oriented program designed to meet the public need for additional outdoor recreation resources. The plan does offer a number of constructive recommendations such as acceleration of the transfer of federal surplus properties for park and recreational use and provision for L&WCF funding of certain types of enclosed facilities. However, it largely ignores the problems associated with the lack of funds, principally, acquisition and development of additional recreational sites and proper maintenance and operation of existing and new areas. Ignoring the fact that states and local units of government lack the financial resources to deal effectively with the problems, the plan does not recommend expansion of federal financial assistance programs. Besides these deficiencies, the plan lacks the extensive factual data that previous reports contained substantiating findings and providing useful factual information for planners.

It is apparent that greatest problem hindering provision of adequate recreation opportunities in New Jersey and other states, as well, is the lack of adequate funds. This does not apply just to acquisition and development of recreation areas, for which there are limited federal funds, but also to the operation and maintenance of facilities and the development of indoor recreation facilities.

URBAN SOCIAL ILLS

Recreation has frequently been considered a corrective or preventive measure for juvenile delinquency. Although the issue has been widely debated by psychologists, recreation administrators, urban officials and others, agreement in the effect of the lack of recreational opportunities on juvenile delinquency has never been reached. It is apparent however, that playing outdoor games and sports and other recreation activities provides a socially acceptable outlet for excess energy that might otherwise have been expended in destructive pursuits. If recreation opportunities are provided within reach of teenagers, it can be safely concluded that they will devote at least part of their leisure time to recreation activities. Besides idle time, however, there are other reasons for juvenile delinquency; recreation, by itself, cannot solve the problem. Certainly, recreation should be recognized by public officials as a positive element of their juvenile delinquency programs.

In relation to the other social ills of urban areas, particularly racial problems, recreation has had mixed degrees of success. Organized athletic competition, such as that engaged in at high schools, colleges and playgrounds, has been shown to promote a greater understanding and mutual respect between participants in many instances. On the other hand, public recreation areas have been sites of racial confrontations. Recreation areas located in segregated neighborhoods are sometimes jealously guarded against outside use by residents. In New Jersey, residents of a community occasionally resist development of public recreation areas in their area because of the fear that outsiders will use the facility. Because communities must open federally and state funded recreation facilities to non-resident use, several municipalities have developed facilities without these types of public financial assistance.

EDUCATIONAL BENEFITS

Participation in recreation activities is a valuable learning experience; the educational benefits, however, depend on the type of activity engaged in, and, in part, the structure of the program provided. Supervised recreational sports programs provide learning experiences similar to those of school physical education programs. Besides developing physical skills, the participants learn to get along with others, work as members of a team, and other social skills. Unorganized active recreation provides participants with opportunities to further develop their physical and social skills without the assistance of adult supervision.

Camping, hiking and similar outdoor recreation activities expose participants to the natural environment and gives them the opportunity to develop an appreciation of its processes. Nature trails featuring interpretive signs and other facilities are frequently developed in recreation areas and provide enjoyable, educational experiences. At recreation areas where nature education buildings have been developed, more formal nature interpretive programs are offered including lectures, displays and guided trail tours.

The preceding paragraphs address just a few of the educational benefits of recreation. It is important to note that one of the most significant benefits of recreation is the development of interests and skills for constructive use of leisure time throughout one's life.

PRESERVATION OF CRITICAL ECOLOGICAL AND NATURAL AREAS

Critical ecological and natural areas can frequently be used for recreation without causing significant deterioration of the resource. The impact of recreational use depends on the sensitivity of an area, the types of facilities provided, and the volume and types of use. Hiking and nature walking require minimal facilities, and in all but the most fragile areas, represent compatible uses with preservation. In the critical wetlands bordering New Jersey's Atlantic coastline, hunting and fishing can be enjoyed from boats, thus eliminating the need for any type of facility development if the boats are launched from sites outside of the areas. In most cases, however, some development is required to accommodate public recreational use, e.g. access roads, parking facilities, sanitary facilities, trails, campsites. In general, recreational development is characteristically extensive in nature and one of the most compatible uses with preservation of critical ecological and natural areas.

URBAN ENVIRONMENTAL ENHANCEMENT

The value of recreation areas as elements in the urban landscape has long been recognized by city planners. Recreation areas not only improve urban areas aesthetically, they provide for a more complete living environment for city residents. People can work, shop, reside and recreate within their urban surroundings. Recreation areas, whether small or large, intensively or extensively developed, create visual breaks in the monotony of a cities' paved streets and concrete buildings. City parks have often been termed "green oases" where urban children and adults can play on grass or relax under the shade of trees, opportunities which are not generally available elsewhere. Urban parks are often places of congregation, serving as the social center of a urban neighborhood. In effect, urban recreation areas serve a variety of beneficial functions that enhance the urban environment.

Recognizing this fact, the New Jersey Department of Environmental Protection intends to emphasize urban recreation areas in the distribution of open space acquisition and facility development funds recently made available under the Green Acres and Recreation Opportunities Bond Act of 1974. Encouraging complete development in the construction of housing and similar projects, the Department will give priority to complementing recreation projects.

LAND USE PLANNING AND ENVIRONMENTAL POLLUTION

As an element of land use planning, land dedicated for recreation and open space purposes can protect critical areas from uses which would likely result in significant environmental degradation and pollution. Urban development of flood plains, for example, increases the potential for major floods by enlarging and accelerating runoff discharge into streams and rivers, and acts as a source for the introduction of foreign objects and materials in flood waters. The magnitude of the social disruption caused by floods corresponds directly with the extent and type of development within flood plains. The rules and regulations for land use and development that will be adopted by the New Jersey Department of Environmental Protection for delineated flood plains to implement the State's Flood Plain Control Act will permit certain types of recreation development that are compatible with flood plain management. Such facilities as playfields and trails will not create significant runoff problems or represent potential sources of hazardous materials.

Vital aquifer recharge areas can be acquired and used for open space and outdoor recreation purposes and thus, protected from uses that could impair their water absorption function or the quality of water transmitted. The State of New Jersey has acquired over 150,000 acres of the exceptionally productive acquifer recharge area in the central part of the State known as the Pine Barrens for park, forestry and recreational purposes. To date, recreational development and use of these lands has not resulted in measureable deterioration of the recharge efficiency.

ENERGY SHORTAGE AND CONSERVATION

Recreation related travel accounts for a significant share of the nation's energy consumption and deserves close examination in view of the

limited energy resources. Since the vast majority of the energy is consumed by the use of automobiles to reach recreation destinations, efforts should be directed toward reducing the necessity of traveling by automobile. Establishment of mass transit service to many of the existing recreation sites would reduce recreation related automobile travel. Travel patterns of existing areas should be studied to identify sources of high visitation that would lend themselves to development of mass transit service. It is recognized that many areas,particularly State and Federal sites in outlying regions, would not be suited to extensive mass transit service because of dispersed visitation patterns and/or equipment requirements for participation in the activities offered. Recreation areas serviced by mass transit would have the added advantage of being accessible to persons who do not have use of an automobile.

For recreation areas developed in the future, site location in relation to potential users and mass transit service should be given careful consideration. Site location determines whether the majority of users can walk or ride bicycles or use mass transit to reach a recreation area. The proximity of a recreation site to its service area influences the economic feasibility of establishing mass transit. If neighborhood parks were provided in urban areas within walking distance of all residents as recommended by recreation planners, a significant amount of unnecessary recreation travel would be eliminated. If people must use their automobiles to reach a recreation site, they will still use less energy in traveling to the closest area.

Many types of recreation opportunities must be provided where the resources exist, and proximity to potential users cannot be a major factor in site location selection. Efforts can still be made to provide mass transit service to these sites.

UNEMPLOYMENT

Construction, operation and maintenance of public recreational areas can provide meaningful employment, as evidenced by the accomplishments of the public work programs of the 1930's. Since that time, the recreational facilities constructed have been a source of pleasure for millions of Americans annually. In addition to the new recreational facilities required to meet the public's expanding demands, there are many recreation facilities in disrepair, particularly in the urban areas, that would provide worthwhile work projects.

According to estimates prepared by the New Jersey Department of Labor and Industry, the expenditure of the $100 million authorized for outdoor recreation facility development under the Green Acres and Recreation Opportunities Bond Act of 1974 together with the $50 million generated in local matching funds and anticipated federal grants amounting to $20 million will create over 7,000 direct jobs. In addition, the program will create approximately 8.000 induced jobs.

STATE OF NEW MEXICO

JAN 2 - 1975

STATE PLANNING OFFICE

DAVID W. KING
STATE PLANNING OFFICER

EXECUTIVE — LEGISLATIVE BUILDING
SANTA FE 87503

PETER C. PENCE
DEPUTY STATE PLANNING OFFICER

BRUCE KING
GOVERNOR

December 24, 1974

RECEIVED
DEC 26 1974
WASHINGTON, D. C. 20510

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

Dear Senator Jackson:

In response to your November 20, 1974 letter we have attached the requested comments for your information.

We appreciate the opportunity to review the two plans and to make comments which we hope will be useful in developing future legislation as it relates to recreation.

You and your Committee are to be commended for pursuing the needs of outdoor recreation and your concern for the future direction of the program.

Sincerely,

David W. King

DAVID W. KING
State Planning Officer

DWK:liz

Enclosure

I. Detailed assessment of Recreation programs launched as a result of the 1962 ORRRC report

Comments:

Generally speaking, there have been several outstanding recreation programs initiated as a result of the report. Notably among them are: The Land and Water Conservation Fund Act, the establishment of the Bureau of Outdoor Recreation under the Department of the Interior, the National Wild and Scenic Rivers Act (a segment of the Rio Grande River in New Mexico was designated), the National Historic Preservation Act and the Wilderness Act.

However, there are some areas where we feel that there has been little progress made since the report was published. Using the recommendations of the report as a basis, we offer the following comments:

1. Statement: "As outdoor recreation increases in importance, it will need more land, but much of this land can be used, and will be demanded, for other purposes. Yet there is little research to provide basic information on its relative importance. More needs to be established factually about the values of outdoor recreation to our society, so that sounder decisions on allocation of resources for it can be made. More must be known also

about management techniques, so that the maximum social and economic benefit can be realized from these resources."

Comment:

As the above-quoted finding points out, there is an urgent need for research. The lack of adequate research, including factual information, has handicapped recreation programs at all levels of government and the private sector.

Recommendations:

A small percentage of the LAWCON fund should be earmarked annually for research programs. The logical agency to conduct such programs is the Bureau of Outdoor Recreation.

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

Comment:

Generally speaking, we do not feel that public agencies have approached this problem realistically. It has been our experience that agencies have used a "shotgun" approach to implement systems of user fees.

Recommendation:

Public agencies, especially Federal agencies, should adopt uniform and consistant systems. The recreation public is thoroughly confused with the existing hodgepodge of systems that vary from one recreation area to another.

3. Statement: Government should stimulate and encourage the provision of outdoor recreation opportunities by private exterprise.

Comment:

We do not think "Government" has launched any significant programs to assist private enterprise in their endeavors.

Recommendation:

If Government is to be effective in this area, it should provide technical assistance to private enterprise. One possible solution would be to make this assistance available in the Region offices of the Bureau of Outdoor Recreation. We feel that this approach would be more successful than attempting to provide it at the "Washington" level.

4. Statement: "Where feasible, concessioners should be encouraged to provide facilities and visitor services on Federal lands under appropriate supervision where this is not feasible, the Federal Government should build facilities and lease them to private business for operation."

Comment:

Volumes have been written on this subject through the years and yet the same problems contine to exist that existed fifty years ago.

Recommendations:

Studies have adequately pin-pointed the problem involving concession operations, so we suggest that a task force

consisting of both government and private sector representatives be created. One problem that the proposed task force should attempt to resolve is to formulate a uniform concession policy that would be applicable to all federal agencies.

5. Statement: "Specifically, the new Bureau would:

1. Coordinate the recreation activities of the more than 20 Federal agencies whose activities affect outdoor recreation."

Comment:

The 1973 Plan states, "Federal involvement in outdoor recreation is vast. By the end of 1972, over 80 agencies, commission, committees, and councils were engaged in over 300 separate outdoor recreation-related programs."

Recommendation:

More emphasis should be placed on this particular role of the Bureau of Outdoor Recreation. It would appear that the various Federal agencies involved in recreation still adhere to the old tunnel vision approach. Each agency seems to have its own plan, program, philosophy and empire building tendancies.

II. Identification of opportunities and options for improvements in Federal recreation policy.

1. A more definite policy for programs that serve the handicapped and aged is needed. To date, we feel that only a token effort has been made in this area.

2. In establishing policies relating to urban needs, the needs of rural america should not be sacrificed. A balanced program is still the best policy.

III. Consideration of current public attitudes toward recreation and leisure activities.

1. As a result of the energy crisis, the outdoor recreationist is faced with many decisions that affect the use of his leisure time. It behooves all levels of government to recognize the potential problems that have been and will be created with changing life-styles. The public will be seeking substitutes and alternates in their leisure time activities.

2. The public is directly or indirectly responsible for change and new programs, but it is questionable that the various levels of government have adequately encouraged the public to participate and become involved in the recreation movement.

3. Too many park programs are aimed at satisfying the white, middle-class segment of the population. The other segments of the population, e.g. senior citizens, handicapped and retirees, need to be considered in programs and planning.

4. Volumes have been written on the subject of "increase leisure-time." Do we really know the public's attitude on leisure activities? We believe that this is an area where public involvement is necessary.

IV. Review and Evaluation of the Two Plans (1969 draft plan and 1973 formal plan).

Comments:

In reviewing the two plans, we note a similarity between the two, but do feel that the draft plan was much more comprehensive. We can appreciate the value of using photographs to illustrate various outdoor recreation activities, but in our opinion, too many "fillers" tend to detract from the plan rather than strengthen it.

The 1973 plan failed to consider the importance of administration, operations and maintenance. In our opinion, a "plan," especially a nationwide plan, should have recognized the problems all levels of government are facing in this area.

We also noticed that the 1973 plan quoted several studies that were conducted in the mid 1960's, e.g., "a report to the President prepared by the Bureau of Budget reveals that in fiscal year 1965 some 2,470 concessioners....." and "a 1965 survey of private outdoor recreation enterprises identified the major problems...." Considering the number of years the plan was in the making, it would seem that many of the statistical data could have been updated. Also, as we know, priorities and directions change over a period of time and we do not get the impression that these points were recognized.

In general, we agree with the direction and utilization of the Land and Water Conservation Fund program.

Pending federal legislation which proposes to amend the act has our support as evidenced by material (attachment A) we have furnished our congressional delegation.

V. General Comments upon the interrelationships between recreation and national concern:

It appears that Congress will appropriate funds to create additional federal public service jobs to assist in combating unemployment. Such programs as W.P.A. and CCC have left their impact on the development of outdoor recreation facilities. Many of these facilities were constructed during the 1930's and still stand as evidence of accomplishment.

First of all, we do not feel that recreation should bear the brunt of any proposed energy conservation programs. If the situation becomes critical, then recreation will be expected to feel the affects of such programs.

New Mexico is predominately a rural state and the social ills of the urban areas are not as critical here as they are in other states. Our one metropolitan area, Albuquerque, has an excellent park and recreation program and they are setting their priorities by recognizing its problem areas.

Unfortunately, conservation education has not been recognized in the curriculum of many of our public school systems. It seems that most programs are on a hit-and-miss proposition.

Also, many communities attempt to run their recreation programs independent of public school programs. The two programs should be coordinated for mutual benefits that can be derived from joint-use arrangements, etc.

Comprehensive, regional land-use planning programs that recognize the importance of outdoor recreation as it relates to the environment is essential.

STATE OF NEW MEXICO

ATTACHMENT A

STATE PLANNING OFFICE

DAVID W. KING
STATE PLANNING OFFICER

EXECUTIVE – LEGISLATIVE BUILDING
SANTA FE 87503

PETER C. PENCE
DEPUTY STATE PLANNING OFFICER

BRUCE KING
GOVERNOR

November 27, 1974

The Honorable Joseph M. Montoya
United States Senator
2106 New Senate Office Building
Washington, D. C. 20510

Dear Senator Montoya:

In my position as State Liaison Officer for the State of New Mexico for the administration of the federal Land and Water Conservation Fund, I would like to invite your attention to proposed amendments to the Land and Water Conservation Fund Act.

The two most active bills are H.R. 17346 (Taylor) and S.3839 (Johnson). H. R. 17346 has been reported to the full committee and S. 3839 has yet to be marked up by the Senate subcommittee.

NASORLO (National Association of State Outdoor Recreation Liaison Officers) has taken positions on the proposed amendments. I serve as a member of the Board of Directors. I have attached a copy of the Association's comments on the proposed amendments for your information.

The positions taken by NASORLO on the proposed amendments are in the best interest of New Mexico and we would appreciate your support of their positions.

The proposed increase in funding would certainly benefit New Mexico. Our total allocation from the fund this fiscal year was $1.8 million. When the Governor's Recreation Priorities Advisory Committee met in August to consider project proposals, requests totaling approximately $6 million were considered. This means we have a backlog of approximately $4 million in unfunded recreation projects.

The proposed amendment that would provide funding for sheltered faciltiies (up to 25% of the State's allocation) would also be of benefit, especially for our northern communities that experience inclement weather for long periods of time.

Governor King joins me in respectfully asking for your help in support of the above-mentioned positions.

Sincerely,

DAVID W. KING
State Planning Officer

DWK:liz

cc: John Beale, NASORLO President
Chris Delaporte, NASORLO Executive Director

bcc: Mike Costello, Washington Office
State Planning Office

Identical letter sent to:

Senator Pete Domenici
Rep. Manuel Lujan
Rep. Harold Runnels

57-665 O - 75 - 11

SLO COMMENTS

Amendment 1,2 FUNDING/Section 2 (c) (1), Section 2 (c) (2)

Present Wording: OTHER REVENUES. --In addition to the sum of the revenues and collections estimated by the Secretary of the Interior to be covered into the fund pursuant to this section, as amended, they are authorized to be appropriated annually to the fund out of any money in the Treasury not otherwise appropriated such amounts as are necessary to make the income of the fund not less than $200,000,000 for each of the fiscal years 1968, 1969, and 1970, and not less than $300,000,000 for each fiscal year thereafter through June 30, 1989.

Proposed Wording: "In section 2 (c) (1), strike '$200,000,000' and the remainder of that sentence and insert in lieu thereof '$450,000,000 for fiscal year 1976, $625,000,000 for fiscal year 1977 and $800,000,000 for fiscal year 1978 and for each fiscal year thereafter through June 30, 1989.'"

Present Wording: (2) To the extent that any such sums so appropriated are not sufficient to make the total annual income of the fund amount to $200,000,000 or $300,000,000 for each of such fiscal years, as provided in clause (1), an amount sufficient to cover the remainder thereof shall be credited to the fund from revenues due and payable to the United States for deposit in the Treasury as miscellaneous receipts under the Outer Continental Shelf Lands Act, as amended (43 U.S.C. 1331 et seq.): Provided, That notwithstanding the provisions of section 3 of this Act, moneys covered into the fund under this paragraph shall remain in the fund until appropriated by the Congress to carry out the purpose of this Act.

Proposed Wording: "In section 2 (c) (2), strike 'amount to $200,000,000 or $300,000,000 for each of such fiscal years, as' and insert in lieu thereof 'equivalent to the amounts'."

NASORLO POSITION: NASORLO supports amendment of Section 2 (c) (1) and Section 2 (c) (2) of the Land and Water Conservation Fund Act as proposed in H-17346.

It is our feeling a phased increase in funding has two advantages. It allows the states ample time to prepare for effective utilization of increased monies, while providing increased resources to meet demonstrated needs across the nation.

NASORLO would also support amendment of the organic act to provide for 70/30 match to states and localities for acquisition purposes, provided that the granting of such match remains at the discretion of the states.

SLO COMMENTS

Amendment 3 STATE/FEDERAL SPLIT/Section 5 (a)

Present Wording: ALLOCATION.--There shall be submitted with the annual budget of the United States a comprehensive statement of estimated requirements during the ensuing fiscal year for appropriations from the fund. In the absence of a provision to the contrary in the Act making an appropriation from the fund, (i) the appropriation therein made shall be available in the ratio of 60 per centum for State purposes and 40 per centum for Federal purposes, but (ii) the President may, during the first five years in which appropriations are made from the fund, vary said percentages by not more than 15 points either way to meet, as nearly as may be, the current relative needs of the States and the Federal Government.

Proposed Wording: "In section 5 (a) delete all of the second sentence and insert in lieu thereof:
'The appropriation from the fund shall be available in the ratio of 60 per centum for State purposes and 40 per centum for Federal purposes.'"

NASORLO POSITION: NASORLO supports maintaining the 60/40 state/federal allocation, and thereby supports the proposed amendment which formalizes this allocation ratio.

SLO COMMENTS

Amendment 4 STATE ALLOCATION CEILING/Section 6 (b) (2)

Present Wording: (2) three-fifths shall be apportioned on the basis of need to individual States by the Secretary in such amounts as in his judgement will best accomplish the purposes of this Act. The determiniation of need shall include among other things a consideration of the proportion which the population of each State bears to the total population of the United States and of the use of outdoor recreation resources of individual States by persons from outside the State as well as a consideration of the Federal resources and programs in the particular States.

The total allocation to an individual State under paragraphs (1) and (2) of this subsection shall not exceed 7 per centum of the total amount allocated ot the several States in any one year.

Proposed Wording: "Section 6 (b) (2) is amended by deleting '7 per centum' and inserting in lieu, '10 per centum'."

NASORLO POSITION: NASORLO opposes the proposal to increase from 7 per centum to 10 per centum the maximum amount of any one year's apportionment that a state can receive, since this would increase the apportionment to a few states by several million dollars and correspondingly reduce the amount normally distributed to all the rest of the states. NASORLO would, however, support language to amend Section 6 (b) (2) as follows:

Change the period to a comma following the word "year" at the end of the second paragraph, and insert the following: "provided that a state may receive up to 10 per centum of the total amount allocated to the several states in any one year provided that any amount over 7 per centum shall be paid only from the contingency reserve of the Secretary."

This amendment would allow those states which receive close to 7 per centum of the initial allocation to retain eligibility to apply for monies from the Secretary's Contingency Fund on an equal basis with all other states.

SLO COMMENTS

Amendment 5 LOCAL CONSULTATION/Section 6 (d)

Present Wording: No change in wording, amendment added on.

Proposed Wording: "In section 6 (d) at the end of the second sentence, change the period to a colon and add the following:
'Provided, that no plan shall be approved unless elected officials of local governmental units and representatives of multijurisdictional planning entities (where appropriate) are consulted in the preparation of the plan.'"

NASORLO POSITION: NASORLO is strongly in favor of the concept of local involvement, and feels that Sections 630.1.2.D of the LWCF Grant in Aid Manual and proper adherence to the OMB Circular A-95 process provide appropriate mechanisms to insure local involvement in the Statewide Comprehensive Outdoor Recreation Plan process.

NASORLO feels that the proposed amendment of Section 6 (d) is superfluous, and we are not in favor of the amendment.

SLO COMMENTS

Amendment 6 SHELTERED FACILITIES/Section 6 (e) (2)

Present Wording: No change in wording, amendment added on.

Proposed Wording: "Section 6 (e) (2) is amended by adding at the end thereof the following:
'Notwithstanding any other provisions of this Act, not more than 25 per centum of the total amount allocated to a State in any one year under this Act for recreation purposes may be approved by the Secretary for the planning and development of sheltered facilities for recreation activities normally pursued outdoors within areas where the Secretary determines that (1) the severity of climatic conditions provides no feasible or prudent alternative to serve identified unmet demands for recreation resources; and (2) the increased public use thereby made possible justifies the construction of such facilities.'"

NASORLO POSITION: NASORLO strongly supports the concept embodied in this amendment.

SLO COMMENTS

Amendment 7 EVALUATION/Section 6 (f)

Present Wording: No change in wording, amendment added on.

Proposed Wording: "Section 6 (f) is amended by adding at the end thereof the following:
'Each state shall be required to evaluate its grant programs annually under guidelines set forth by the Secretary. Such evaluation and the publication of same shall be eligible for funding on a 50/50 matching basis. The results of the evaluation shall be annually reported on a fiscal year basis to the Bureau of Outdoor Recreation, which agency shall forward a summary of such reports to the Committees on Interior and Insular Affairs of the United States Congress. Such report to the Committees shall also include an analysis of the accomplishments of the Fund for the period reported, and may also include recommendations as to future improvements for the operation of the Land and Water Conservation Fund Program.'"

NASORLO POSITION: Evaluation of the state program is on-going, in one form or another at the present time. State programs in turn are annually evaluated by state governors, legislators and the Bureau of Outdoor Recreation, and accountability and high visability of this program are well known. To add additional evaluation requirements would be duplicative, burdensome, and unnecessary to the continued administration of the state effort, we therefore oppose the amendment.

SLO COMMENTS

Amendment 8 SIGNING/Section 8

Present Wording: Sec. 8. Monies derived from the sources listed in section 2 of this Act shall not be available for publicity purposes.

Proposed Wording: "In Section 8, delete 'purposes.' and insert in lieu of the following:
'purposes: Provided however, That in each case where significant acquisition or development is initiated, appropriate standardized temporary signing may be located on or near the affected site, to the extent feasible and practical, so as to indicate the action taken is a product of funding made available through the Land and Water Conservation Fund. Such signing may indicate the per centum and dollar amounts financed by Federal and non-Federal funds, and that the source of the funding includes monies derived from Outer Continental Shelf receipts. The Secretary shall prescribe standards and guidelines for the usage of such signing to assure consistency of design and application.'"

NASORLO POSITION: NASORLO believes that the LWCF Grant in Aid Manual Section 685.4.1 - 2 - 3 adequately provides for suitable signing at LWCF project sites.

SLO COMMENTS

Amendment 9 HISTORIC PRESERVATION/Title II

Present Wording: None.

Proposed Wording: THE NATIONAL HISTORIC PRESERVATION ACT (80 Stat. 915; 16 U.S.C. 470), as amended, is further amended as follows:

"Section 108 is amended to read as follows:

'Sec. 108. To carry out the Provisions of this Act, there is hereby established the historic preservation fund (hereafter referred to as the 'fund') in the Treasury of the United States. During the period commencing July 1, 1975, and ending June 30, 1989, there shall be covered into such fund $75,000,000 for fiscal year 1976, $75,000,00 for fiscal year 1977, and $100,000,000 for fiscal year 1978 and each fiscal year thereafter, from revenues due and payable to the United States under the Outer Continental Shelf Lands Act (67 Stat. 462, 469), as amended (43 U.S.C. 1338), and/or under the Act of June 4, 1920 (41 Stat. 813), as amended (30 U.S.C. 191), notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury. Such moneys shall be used only to carry out the purposes of this Act and shall be available to expenditure only when appropriated by the Congress. Any moneys not appropriated shall remain available in the fund until appropriated for said purposes: Provided, That appropriations made pursuant to this paragraph may be made without fiscal year limitation.'"

NASORLO POSITION: NASORLO supports the proposed amendment of Section 108 of the National Historic Preservation Act.

NORTH DAKOTA STATE OUTDOOR RECREATION AGENCY

State Office Building, 900 East Boulevard,
Bismarck, N. D. 58501 (701)224-2430

December 16, 1974

AIRMAIL

Honorable Henry M. Jackson
Chairman, Interior & Insular
Affairs Committee
137 Russell Senate Office Building
Washington, DC 20510

Dear Senator Jackson:

This letter is in response to your correspondence of November 20, requesting our consideration and comments including, but not limited to, the 1969 Draft Plan prepared by the Bureau of Outdoor Recreation, the 1973 Outdoor Recreation Plan and a review of national recreational priorities in context with other goals and objectives.

In reviewing the two Nationwide Outdoor Recreation Plans, a number of essential recommendations were included and should be incorporated at the earliest possible date. The 1973 formal plan was lacking in precisely those recommendations which are most urgently needed. That is, as indicated on page 22, the amount of additional recreation capacity needed to meet future demands; the amount of public and private investment required to meet those projected needs; and exactly where that additional capacity will be required. It is our feeling that without such information, a nationwide outdoor recreation plan can not be effective in meeting the needs of today, let alone the projected needs of the future.

Both plans identified the need for an inventory of land and water areas that should become part of the national public recreation heritage, and to improve the management and administration of these recreation resources. These critical areas should be identified as quickly as possible through the leadership of the Bureau of Outdoor Recreation in conjunction with all federal and state agencies having an interest in the recreation resource. The Land and Water Conservation Fund should be increased on a phase basis to allow for the acquisition and preservation of those critical areas.

AGENCY MEMBERS

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Governor of North Dakota
Chairman

Vernon Fahy
Executive Officer
State Engineer
State Water Commission

Walter R. Hjelle
Commissioner
State Highway Department

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State Game & Fish Dept.

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Superintendent
State Historical Society

Dr. Robert Johnson
State Forester

Dr. James Amos
State Health Officer

General L. A. Melhouse
State Adjutant General

The Legacy of Parks Program should be continued and accelerated. In addition, increased study should be given to the possible transfer of other federal properties which are now excess to the needs of those administering agencies. A number of military installations near our seacoast cities are some prime examples of where the recreation resource might be enhanced.

Public access to our large federal holdings in some western states needs to be improved. Those areas where access must be obtained through private holdings should be identified and public access provided.

The states with federal direction, should complete land use plans which should incorporate an inventory of existing uses, a detailed program of recommended useage patterns and a program for implementing same.

The demand for regional parks should be identified through regional, interstate and interagency cooperation. A coordinated nationwide approach to the methodology used in compiling State Comprehensive Outdoor Recreation Plans would be helpful in meeting regional, intra and interstate needs.

The Bureau of Outdoor Recreation should also identify those areas of our nation where additional privately-owned recreation facilities development is needed and should work towards obtaining a desirable balance of private-public recreation facilities. This balance could be further enhanced by the passage of laws that would enhance desirable private recreation development through tax incentives or other means.

The 1969 Draft Plan listed a number of new approaches that could be utilized in meeting our recreational needs. Among these are the following, which we feel should be given increased attention.

Site specific planning and programming in meeting our urban recreation needs should be conducted by the Bureau of Outdoor Recreation. These programs should be conducted in conjunction with the appropriate state and city governments. Additional funding should be provided urban areas through the Land and Water Conservation Fund Program for increased open space and park development programs. This funding should be made available to those states with critical urban needs. This program of increased funding should not be done at the expense of the rural states, however. A special fund as part of the Land and Water Conservation Fund grant-in-aid program could be established to meet those badly needed urban recreational needs.

The Department of Interior should initiate a technical assistance program whereby public and private agencies could participate and supply their particular skills to help solve urban recreation problems.

We would further recommend that all major cities above a minimum population level prepare recreation and open space plans in conjunction with their city-wide planning efforts. This level of participation could and should vary quite dramatically from state to state, dependent upon population levels.

The recommendations for a national environmental account and a national recreation directory as outlined on page 15 of the Draft Plan should be encouraged. Recommendations for a government wide system of recreation program planning and evaluation as recommended on page 17 should be incorporated.

In addition, methods should be developed to alleviate the visitation pressures brought upon our national park system. A realistic reservation permit system should be encouraged. In addition, greater utilization for public outdoor recreation of other large federal holdings managed by the U.S. Forest Service, Corps of Engineers, Bureau of Land Management, etc., could be established.

Increased emphasis on the less consumptive uses of our outdoor areas should be recognized. Federal funds should be provided states through the Federal Aid Highway Program for bikeway development. Such funds should be specifically earmarked for bikeway and recreational trail development and be in addition to the regularly apportioned highway funds.

Greater emphasis should be placed on open space areas in conjunction with urban recreation programs. Such areas could be used for nature study, hiking, and other non-consumptive uses.

Increased attention should be given the Upper Great Plains area where extensive coal development is now planned. A balance must be struck between the development interests on the one hand, and the preservation of natural resources on the other. The Northern Great Plains Resources Study should be incorporated in this planning effort. In addition, some form of impact aid should be made available to provide recreational opportunities for the people who must live in these affected areas.

In our efforts to curb inflation and lessen the impact of unemployment, greater consideration should be given to the creation of federal public service employment such as the CCC's or the Youth Conservation Corps.

Greater utilization of our school recreational programs should be initiated. As a part of this effort, the enclosure of outdoor swimming facilities administered by school or city entities should be encouraged. This is particularily critical in the northern tier of states.

A national water policy should be formulated and would be of great assistance to those states now being affected by intensive energy development.

Time permitted, at best, a cursory review of the two planning documents. We hope that the above will be of some use to your Committee on Interior and Insular Affairs. If we should be able to provide more specific information on any of the above recommendations, please feel free to contact us.

Sincerely yours,

Gary Leppart

Gary Leppart
State Liaison Officer

djg

STATE OF NEW YORK
PARKS AND RECREATION
ALBANY

ALEXANDER ALDRICH
COMMISSIONER

December 16, 1974

Dear Mr. Ridenour:

Thank you for transmitting the Draft of the Nationwide Outdoor Recreation Plan to us with your letter of December 2, 1974.

The Plan is essentially developed from technical reports which we had contributed to, and had reviewed and commented on last spring. Many of our previous concerns were rectified and we feel that the Plan dramatically illustrates the needs of New York and surrounding states.

Consequently we feel that it would not be useful to develop additional comments in the short review period allowed for this version of the Plan, printed for the Senate Committee on Interior and Insular Affairs.

Sincerely,

cc: Senator Henry M. Jackson

Mr. James M. Ridenour
The Council of State Governments
Iron Works Pike
Lexington, Kentucky 40511

CB:lmc

State of North Carolina
Department of
Natural and Economic Resources
Raleigh 27611

JAMES E. HOLSHOUSER, JR.
GOVERNOR

JAMES E. HARRINGTON
SECRETARY

TELEPHONE
AREA CODE 919-829-4984

December 19, 1974

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

Dear Senator Jackson:

Thank you for your letter of November 20 soliciting North Carolina's comments on the draft Nationwide Outdoor Recreation Plans. Unfortunately, we did not receive copies of the draft plans until mid-December. Our Recreation planning staff is now diligently endeavoring to review and comment on these proposals.

In the meantime, if your staff can provide us with other pertinent information, we shall be most happy to incorporate this in our review. Again, we appreciate your desire to include North Carolina's views in your study, and we look forward to working with you.

Yours truly,

James E. Harrington

JEH/mrl

DAVID HALL GOVERNOR
GEORGE NIGH LT. GOV. - CHAIRMAN

Oklahoma Tourism and Recreation Department

500 WILL ROGERS BUILDING
OKLAHOMA CITY 73105

DEC 15 1974

December 12, 1974

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

Re: Evaluation of a Nationwide Outdoor Recreation Plan,"A Recreation Imperative" (1969), and a Revised Plan, "A Legacy For America" (1973)

Dear Senator Jackson,

Thank you for your interest in Oklahoma's review and evaluation of the subject plans.

Although staff shortages and lack of time preclude a comprehensive asssessment of this magnitude, a cursory examination reveals no major points with which we can take issue. In general, we concur with the findings and recommendations, particularly as discussed in the so-called "Hickel Plan". As a matter of fact, we find this plan, entitled "A Recreation Imperative", to more closely represent our needs with respect to a federal assistance device. It is more definitive, more comprehensive, its content and format more useful. We conclude that it is more compatible with reality, and we are pleased to report that we frequently refer to it, finding it a more reliable tool. Quite frankly, we were somewhat disappointed with the revision, "A Legacy for America". It is an attractive 'library piece', but is far too limited for useful planning guidance.

We suggest, Senator, that the committee, in its quest to identify opportunities and options for improvements in federal recreation policy, strongly consider the establishment of certain objectives which have heretofore been overlooked or discounted. These include:

1. Annual procedures at the federal and state levels for evaluating outdoor recreation plans and programs in the light of their socio-economic and environmental accountability. Such evaluations are essential to viable resource preservation and management, and to positive and constructive implementation;

2. Establishment of processes which will assure a federal grants-in-aid program secure from political manipulation and adequate to support continuity in longe range planning;

3. The implementation of measures whereby federal offices concerned with outdoor recreation will possess the staff capability

and inclination to assess state plans according to a state's problems and objectives, rather than through a manual applicable to all states, regardless of their singular resources and political philosophies.

Again, Senator, thank you for your interest and for the opportunity to comment.

Sincerely,

Chris Therell Delaporte
State Liaison Officer

CTD/ny

DEC 23 1974

OREGON STATE HIGHWAY DIVISION

HIGHWAY BUILDING • SALEM, OREGON • 97310

TOM McCALL
GOVERNOR

F. B. KLABOE
Administrator of Highways

December 18, 1974

Senator Henry M. Jackson, Chairman
Committee on Interior & Insular Affairs
U. S. Senate
Washington, DC 20510

Dear Senator Jackson:

Relative to your letter of November 20, 1974, we have reviewed the 1969 and 1973 versions of the Nationwide Outdoor Recreation Plan. Our comments are passed along for your consideration.

Generally we found the two plans to be quite satisfactory. Both focused on the central problems of providing expanded opportunities for outdoor recreation and preserving significant natural, historic, and recreation areas. The 1969 plan seemed to lean more toward preservation and toward increasing the importance and effectiveness of federal participation; the 1973 plan was oriented more toward recreation and non-federal participation. The 1973 plan was perhaps the more appealing of the two since it gave more responsibility to state and local governments, but both plans offered concrete proposals for meeting the challenges of outdoor recreation in the future.

Most of our comments were in regard to specific policies and action programs. These comments are summarized below.

1. It was our feeling that the policies should have lent greater encouragement to the establishment of regional or multi-state planning efforts. Such efforts would seem to offer great benefits for outdoor recreation particularly in the areas of research, data collection, and planning.

2. We felt that the policies should have stressed greater cooperation and coordination between state and local agencies on one hand and federal land-holding agencies on the other. Federal agencies control more than 50 percent of the land area in Oregon. Without a workable program of

information exchange and perhaps joint efforts on planning and administration, it is almost impossible for a state agency such as ours to do an effective job of recreation planning on a statewide basis. Our recommendation would be a policy which called for greater and more systematic contact between federal and state/local agencies and which perhaps went so far as to establish a procedure for reviewing and evaluating one another's plans. The federal agencies might also be directed to pay more attention to SCORP, the Statewide Comprehensive Outdoor Recreation Plan.

3. It was our feeling that more attention should have been given to encouraging programs of applied research for the purpose of refining present planning methodology, particularly as it applies to planning at the state level. Present policy statements (1973 plan, pp. 63-64) call for a limited amount of research, but it is not clear whether the research is theoretical or applied or how states such as ours would benefit from it.

4. We felt that the policies should have put greater emphasis on lease agreements and other arrangements by which states and local agencies could secure the use of federal lands.

5. We felt that more attention should have been placed on coordinating recreation planning with other types of planning--transportation, land use, utility, etc.

6. We felt that some attention should have been given to the mechanism by which the policies and action programs will be carried out. Will the policies have the force of law? Will all federal agencies having an interest in outdoor recreation be compelled to live up to them?

Many of the policies in the 1973 plan bear a close resemblance to the recreation policies currently being considered for adoption by the State of Oregon. Like the federal policies, the state's are directed toward more effective use of recreation resources and toward greater cooperation and coordination among recreation suppliers. And like the federal's, the state's are aimed at greater public involvement in the planning process. Probably

the principal difference between the two sets of policies is the importance attached to the Statewide Comprehensive Outdoor Recreation Plan. The state says that SCORP is the core document for recreation planning in Oregon--that all recreation planning should bear some relationship to the needs and priorities identified on its pages. The federal policies hardly mention SCORP at all.

We in Oregon have been looking for some time, at the relationships between recreation and such state and national concerns as unemployment, inflation, the energy shortage, and the problems of urban areas. It is our belief that the recreation community can and should play a major role in finding solutions to at least some of the nation's difficulties.

For example, the current policy in the Oregon State Park System of emphasizing the developing of day use facilities within easy driving distance or urban centers is an attempt in part, to hold down the consumption of gasoline while at the same time helping to improve the quality of urban life. Similarly, the Park System's special programs--Willamette River Greenway, Scenic Waterways, Historic Preservation, Recreation Trails--are designed to upgrade the quality of life by preserving key parts of Oregon's landscape and providing a diversity of recreation experience.

While these programs and policies are not an ultimate solution to the nation's difficulties, we firmly believe they are a step in the right direction. What is needed in our estimation is greater teamwork on the part of recreation suppliers and a deeper commitment to excellence in the provision of recreation opportunities.

Should you require testimony or additional information prior to preparation of the final committee report, we would be more than happy to oblige.

Very truly yours,

David G. Talbot
State Parks Superintendent

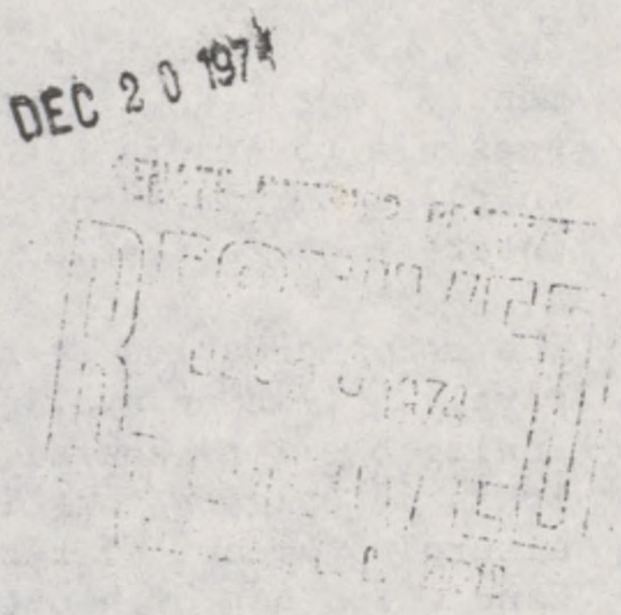
DGT:db

cc: George Baldwin
Fred Klaboe
Chuck Odegaard
Stan Francis
Steve Bly
Gary Scott
Webb Bauer

SOUTH Dakota
Department of Game, Fish and Parks
Pierre, South Dakota 57501 · Phone 224-3387

Office of The Secretary

December 13, 1974



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

Dear Senator Jackson:

Thank you for the opportunity to review and comment on both the 1969 draft of the Nationwide Outdoor Recreation Plan and the 1973 formal plan. Review and comment on these documents is rather difficult since much of the material, specifically the 1973 formal plan, is very broad and generalized and determinants are not specifically defined. A cursory overview of both plans provided the basis for the following brief comments.

The 1973 plan appears to be a broad policy and goal-setting type of document being very general in nature. The policies and actions recommended in the plan are not specific and for this reason would be extremely difficult to use for decision making purposes.

Several improvements could properly be included in a plan of this nature, including, but not limited to the following: 1.) The plan does not recommend any specific projects or actions which would have a significant impact. 2.) Costs and risks of each major recreation action or recommendation of the Plan and the alternative should be individually described and evaluated. 3.) No recommendations are made regarding Indian lands. 4.) Very little attention was given to site-specifics. 5.) There is no suggested implementation program for any stage of development in the plan. 6.) It should be realized that most programs can be implemented more effectively and efficiently at the state and local level of government than federal since these agencies are most familiar with the needs and problems.

The 1973 Plan is a generalization of such magnitude that it fails to produce any sort of directional guidance to the solution of the Nation's recreational needs. There are many suggestions, but no solid means of achievement. In reality, it will serve as a heck of an expensive paper weight which should be replaced with an updated version of the 1969 draft plan.

SOUTH DAKOTA
GAME, FISH & PARKS

The 1969 draft of the Nationwide Outdoor Recreation Plan contains many valid recommendations which should be considered.

The one obvious downfall of this plan, for the State of South Dakota, is that it is almost entirely urban oriented. It would be a grave mistake to use 75 percent of the total Land and Water Conservation Fund to serve the day-use needs of major cities, as proposed on page 301. This would, of course, agree with current trends of encouraging less travel for economic and energy reasons. However, the long range affect on the rural areas, where true recreational experiences occur, would be detrimental.

The Open Space Land Program should not only be expanded in urban areas, as recommended, but also in rural areas as well. Land acquisition should be expanded wherever possible to ensure future generations sufficient area for recreational purposes. To place emphasis on high priced urban lands would not necessarily be in the best interest of recreation.

The recommendation stating that State and local governments which are not effectively utilizing available public land, water and facilities for recreation be ineligible for Federal financial assistance, does not conform to current policy. It is my opinion that it would be extremely improbable that any agency could have a surplus amount of recreational land, regardless of the type of utilization. Land which has high potential for recreation and is lost could quite possibly become an irretrievable resource. Land acquisition has always been the number one priority for the Bureau of Outdoor Recreation. It would be much better if lands were purchased and held on reserve for future development.

Both of these documents do contain some helpful recommendations. The principal thrust is to urge coordination among all governmental agencies, which is always a good point. They do provide the basis which could result in a true working document.

If I can be of any further assistance, please feel free to contact me.

Sincerely yours,

John Popowski
Secretary

By: Lonnie Henriksen
Lonnie Henriksen
Outdoor Recreation Planner

JP/LH/rh

TEXAS
PARKS AND WILDLIFE DEPARTMENT

JAN 2 1975

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San Antonio

RECEIVED
1974

December 30, 1974

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

Dear Senator Jackson:

Thank you for your letter requesting comments regarding the 1969 and 1973 National Outdoor Recreation Plan documents. In response, the attached material presents our most significant comments.

Unfortunately, we did not receive the documents until after calling Mr. Verkler on December 6, at which time we indicated there would be a slight delay in completion of the review. To minimize this delay, I am forwarding our comments on the two National plans now and will forward our comments relating to outdoor recreation and the specified National concerns in the near future.

I would like to take this opportunity to extend my appreciation to the Senate Committee on Interior and Insular Affairs for the opportunity to aid in their deliberations and hope our comments will assist in determining better ways and means to provide needed recreation opportunities for our citizens.

If I may be of any further assistance, please let me know.

Sincerely,

CLAYTON T. GARRISON
Executive Director

CTG:JCR:nw

Enclosure

ATTACHMENT I

COMMENTS RESULTING FROM REVIEW OF
1969 and 1973 NATIONAL OUTDOOR RECREATION PLAN DOCUMENTS

COMMENTS REGARDING THE 1969 DRAFT OF THE NATIONAL OUTDOOR RECREATION PLAN

1. In general, the document is judged to present an admirable job of meeting the Basic Congressional mandate contained in P.L. 88-29, i.e., to "Formulate and maintain a comprehensive nationwide outdoor recreation plan... The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs." Certainly the document would meet those requirements. It is unfortunate the 1969 draft document was not released when published. The wealth of detail, regional information, and national results, had they been available, would have provided significant guidance and direction to state planning efforts. Notably, much of the information could have been utilized as points of comparison for similar analyses in Texas. As a result, the relative urgency of recreation needs might well have been emphasized to a greater degree at an earlier date.

2. Since state comprehensive outdoor recreation plans are required to present significant detail, the document provides much information which could be utilized in comparing state, regional, and national recreation information.

   Specific detail concerning recreational supply, demand, and needs for many activities and on a national and regional scale is of special assistance to state recreation planning. Inclusion of this type of information in the document adds credence to recommendations and federal actions. In most cases the information appears to have been utilized to a great degree in formulating recommendations and actions presented in the document and thus they are well founded.

In summary, as indicated by the success of the Land and Water Conservation Fund and the overall accomplishments of Bureau of Outdoor Recreation, Department of the Interior, the expenditure of seven million dollars, the massive inventorying and classification, the recommendations and expertise of those who worked on the plan from 1963 to 1970 did not go for naught. The document approximates the type of plan being required of the states and provides much information of a viable nature to guide the future development of outdoor recreation opportunities in the United States.

COMMENTS REGARDING THE 1973 DRAFT OF THE NATIONAL OUTDOOR RECREATION PLAN

1. In view of the 1969 draft of the National Outdoor Recreation Plan, the 1973 document has lost some of its effectiveness for use as a guide in national and state outdoor recreation planning. Mostly, the loss in effectiveness is due to a lack of detail presented in the 1969 draft. However, the document does present recommendations which can guide federal, state, local, and private entities in developing additional recreational opportunities, although it does not exactly follow the format suggested by the Bureau of Outdoor Recreation for state comprehensive outdoor recreation plans. Had the format been more closely followed, states would have a model and example which could more easily be followed in developing updated state plans.

2. Notably lacking in the document is the detailed supply-demand-needs relationship presented in almost every state plan and the 1969 document. Had this information been included, benchmark comparisons between national, regional, and state recreation situations could be made. As a result, priorities for opportunities could be more easily ascertained and presented in state plans, utilized by individual local governments and the private sector, and used in time series analysis of program effectiveness in the future.

3. It is suggested that the document might be altered to reflect heavier emphasis on what federal recreation entities can do to help streamline the provision of recreation opportunities. For example, consolidation of all federal recreation grant-in-aid programs under one agency would aid significantly in speeding the evaluation, planning, and provision of recreation opportunities. Local governments are faced with several programs in seeking assistance, and each program has a different set of requirements for applications, project procedures, eligible project features, etc. Almost all levels of government would benefit if such a consolidation were affected.

4. The 1973 document would greatly aid the individual states if it were to provide some guidance as to what the federal government will do in the future regarding updating of the National Outdoor Recreation Plan. With this information, greater coordination among federal and state planning efforts might be achieved.

In summary, the 1973 document is judged to be much less effective as a guide than the 1969 document. Detailed information regarding national and regional supply, demand, and needs relationships is of significant use to states in preparing state comprehensive outdoor recreation plans, and the detail is missing in the document. It appears as if many of the conclusions and recommendations in the plan are based on intuitive judgment rather than data. In addition, the document might have reflected more emphasis on streamlining the methods of provision of recreation opportunities from the federal to local governments, as well as presenting guidance for future efforts to update the plan.

TEXAS
PARKS AND WILDLIFE DEPARTMENT

COMMISSIONERS

JACK R. STONE
Chairman, Wills

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Vice–Chairman, Lubbock

PEARCE JOHNSON
Austin

CLAYTON T. GARRISON
EXECUTIVE DIRECTOR

JOHN H. REAGAN BUILDING
AUSTIN, TEXAS 78701

COMMISSIONERS

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Temple

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Beaumont

LOUIS H. STUMB
San Antonio

FEB 7 1975

February 5, 1975

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

Dear Senator Jackson:

I am pleased to forward our comments that the Senate Committee on Interior and Insular Affairs requested regarding interrelationships between recreation and national concerns (Attachments I and II). I forwarded our comments on the National Outdoor Recreation Plan documents to you on December 30, 1974. Together, the two sets of comments complete our response.

I look forward to hearing of the Committee's deliberations, and should you need additional information specific for Texas, please let me know. As a note of interest, we have just completed drafts of a major update of the Texas Outdoor Recreation Plan, which can provide detailed information regarding many aspects of recreation in Texas.

Again, my thanks for the opportunity to respond to the Committee's requests.

Sincerely,

CLAYTON T. GARRISON
Executive Director

CTG:JCR:lm

Attachments

TEXAS PARKS AND WILDLIFE DEPARTMENT
JOHN H. REAGAN STATE OFFICE BLDG.
AUSTIN, TEXAS 78701

ATTACHMENT I

COMMENTS REGARDING THE INTERRELATIONSHIPS
BETWEEN RECREATION AND NATIONAL CONCERNS

CONCERNING:

. . . Efforts to curb inflation and concurrently cushion the impact of unemployment, recreation could play a significant role. First, recreation areas and facilities are needed almost everywhere. Unemployment could be eased by establishing public service jobs to construct such areas and facilities, i. e., construction contracts for such public works could help increase jobs. Work of the CCC of the 1930's might serve as a guide in establishing legislation and programs. Programs could be established to assist in providing better urban biking, walking, landscaping, and other facilities development, better use of public and private easements for utilities, transportation, etc. Urban is mentioned specifically due to preliminary data indicating energy and economy related increased urban recreation participation, decreased numbers of trips to rural recreation areas, and need for a better urban recreation environment scene in general.

. . . Energy shortages and energy conservation programs, improving recreation opportunities in urban areas, regardless of size and location, could aid greatly. For example, a nationwide urban landscaping program, which would not necessarily be limited to recreation areas, could indirectly provide recreation opportunities while conserving energy. Planting trees throughout urban areas might significantly decrease energy usage through the shade and natural air conditioning effect trees provide. Landscape architects have long been aware of these effects. Such a program could visibly alter the urban environment, make urban areas more aesthetically pleasing, provide more oxygen, provide additional wildlife habitat, provide pleasing places for sitting, walking, climbing, etc.

In another light, federal restrictions on the use of private automobiles, through higher gasoline taxes or other such measures, could be expected to increase pressures on all recreation facilities close to home, especially for hike and bike trails, sidewalks, and other facilities. In addition, much of the recreational activity will be dictated by the father in a household, and providing new recreational facilities more tailored to provide him a close-to-home outlet, along with his family, would probably help somewhat.

. . . Social ills in urban areas, increased recreational opportunities could provide many benefits. First, a major percentage of crime in the United States is reported as involving teenagers. Possibly one reason could be that there is little for many teenagers to do after school, especially in the larger metro areas American affluence has released many children from duties at home, and with time on their hands, crime, the use of drugs, etc. have been presented as alternatives. After school recreational programs with appeal to teenagers could possibly alleviate some of these problems. The Recreation Summer Programs operated by the Department of Labor for the past several years have proved fairly successful in this area for the summer months.

Other problems relating recreation to urban social ills have been pointed out admirably in the National Recreation Access Study Recently completed in draft form for the Departments of Interior and Labor. Some of the findings of the study may offer ideas for additional consideration in developing legislation to ease urban social ills. Those findings pertaining to increased mass transit schedules for weekends, alternate modes of travel, vehicle design, safety, and service to recreational areas are particularly significant.

. . . Educational benefits which may be derived from recreational programs, increased opportunities could be afforded if additional activity were emphasized. Providing increased parks and recreational experiences is resulting in both direct and indirect educational benefits. Parks can provide educational opportunities fo nature study, improved awareness of natural ecosystems, social mixing, teamwork, physical development, and other experiences. Many of these benefits are particularly important to children, and some individuals in the recreation profession are urging that school children and teenagers be taught how to recreate. This may be particularly pertinent to the eastern and western seaboard metropolitan areas where individuals may have lost their sense of stewardship of the land a generation or two ago. Increasing vandalism in urban parks over the past few years tend to validate the concerns, and the problem may well increase if urbanization continues as in the past decade. There appears to be a group of people who do not know how to take care of the environment on an individual basis. Many individuals have never farmed, hunted, fished, etc., and providing increased and improved recreation opportunities, even to the point of teaching people how to recreate, may help.

. . . Land use planning, one of the prime concerns for current efforts in this area is improved conservation and management of recreation resources. Probably the most effective pieces of legislation for improved land use policy at the national level are the recent acts dealing with flood plains. Specifically, the provisions which relate to lending institutions may have far reaching positive effects. Hopefully the coastal zone management and strip-mining programs currently under evaluation will provide help in these areas, and it will become more profitable to do a better job of land-use planning at the lending institution level. However, rapid moves in this area may prove inflationary, especially if negative incentives are employed.

. . . Environmental pollution, recreation opportunities are definitely detrimentally affected by air, water, and noise pollution. Although little is known concerning standards of air and water quality as they affect the recreationist, many factors relating to wildlife and fisheries habitats have been discovered. However, until such time as quantified information regarding the priority of recreation can be determined, difficulties will arise in judging the cost-benefit relationships involved in improving the environment simply for recreation purposes. Current efforts regarding environmental pollution are helping, but long-term results are yet to be determined.

Additionally, the requirement for improved methods in utilizing natural resources is becoming more urgent. Increasing populations, with attendant pressures on food, energy, and space will increase the need for more formalized, coordinated, and accurate planning.

. . . Preservation of critical ecological and natural areas, there is much confusion as to the recreation benefits which may accrue from increased efforts in these areas. However, there is no national program specifically established for the improved management of such areas, and acquisition and protection of non-federal areas must compete with more intensely developed recreation for available funds under the many grants-in-aid programs available. Additional funding for wildlife refuges, management areas, critical wildlife and fisheries habitats, and natural areas of known value would help. Improved coordination of federal actions in this area should be implemented, possibly through merging or increased systematizing of recreation functions among federal agencies. Another alternative might be to scrutinize regulations pertaining to the use of Federal Deposit Insurance Corporation loan guarantees to determine the feasibility of establishing mandatory consideration of ecological and natural areas features for loan requests when any land use change is foreseen.

. . . Enhancement of the urban environment, previous information has been presented which is related to this concern.

. . . Formulation of a national water policy, recreational interrelationships are especia important in Texas. Almost all inland water bodies in Texas are man-made, with rec reational areas af federal projects providing a relatively high percentage of the state's public recreational opportunities. Less than 2% of the total state area is in public ownership. As a result of these factors, Texans heavily utilize water, especially that administered by federal agencies, in pursuing recreational opportunities. Changes in national water policies, therefore, have very real long-term effects on recreation in Texas. Basically, water policy at the national level should insure that all federally financed water projects provide optimum opportunities for recreation on shorelines, beaches, etc. Public Law 89-72, the Federal Water Projects Recreation Act, should be scrutinized for the effects that the local and state government cost-sharing provisions are having and could be expected to have on water-related recreation opportunities, to include hunting and fishing. Better distribution of funds for water-related recreation among the various states may also be needed. Many western states with relatively high proportions of their land in public ownership may be receiving a disproportionate share of federal water-related funds for recreational improvements.

Many states have recently begun or completed studies relating to the establishment of state recreational waterways systems. National water policy should provide safeguards that federally financed water projects adequately consider these waterways, while encouraging states to create the systems. National water policy should also insure that federally financed projects do not depreciate recreational water quality within river basins.

ATTACHMENT II

ADDITIONAL CONCERNS

Use of Land and Water Conservation Funds - The relative importance of the Land and Water Conservation Fund in Texas is significant. Currently, the annual appropriation the state receives is utilized to its maximum, and the State Parks System and local governments rely on the monies to provide recreational opportunities. As has been noted previously, less than 2% of the land area in the state is in public ownership, and the impact of changes in the Land and Water Conservation Fund appropriations levels can have far-reaching effect on the provision of recreational opportunities. Estimates compiled from five-year recreation area acquisition and development surveys in Texas has revealed that local governments planned to spend 30 to 31 million dollars annually for new and improved recreational opportunities over the period 1971-1976. However, the same surveys revealed that the local governments planned to utilize Land and Water Conservation Fund assistance for 16 to 17 million dollars annually in their projects. In contrast, the state historically has received approximately 4.1 million dollars annually for allocation among local governments, as well as for the State Parks System. Clearly, implementation of local government plans is contingent upon federal funding, dependent to a significant degree upon Land and Water Conservation Funds, and being held back by a general lack of funds. Increased Land and Water Conservation Fund appropriations at the national level, more liberal rules and policies regarding the allocation of funds not utilized by some states, and more equal and liberalized use of the Secretary of Interior's Contingency Funds would greatly aid in providing additional opportunities.

Mitigation of Federal Water and Other Projects - Mitigation of Federal Water and other types of projects is of extreme importance in Texas. Reference to manmade water bodies, the percent of state land in public ownership, and importance of water-related recreation in the state has been noted previously, and the impact of federal policy changes regarding these factors is clearly evident.

However, additional significance can be attached to national policy changes when the demand upon the state's natural and mineral resources is discussed. Increased competition for finite land and water resources is illustrated in one way by depicting rural land value changes reported in the recent past. These values, currently placed at a median of $400 per acre, increased 14% during the first six months of 1974.[1] A record increase of nearly 20% statewide was reported for 1973.[2] The increasing values of land for all purposes, when compared with an estimated 1980 statewide deficit of 3,322,724 acres of hunting lands, and the non-federal cost-sharing restrictions on federal water projects (P.L. 89-72), poses extremely difficult and complex problems for the state to try to solve. Strong mitigation measures at federal projects and increased federal emphasis on providing more recreational facilities at and downstream from existing and planned federal water and other projects could present very real opportunities in meeting a significant portion of the state's recreational and wildlife habitat needs. Without stronger measures, these opportunities may be lost, and the relative costs of providing new recreational facilities, fish and wildlife resources, and providing new hunting opportunities will continue to increase.

[1]Schmedemann, I. W.; Rannau, R. M.; and Wooten, A. B.; "Dynamics of the Rural Land Market," Texas Agricultural Progress, Vol. 20, Fall, 1974, No. 4, pp. 4-6, Texas A & M University Agricultural Extension Service

[2]Schmedemann, I. W.; Wooten, A. B.; and Ronnau, R. M.; "Rural Land: Market in Transition, Texas Agricultural Progress, Vol. 20, Summer, 1974, No. 3, pp. 12-15, Texas A & M University Agricultural Extension Service

STATE OF UTAH
DEPARTMENT OF NATURAL RESOURCES
438 STATE CAPITOL / SALT LAKE CITY, UTAH 84114

CALVIN L. RAMPTON
Governor

GORDON E. HARMSTON
Executive Director

SENATE INTERIOR COMMITTEE
RECEIVED
DEC 18 1975
WASHINGTON, D.C.

February 7, 1975

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

Dear Senator Jackson:

We thank you for your indulgence while we have been preparing this response. We congratulate you and your Committee's efforts in promulgating the major work by the Outdoor Recreation Resources Reviev Commission; the significant unpublished draft of the Nationwide Plan, The Recreation Imperative; and other documents and information that have heretofore been unavailable, out of print, or inconvenient to acquire when needed. The publications obviously achieve a continuity that enhances the administrator's, planner's, and professional recreationist's understanding of the evolution of federal recreation policy.

My staff was elated to have these publications available as references. At my request, they make the following comments:

1. The two publications are greatly appreciated due to the wealth of information available for use in the State outdoor recreation planning process.

2. After our review of Outdoor Recreation: A Legacy for America last year, it was our opinion that the Nationwide Plan was not really a "plan" per se. It was far too general, lacked clear statements of goals and problems, and lacked quantitative values against which the Nation's or any state's progress could be measured or assessed. For your information we have included a copy of the Sport Fishing Institute Bulletin, March, 1974.

3. The Recreation Imperative has an excellent format which makes it easy to pick out salient points and observations. It gets down to the "how to's" of meeting needs, and appears to be much broader in scope than the published Nationwide Outdoor Recreation Plan. It discusses fiscal commitments necessary to meet identified outdoor recreation needs, and whether they are accurate or not, they at

least provide a baseline to improve upon, or a guideline from which to make more realistic estimates of expenditure needs. In other words, it's better than nothing. The Recreation Imperative also provides empirically based standards that are sensitive to regional differences; e.g., boating needs, pages 132-135. Although in Utah launching lanes and capacities to launch and load craft in a prescribed period of time are most critical, boat access parking and moorings are also important.

4. While both the published and unpublished Nationwide Outdoor Recreation Plans addressed "people needs" in terms of quality of life, social and psychological need for recreation, etc; the unpublished Recreation Imperative more consistently considers human needs in the evaluation of resource use for outdoor recreation. This is not only our opinion, but the opinion of a "people planner" consultant working under contract for the State of Utah.

5. The publications demonstrate to us the value of coordinated federal leadership and action in several areas: (a) instigating and promoting needed legislation; (b) providing a continuous process for assessing outdoor recreation needs, demands and activity trends, etc., and reporting these findings annually to the Congress and the states for their response and use; (c) coordinating, simplifying and making more effective the multiplicity of federal programs facilitating or impinging on outdoor recreation opportunities in the United States. For example, in Utah federal land managing agencies often formulate land use and recreation plans in apparent isolation from other important land use considerations on contiguous federal or non-federal lands. Regional or statewide concerns are usually not considered. With 67% of the State in federal ownership, such a practice could be prohibitive for outdoor recreation and other land uses.

We have noted that Land and Water Conservation Fund projects in our State in nearly every case have dramatically benefited the entire community, not only the immediate neighborhood; e.g., increased property values and stimulated property improvement and construction in the vicinity. Perhaps these important secondary effects should be more closely studied, interpreted, and then promulgated to substantiate the importance of recreation development in the process of beneficial land use and land use planning. I am certain these findings would encourage increased funding of the Land and Water Conservation Fund.

As State Liaison Officer to the Bureau of Outdoor Recreation for the State of Utah, and as immediate past president of NASORLO, I express my appreciation for the level of Land and Water Conservation Fund appropriations Congress has provided. However, this level of funding needs to be expanded. For Fiscal 1974-75 in Utah, we received requests for projects totaling over $16 million. We were able to fund only $4 million. We encourage a higher level of funding, and consideration of 70/30 matching for acquisition projects, and consideration of certain indoor recreation facilities.

Citizens of the State, including professional recreation leaders, are most enthusiastic about the Land and Water Conservation Fund and the planning process that supports it. May I add that we have received excellent support from the Mid-Continent Region of BOR. Rather than smothering state initiative, they have encouraged innovation and provided needed assistance. I have enclosed a copy of our State Comprehensive Outdoor Recreation Plan Summary for your use.

In conclusion, I think that any planning process requires continual reappraisal and improvement. Your Committee's activity is certainly appropriate in the total planning process. We appreciate this opportunity to reply, and if we can be of further assistance, please contact us.

Sincerely,

Gordon E. Harmston
Executive Director

Enclosures 2

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Fishing Bulletin

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No. 252 "The Quality of Fishing Reflects the Quality of Living" MARCH, 1974

RECEIVED
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APR 1 1974
Natural Resources

ADMINISTRATION POLICY FOR OUTDOOR RECREATION

Public Law 88-29, passed by the Congress in 1963, required that a Nationwide Outdoor Recreation Plan (NORP) must be prepared by the Department of the Interior and submitted to the Congress. Several years ago, a draft NORP was prepared by the Bureau of Outdoor Recreation (BOR), under leadership of its first Director, Dr. Edward Crafts, and submitted to the President. It never saw the light of day. Rumor has it that the Crafts NORP was "deep-sixed" because it proposed costly Federal land acquistion (about $5 billion) and significant Federal aid to the states for state and local programs to accommodate projected demands for publicly-owned outdoor recreation facilities. Evidently, the Administration was not quite ready, then, to match pious pronouncements with tangible dollars.

Now, following a decade of fumbling the outdoor recretion planning ball, the nation continues to wait, with increasing impatience, for the Administration to carry out that important Congressional mandate. The present Director of the Bureau of Outdoor Recreation, James G. Watt, has taken careful note of the Crafts rebuff. He has carefully avoided the "blunders" committed by Crafts in his good-faith, but naive, response to the Congressional mandate. Under Mr. Watts' careful guidance, the BOR has prepared (and the Administration has sent to the Congress) an eye-catching document, entitled OUTDOOR RECREATION—A LEGACY FOR AMERICA. Though billed as the first Nationwide Outdoor Recreation Plan (NORP)—it is, in fact, no plan at all. [Copies of this document, Stock Number 2416-00066, may be purchased for $3.45 each, postpaid, from the U.S. Government Printing Office, Washington, D.C. 20402.] At best, the BOR document is a first baby step toward development of the congressionally-mandated NORP, in the form of a gussied-up statement of Administration pdicy with respect to outdoor recreation development.

Planning has become a rather sophisticated process involving a number of significant and well defined steps. It is no longer a mysterious novelty on the conservation scene. The first steps in planning are to define the problems and goals, elements that are conspicuously absent in the context of the Congressional mandate. A series of introductory "plan objectives," stated as glib generalities, would seem to fall far short of meeting the directive to the Secretary of the Interior that is contained in P.L. 88-29, viz.:

> Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The Plan shall set forth the needs and demands of the public for outdoor recreation and the current and forseeable availability in the future of outdoor recreation resources to meet those needs. The Plan shall identify critical outdoor recreation problems, recommend desirable actions to be taken at each level of government and by private interests.

The BOR publication on Outdoor Recreation does succeed in achieving a hesitant first step en route to eventual development of a true NORP. It assembles together conveniently an array of more or less useful summary data, from various federal, state, and local sources, that have some pertinence to outdoor recreation. The effect that is achieved is that of a profusely illustrated outdoor recreational brochure of sorts. It can scarcely be used to locate any outdoor recreation facilities but it does convey a vaguely reassuring feeling of warmth that, by golly, there's something out there somewhere that I can enjoy when and if I can only find it somehow!

On the other hand, the BOR outdoor recreational brochure fails to come to grips with the question of future needs of Americans for outdoor recreation opportunities and facilities. There is no real attempt to project and estimate the dimensions of those needs, which is the second major aspect of the planning process. Not surprising, in consequence of that key omission, there most certainly are no concrete proposals or recommendation for actions required to meet any future outdoor recreation needs, which is the third major step in development of a Plan. There are, admittedly, clear indications of Administration policy guidelines toward outdoor recreation—in a word, keep it at the lowest priority level budget-wise. Consequently, the principal thrust is to urge coordination among all government agencies (always a good point) and other non-appropriative actions (many of which are also good as far as they go, which is a wholly inadequate distance).

The outdoor recreation policy brochure contains several directives for federal actions to increase recreation availability. They include identification of "superlative" areas needed to round out federal recreation lands and continue use of Land and Water Conservation Fund money to acquire and develop needed lands. In the process, however, a further prostitution is advocated of the already-weakened Land and Water Conservation Fund, to establish a higher proportion of the limited moneys for dis-

cretionary use by the Secretary of the Interior. The object is clearly to divert funds from the LWCF Act's original purpose—acquiring and developing low-cost rural and near-urban recreational lands (the vital natural resources base for meaningful outdoor recreational activities)—to the more politically-oriented inner-city projects involving high-cost acquisitions. This is one way, if Americans are so naive as to let it happen, of plastering over the void left by the expiration of the inner-city open-space program (formerly administered by the Department of Housing and Urban Development). A more forthright response to expiration of the latter would be to propose legislation to reactivate and extend that worthwhile former HUD open-space program.

Evidently, it is believed by the Administration that it can "get away with" this kind of politicized fiscal leger-demain at the expense of exurbia. The Administration may be taking some false comfort from its own subjective analyses of population statistics. Government agencies have been reiterating over and over for years, in typical Goebelese, that 70 per cent of the nation's citizens are city dwellers. The BOR report repeats that theorem. However, close inspection of their graph of U.S. population by place of residence suggests it may be something of a hoax on the part of city planners desperate for dollars.

There are four main population-residence categories: "small cities" with 26.3 million, "central cities" with 63.8 million, "suburban" with 75.6 million, and "countryside" with 37.5 million—203.2 million total residents in 1970. BOR's grouping (by no means original) combines central cities and suburban into a "metropolitan" fraction with 139.4 million residents, amounting to 68.6%). BOR rounds that off nicely to 70 percent. The remaining citizens, combining the residents of small cities and countryside, number 63.8 million "nonmetropolitan" residents, 31.4%. BOR correspondingly rounded that down to 30 percent. On the other hand, one might more logically combine small cities with central cities to recognize 90.1 million city residents, 44.3% of the population. Round that up to 45 percent. Correspondingly, suburban would be combined with countryside to recognize a total of 113.1 million non-city residents, representing 55.7% of the population. Round that down to 55 percent. That's a different, perhaps more logical, set of combinations that may be less self-serving and, consequently, less comforting in the context of possibly erroneous preconceptions.

The chronic misinterpretation of statistics may be best appreciated by detailed examination of the data (Table I, accompanying) presented in the BOR report for Summer 1972 Recreation Activities (Table 2-4 in the BOR report).

Based on these statistics, the BOR Report concluded:

> as in previous surveys, the simple pleasures were the most favored. Activities with the most participants and the greatest participation in the summer of 1972 were swimming, picnicking, sightseeing, driving for pleasure, and walking for pleasure.

The problem with this is that the "previous surveys" of reference also consistently misrepresented the truly comprehensive picture of outdoor recreation by concentrating exclusively on the summer quarter.

This is a subtlety that reflects either (1) an erroneous assumption that the vast majority of outdoor recreation takes place in the summer quarter, or (2) a deliberate effort to deemphasize certain kinds of outdoor recreation and to overemphasize others. Based on many years of close-hand observation of the political process, spanning several national Administrations of both major political parties, plus intimate knowledge of the bureaucratic leadership mind, gained through long-continuing close contact with federal government agency management, we conclude most reluctantly that the misrepresentation may well be deliberate.

Table 1. Summer 1972 Recreation Activities by Percent of National Recreation Survey Respondents Who Participated with Estimated Total U.S. Participation for the Summer Quarter of 1972.

Activity Category	Percent of survey respondents participating	Est. U.S. partic., summer 1972 (Millions of activity days)
Picnicking	47	405.1
Sightseeing	37	362.8
Driving for pleasure	34	404.9
Walking for pleasure	34	495.3
Other swimming outdoors	34	487.1
Visiting zoos, fairs, amusement parks	24	122.5
Other activities	24	242.9
Fishing	24	278.2
Playing other outdoor games or sports	22	338.8
Outdoor pool swimming	18	257.0
Nature walks	17	148.9
Other boating	15	126.1
Going to outdoor sports events	12	96.9
Camping in developed camp grounds	11	153.3
Bicycling	10	214.2
Going to outdoor concerts, plays, etc.	7	26.5
Horseback riding	5	51.5
Hiking with a pack/mount/ rock/climb	5	45.0
Tennis	5	81.2
Water skiing	5	54.1
Golf	5	63.4
Camping in remote or wilderness areas	5	57.5
Riding motorcycles off the road	5	58.2
Bird watching	4	42.0
Canoeing	3	18.3
Sailing	3	32.5
Hunting	3	17.5
Wildlife and bird photography	2	19.6
Driving 4-wheel vehicles off the road	2	26.6

Otherwise, why are there no accompanying notes bringing forth known data from other national surveys that show very substantial recreational activity during the other three seasonal quarters of the year? These would show a quite different mix. They would also show that the so-called "simple pleasures" are not, in fact, as all-dominating as BOR would have us believe. This, in turn, would provide a basis for challenge to the policy theme of the report. It would then be clear to all that the principal thrust of outdoor recreation continues to be tied to natural resources, and that large land acquisitions are needed. It would be equally clear that it would be folly to permit further prostitution of the Land and Water Conservation Fund by accelerated diversion (through a tricky amendment of the LWCF Act to increase the per-

centage of discretionary funds available to the Secretary of the Interior) from its original natural-resource orientation into the bottomless environmental sink of the cities.

Well illustrative of the ominous trend already under way in this direction is the following list of BOR-approved projects being funded in Alabama out of the Land and Water Conservation Fund:

Three Parks for City of Tuscumbia—Additional development to three parks with a grant up to $25,296.25. The development will include construction of tennis courts, multi-purpose courts, electrical system, fencing parking and park signs.

City of Ashland Park—Up to $12,257 for the development and additional improvements to the existing 6.5-acre park. Restrooms, an equipped tot lot, renovation to an-existing swimming pool, footbridge, fencing, access road and parking will be included in this development.

Two Parks in Chickasaw—An additional grant up to $17,580 has been approved for further development of two parks in Chickasaw. Improvements include site improvements, landscaping, comfort station, sewer system, and park signs.

Lanett Swimming Pools—A grant up to $20,979 has been approved for renovating two swimming pools in Lanett.

Tuscaloosa County—Up to $157,081.25 for the acquisition of approximately 307 acres of land. The property will be developed at a later date for a country-wide golf course and picnic grounds.

Acquisition and Development in Talladega—Family picnic sites, baseball-softball field, equipped tot lot, comfort station and a parking area will be developed on 9.38 acres of land with a grant up to $30,823.50.

City of Lipscomb—Up to $8,456.50 has been approved for the acquisition of 16.5 acres of land which contains a lighted and fenced baseball field and picnic area.

Development Grant for Town of Geraldine—A grant up to $79,745 has been approved for acquisition and development of a two-acre park in conjunction with the development of 15 acres presently owned by the city. Development will include family picnic sites, Little League baseball- softball lighted field, equipped tot lot, tennis courts, swimming pool, wading pool, fencing, comfort stations, concession-bath house building, maintenance building, access roads and parking areas.

These projects may all be highly meritorious and badly needed; we would not hazard a judgment to the contrary. We do contend that these are inappropriate (if not illegal) purposes for expenditure of limited LWCF moneys. The latter would yield far greater dividends, in the long run, if invested outside urban areas, as was originally intended.

The summer statistics are grossly misrepresentative of any comprehensive picture of outdoor recreation nationwide and year-round. For example, snow skiing and ice skating are entirely omitted—unless lumped in the catch-all item, "playing other outdoor games or sports" (if so, it's humiliating to devotees of those activities). There is a category for "riding motorcycles off the road." However, there is none for "riding motorcycles on the roadways," which is believed to have been far more extensive in 1972 than off-road activity. Serious question exists as to the validity of the activity item "driving for pleasure." Many observers lack confidence that the survey had sufficient precision to evaluate that nebulous category reliably. It bears noting that this latter category was credited with 61 per cent participation in the first comprehensive recreation participation survey report (ORRRC Study Report 20), published in 1962. We're pleased to see this evidence of a more realistic attitude toward auto driving in America, seldom pleasurable these days.

Several activities are deemphasized by failure to point out their highly seasonal nature, substantially displaced from the summer quarter. The best way to demonstrate this is by means of a tabulation of persons 9 years and over, who participated in selected outdoor recreation activities throughout 1970 (as already reported elsewhere by the U.S. Bureau of the Census; table 2, accompanying).

Table 2. Persons 9 years and over who participated in Outdoor Recreation, in 1970

Category of outdoor recreation activity	Percent of population 9 and over participating	Total No. of activity days (millions)
Picnicking	48.9	542.2
Swimming	46.0	1,722.0
Outdoor games and sports	35.7	2,673.4
Attending outdoor sporting events	35.4	628.5
Walking for pleasure	29.9	1,860.5
Fishing	29.4	562.1
Boating, sailing, and canoeing	24.5	421.5
Bicycling	22.1	1,735.9
Camping	21.0	397.2
Nature walking	18.2	374.4
Huntnng	12.4	216.7
Horseback riding	9.6	207.8
Birdwatching	4.4	432.5
Wildlife and bird photography	2.9	40.0
Other (collective miscellaneous)	6.3	311.3
Nonparticipating	23.8	—

Here, it is quite clear that hunting is several-fold more important than might be construed from the seasonally biased data presented in the BOR report. In fact, it ranks eleventh instead of twenty-seventh; i.e., it is among the most rather than least important. The misrepresentation of the "fishing" activity is not nearly so reprehensible. Yet, BOR would have its readers believe that "fishing" ranks well down from their favored "simple pleasures." They credited it with less than half its annual participation, while ranking it eighth instead of sixth.

A much more detailed study of "fishing," conducted by the U.S. Bureau of the Census, was reported in the 1970 National Survey of Fishing and Hunting, published by the Department of the Interior. Its findings (Table 3, accompanying) were readily available to the BOR but, curiously enough, were studiously ignored in the BOR report. They clearly emphasize, again, the very much greater significance of fishing, hunting, bird watching, wildlife photography, and nature walks in outdoor recreation than was brought forth in the BOR report.

Table 3. Persons 12 years and over participation in certain activities during 1970

Category of outdoor recreation activity	population participating Percent of	Total No. of activity days (millions)
Fishing	27.4	706.2
Nature walks	17.3	337.1
Hunting	9.2	203.7
Birdwatching	4.4	411.4
Wildlife photography	2.9	37.8

SFI Bulletin No. 252, March, 1974

This report on OUTDOOR RECREATION—A LEGACY FOR AMERICA can scarcely be regarded as a comprehensive nationwide plan in the context of the 1963 Congressional mandate. Even so, it's not all bad; it does contain some helpful recommendations. The document spells out several significant federal guidelines for managing critical land and aquatic areas. It states that the federal government will encourage recreational use of flood plains to minimize the need for future expenditures for flood protection or flood disaster relief.

Recommended federal actions to improve recreation resource management include: acceleration of surplus real property transfers to state and local governments; transfer of certain management responsibilities and operating moneys to state and local governments for land not available for transfer; promotion of private recreation facility development on or adjacent to federal lands; preparation of recreation land use plans for all federal land; legislation to make coastal wetland development less attractive from a tax standpoint.

The report also recommends that state and local governments take independent actions. Mentioned are legal devices and financial incentives to encourage owners to open private land for recreation, and enactment of liability limitations for landowners when their lands are open for public recreation.

More than $8 million were spent, we understand, over the past decade to produce this lightweight document. This is an example of inefficiency and "cost-overrun," which, except for the comparative insignificance of the project, would be far more scandalous (proportionately) than any of the most notorious extravagances that have been exposed in military procurement. Almost any mature private national conservation organization could have done a more responsive job in a very small fraction of the time for an even smaller fraction of the money. . . .

ASMFC FOR 200-MILE JURISDICTION

A resolution concerning extended coastal marine fisheries jurisdiction was presented for consideration (and later vote) at the 32nd Annual Meeting of the Atlantic States Marine Fisheries Commission (ASMFC October 2-4, 1973. Most significantly, in our view, the ASMFC Commissioners by subsequent mail ballot (January, 1974) voted overwhelmingly to adopt the resolution, viz.:

> WHEREAS, foreign fishing efforts off the coast of these United States have materially depleted stocks of marine fish upon which the domestic commercial and recreational fishing industry thrives; and
>
> WHEREAS, the Atlantic States Marine Fisheries Commission strongly believes that the Federal Government should assume a positive stance in protecting the stocks of fish which the domestic industry prefers to harvest;
>
> THEREFORE, BE IT RESOLVED that the Atlantic States Marine Fisheries Commission vigorously support S. 1988 and H. R. 8665 as appropriate measures for interim extension of United States jurisdiction over its marine fisheries to 200 miles, and further urges that hearings on this legislation be held as soon as practicable.

The ASMFC includes the 15 Atlantic Coastal States from Maine to Florida, inclusive. Fourteen states voted in favor; Florida voted against.

BLUEFIN TUNA CONCERN

On January 22, 1974, the General Secretary of The International Council for the Exploration of the Seas (ICES) sent the following communication to all Delegates of ICES:

"At its last Statutory Meeting the Council passed the following resolution (C.Res.1973/3:6):

> 'It was decided, that
> in view of the alarming state of Bluefin Tuna fisheries on adult fish in the whole of the Eastern Atlantic, the attention of the ICCAT should be drawn to the desirability of giving priority to assessment work on Bluefin Tuna stocks in the North Atlantic; and that the Council offer the cooperation of its Bluefin Tuna Working Group in this respect.'

"ICCAT [International Commission for the Conservation of Atlantic Tunas] has been informed about the resolution, and contact has been established between the Council's Bluefin Tuna Working Group and the Research and Statistics Committee of ICCAT, in order to combine the information from both Groups with the purpose of joint assessments.

"In addition to that, the Chairman of the Pelagic Fish (Southern) Committee asks that all countries concerned should provide for the next Statutory Meeting contributions on their work on Bluefin Tuna. He will particularly welcome papers on stock assessment analysis and hopes also to receive information from the USA and Canadian research programmes.

"You are kindly requested to bring this information to the knowledge of the laboratories concerned in your country. In order to facilitate the expedition, I have already sent copies of this letter to the members of the Pelagic Fish (Southern) Committee, and of the Bluefin Tuna Working Group."

ANGLERS LAW-OF-SEA VIEW

A speech by William K. Carpenter, President, International Game Fish Association (Fort Lauderdale, Florida), at the last International Game Fish Research Conference, October 29, 1973, at New Orleans, addressed the question of how anglers feel about the Law of the Sea Conference. As Mr. Carpenter correctly noted, the average angler knows very little about the law of the sea and has only a vague idea of both the objectives of forthcoming LOS conferences and the kinds of controls that may be enforced as a result of the conferences. Past performances of United Nations committees have not exactly instilled confidence that any effective measures are immediately forthcoming.

The game fisherman wants to be optimistic, Mr. Carpenter noted, and does look to the LOS conferences for effective fisheries regulations. He is well aware that unless there is total participation by all countries, effective measures cannot be enforced. Yet, the angler is fearful that the many complex international problems relating to the sea will overshadow his immediate need which is for forceful controls on the fisheries. Thus he feels that the most effective action can and must be taken on a national level where more individual problems exist—problems that should have been acted upon long before this time.

Outdoor Recreation in Utah

Summary of Utah's Comprehensive Outdoor Recreation Plan 1970-1985

This popular summary of OUTDOOR RECREATION IN UTAH, THE SECOND PLAN, 1970-1985 is designed to be a concise and informative reference for those interested in the present status and future of outdoor recreation opportunities in Utah. The primary purpose, however, is to stimulate concerted action to expand, enhance and preserve outdoor recreation opportunity in Utah and implement the State Comprehensive Outdoor Recreation Plan (SCORP).

This summary and the SCORP are part of a planning process in Utah coordinated with other state planning programs designed to benefit the public and rationally manage finite resources of the state. The process has involved many interest groups, advisory groups, universities, federal, state and local agencies, etc.

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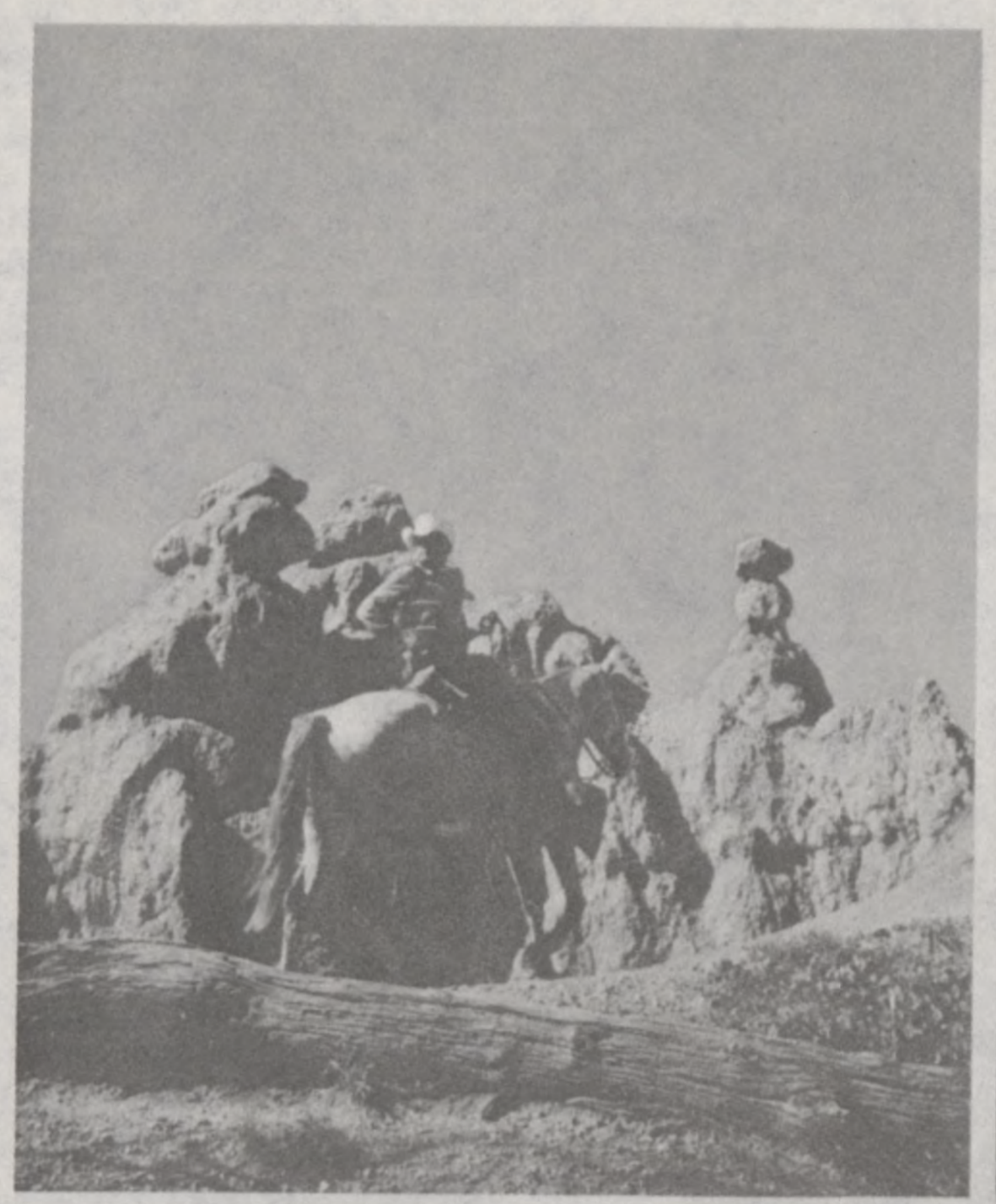
Governor Calvin L. Rampton
Gordon E. Harmston, executive director
of Department of Natural Resources and state
liaison officer to the Bureau of Outdoor Recreation.

Prepared for the Utah Department of
Natural Resources, Outdoor Recreation Agency
by David W. Evans, Inc.
Tharold E. Green, Jr., Planner; Outdoor
Recreation Agency
Photos courtesy of Utah Travel Council

Contents

1 Foreword
3 Outdoor Recreation Today
9 Recreational Demands Facing Utah
13 Utah Recreational Goals and Objectives
17 Planning District Responsibilities
19 Planning District Summaries
33 Statewide Standards
34 Implementation of Plans
36 Summary











Foreword

"Outdoor recreation is one of the fastest growing and most important aspects of contemporary American life," is how James G. Watt, director of the Department of Interior's Bureau of Outdoor Recreation sees it.

And the skyrocketing number of participants in outdoor recreation, due to increased leisure time, disposable income and improved travel facilities, verifies the significant role it plays in modern society.

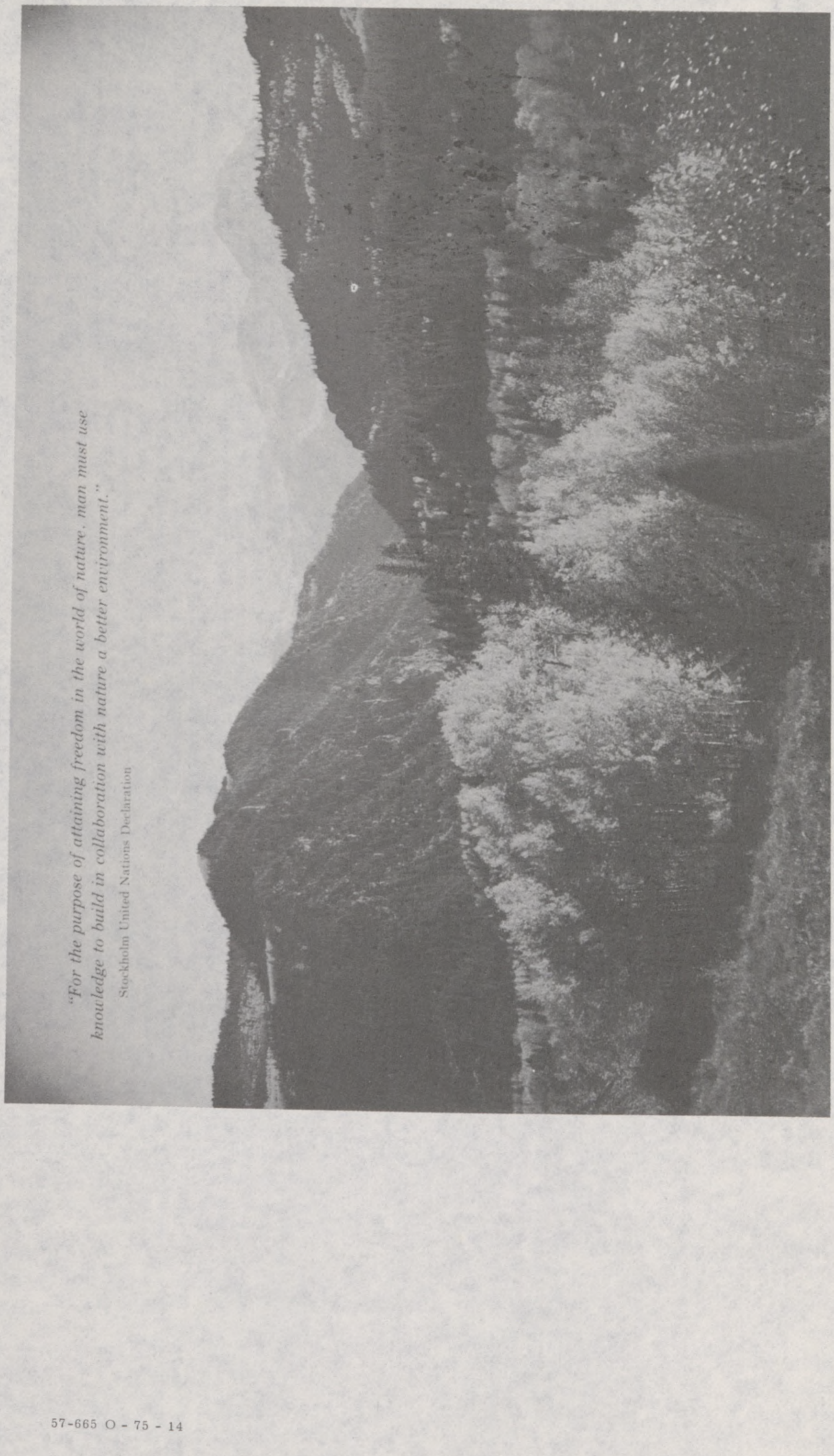
Since the settlement of the State in 1847, Utah's abundance of natural resources has been taken for granted. The influence of spreading population, poor land use and other encroachments on outdoor recreation resources was gradual at first, but is now accelerating.

With the growth of interest placed in Utah's outdoor recreation resources, needs, opportuniti and alternatives must be identified. This publication is a summary of the State Comprehensive Outdoor Recreation Plan for 1970 through 1985. The plan is the first step needed before Utahns can take action to maximize on all the State has to offer for residents and nonresidents and at the same time retain and improve the quality of life its citizens now enj

This summary is designed for easy use by public officials, citizens, or others who may no have time to read the entire plan.

Basic elements include: (1) recreational demands facing Utah, (2) goals and objectives. (3) an inventory of the recreational resource a facility needs in each of the state's planning districts, (4) an identification of the studies, actions and legislation needed before many outdoor recreation development plans can be implemented.

The degree to which Utah keeps pace with its growing needs will depend upon future priorities, appropriations and authorizations by all levels of government. Every potential financial resource, including various federal grant-in-aid programs, donations and private investments must be used if adequate funding is to be realized.



"For the purpose of attaining freedom in the world of nature, man must use knowledge to build in collaboration with nature a better environment."

Stockholm United Nations Declaration

Utah Outdoor Recreation Today

Utah's natural luster stands out bright among neighboring western states as a land of contrast from its white-blanketed mountain peaks to the rock castles on its desert floors. Rich in history and architecture, all offer limitless recreational opportunity.

The most intriguing aspect of recreation in Utah is its great variety of terrain and climates. Utah has 52,696,690 acres of land and 1,649,280 acres of water ranking 15th among the 50 states for reservoir acreage.

Its three major physiographic provinces are the Rocky Mountain province, characterized by the Wasatch/Uinta and Bear River Ranges of high mountains with peaks, forests, meadows, streams and lakes surrounding high valleys; the Great Basin province, consisting of broad flat desert lowlands between narrow mountain ranges; and the Colorado Plateau, which occupies over half of the state's total area and is divided into high plateaus, the Uinta Basin Tavaputs plateau and "Canyonlands."

As a consequence of these diversities in geographic features and the climate, Utah is an outdoor wonderland for outdoor recreational activity covering the entire gamut, one time of the year or another.

While a tourist taps his putt in for a birdie on a golf course in St. George, a Utah native is racing down a snow-covered slope at Alta.

Challenge Is There

The challenge is there with the door always open for further development and enhancement of Utah's outdoor recreation. The state's unique natural resources and the desire to use them for outdoor recreation are already indicated by the great number of state and national parks, recreation areas, historic sites, monuments, wilderness areas, wildlife refuges, forests and other resource lands.

Across the country, recreation has been way down in fiscal priority, but all indicators point to a future filled with recreation as the nation continues to gain more leisure time and disposable income.

The state is proceeding with the formation of a "Land Use Council" and is spearheading land use legislation in preparation for growth and change, including the booming industry of outdoor recreation and aesthetic beauty which can and will result with proper planning.

Already over 653,000 acres are specifically set aside for state and federal parks. This represents only 1.3% of the total state land acreage and promises to increase in the near future.

As an example, the Bureau of Land Management and the U.S. Forest Service in recent years have begun classifying and designating areas as "natural area," "recreation site," "archeological area" and "back country" in an effort to more adequately inform the public of new management programs.

In the four years, from 1968 through 1971, over $50 million were expended in the state for acquisition and development of outdoor recreation facilities and resources. In 1971 alone, over $22 million was expended by federal, state, local and private interests for operations and maintenance of recreation areas. With a growing demand for recreation opportunities and increasing costs, more must be spent by all public and private sectors.

Recreational Offerings

The tourist can explore "Bridgerland," "Canyonlands," "Castle Country," "Color Country," "Dinosaurland," "Panoramaland" and numerable other natural recreation areas.

Camping facilities have increased 8% from some 8,700 improved sites in 1967 to approximately 9,400 in fiscal year 1971. But the number of camp sites needed continues to rise to an anticipated 15,600 by 1985, as more families are getting out and enjoying Utah's natural wonders. More and more people on too little ground point unmistakably to the overwhelming demand for recreational development in the out-of-doors.

Because of its location, climate and topography, Utah possesses a wide range of wildlife habitat. A boy in Utah grows up with good

fishing and populations of mule deer, elk, moose, desert bighorn, antelope, bison and six species of hares and rabbit, all huntable.

Nearly 87% of the state's land is used for some type of agricultural production. Farms compose 13.4 million acres and the remainder of the state's 52,696,690 acreage is used for grazing. Utah has some four million acres of additional land which is suitable for irrigation. Much of this land is utilized by the bird and animal hunter and still contains limitless other outdoor recreation opportunities. It may be desirable to expand the managed wildlife areas as the population and hunting pressure increases.

Water skiing is growing every day in popularity with increased boat registrations from 1970 to 1971 over 12%. Six major reservoirs and development efforts of federal and state agencies have increased the water surface area and boat ramp marina facilities in the state.

There are over 442,000 surface acres of fresh water suitable for angling and boating, not including some 650,000 surface acres in Great Salt Lake, one of Utah's most popular but undeveloped tourist attractions.

Plenty Of Open Space

And elbow room?—there's plenty of it with over 12 surface acres per registered boat in Utah. However, there is a need for new or improved facilities on many boating waters and a need for boating surface near urban areas.

Some 64% of the streams in Utah are inhabited by trout. The Utah Lake drainage has the highest percentage of its streams in trout habitat with 99%; followed by the Great Salt Lake drainage with over 81% and the Sevier Lake drainage with 79%.

Nearly 75% of all of Utah's outdoor recreation takes place near the home and in the urban area indicating the need to stress development of certain facilities in and near the urban centers of the state.

Swimming facilities, bike paths, camping, tennis courts, golf courses, natural areas containing urban trails and picnicking areas are high on state and local funding priority lists.

Popular Sports In Utah

Of Utah's 62 golf courses, 76% are in urban areas with an excellent distribution in relation to the population. The popularity of golf continues to grow due to school and university sponsored training courses and the quality of golf courses in the state.

Snow skier capacity in Utah increased over 154% from 1960 through 1970.

And the "Greatest Snow on Earth" is ideally located with over 81% of the state's population within 45 minutes of 90% of the major facilities.

The number of skiers, resident and non-resident, in Utah is anticipated to increase by 21% or 1,700,000 skiing occasions. These projections point to danger that some existing and proposed ski lift expansions in Utah are being developed with condominiums drawing primarily out-of-state people. Public development or public funding may be necessary to assure skiing opportunities for resident skiers.

Chair lifts and sites increased 25%; length of ski runs have increased three times or some 461 miles—all since 1967. New and exciting ski facilities include Powder Mountain, Nordic Valley, Snowbird, and Park City West.

Other sports blossoming with increased participation include bicycling, tennis, trailbiking, motor cycling and picnicking. In most urban areas of the state, acquisition of needed recreation and open space lands is still lagging and costs are rising rapidly each year.

To meet expanding 1975 outdoor recreation needs in Utah for residents and nonresidents, costs by 1985 will nearly double from $17.9 million per year to some $35.6 million.

Expenditures for operations and maintenance will probably have to be increased by some $55 million by 1985.

Outdoor recreation experiences should be enhanced and maintained by environmental controls such as reduction of visual intrusions, utility lines, urban blight, etc., through engineering, planning, balanced economic and administrative procedures, and effective zoning and land development controls.

Transportation

Utah is a state of paradox in terms of its population distribution as earlier pointed out. The bulk of its citizens live in a narrow strip down the center of the northern half of the state; and the rest live in relatively isolated clusters of rural populated centers; this factor creates unique transportation problems.

Demands change constantly because of a steadily increasing population. In fact, Utah is listed as one of the top 12 states in rate of annual population increase. The Salt Lake metropolitan area is the fourth fastest growing city in the U.S.

These factors make special demands for an efficient system of transportation as well as an adequate recreation support system.

Because of Utah's location in relation to other states in the Intermountain region, it has always been a major distribution point for the area. This is expected to continue, with the state as a whole becoming even more important as a distribution hub for the mountain states region.

The state's 40,000 miles of roads and streets range in function from multi-lane freeways serving high volumes of traffic to primitive roads of limited but important seasonal use. A comparison of average daily vehicle miles traveled on Utah highways indicates a 61% increase from 1960 to 1970 – over 1 billion recreation related passenger miles were estimated by Utah State University during fiscal 1972.

As the country's population increases, more efficient passenger trains will replace the railroad streamliners, once an integral part of the United States.

Current projections by transportation planners indicate that rails will carry a major portion of passengers in future mass transit systems developed for urban areas.

Recreation railroads such as the "Snowball Express" to Park City during the winter and the "Heber Creeper" through Provo Canyon to Wasatch Mountain State Park which have been recently introduced, have been valuable additions to Utah's recreation resources.

Utah is served by six major airlines as Salt Lake City has gained international importance as a major passenger and air freight terminal. Plans have been augmented to enlarge the facilities at the Salt Lake International Airport and a state-wide aeronatics plan has indicated future development needs throughout the state.

In addition to large commercial carriers, several small private services have appeared during the past few years. Most of these are recreation-oriented and are having better than average success—further illustrating the potential for growth of air transportation facilities in Utah.

Air transportation can provide additional impetus for regional development as better airport facilities for both commercial and private use may enhance the state's potential for tourism, as well as industry.

Many private and emergency landing strips, especially those developed as a result of intensive prospecting, mining and oil exploration could lend themselves to recreation use. The potential for development of "fly-in" resorts, surrounded by primitive wildlands is an exciting new area in recreation with many possibilities throughout much of the state.

History

Cultural, historical and pre-historical events in Utah and the West have great significance to outdoor recreation. Historic, cultural and archeological sites such as the 800-year-old ruins of the Fremont Indians near Lake Powell, are of interest to travelers, educators, local residents and scientists as they add an exciting dimension to other outdoor recreation activities.

Under the direction of the Utah State Historical Society, the State of Utah is inventorying these "gold mines" in recreational opportunity, in an effort to preserve the more significant ones. A survey of all events, sites, buildings, structures, objects and districts of probable historical, archeological, architectural or cultural significance is being made to complete the inventory. Utah now has a state archeologist to help in the effort.


Mormon Temple Square

The span of interest covers everything from pioneer furniture, the internationally known Mormon Temple, Beehive House and Lion House in Salt Lake City to entire historic districts. Sites which qualify will be nominated to the National Register of Historical Places or be placed on the Utah Register of Historic Sites.

All levels of government and private institutions should take whatever actions are indicated by the Utah Historic Preservation Plan to help interpret the state's history for residents and visitors; to make history live by creating additional sites and districts; and to provide an overall greater appreciation for the heritage of the West.

People/ Utah Residents

Two words sum up Utah's major consideration in recreation resource management—population distribution. Typical of many western states, people have settled in a relatively small area.

In the early days of Mormon settlement after 1847, groups of families headed outward from Salt Lake City to search for good farming land and water. Communities sprang up in the valleys near the canyons where water for irrigation could be obtained.

Most of the villages settled between 1847 and 1890 still maintain some population although many have lost residents in the past 40 years. A few of the booming mine towns reverted to ghost towns; others gradually diminished to nothing. Some of these towns, such as Park City, have converted to recreation for a second "boom."

Although today there are fewer than 13 people per square mile in Utah, nearly 80% of the state's population lives in less than 5% of the state's acreage. Those locations are Weber,

Davis, Salt Lake and Utah counties. As a result, intense local demands for outdoor recreation areas near these counties have received the most attention in recreational development. This has also made Utah the 11th most urbanized state in the union.

Utah has experienced a rapid population growth in comparison to the national rate. From 1930 to 1970 the population increased 109%, as compared to the national average of 65%.

The major component of Utah's rapid population growth has been natural increase—more births and fewer deaths. This accounted for 95% of the population gain from 1940-1960. Recent trends also indicate a new surge of in-migration.

The state's population growth is expected to continue, but at a declining rate. U.S. census estimates indicate that the population will have increased to 1,156,400 in 1975 and up to 1,361,000 by 1985, or an estimated increase of 28% over the 1970 population.

At that rate by 1990, the state's population could easily double the 1960 population of 890,627.

Historically the median age of Utah's population has been consistently below the national average. In 1950 it was 25.1 years compared with 30.2 years for the nation. Utah's median age dropped to 22.5 years in 1960 then in 1970 moved up to 23.1 years.

A state population breakdown indicates that the largest single age group today is the five to 17-year range, or 29% of the state's total population. The 21 to 24 year range experienced the greatest percentage of increase from 1960 to 1970, amounting to 62.2%.

The growth in Utah's high outdoor recreation participation age of 5 to 17 and age spans from 18 to 34 indicate the immediate need for more recreation facilities.

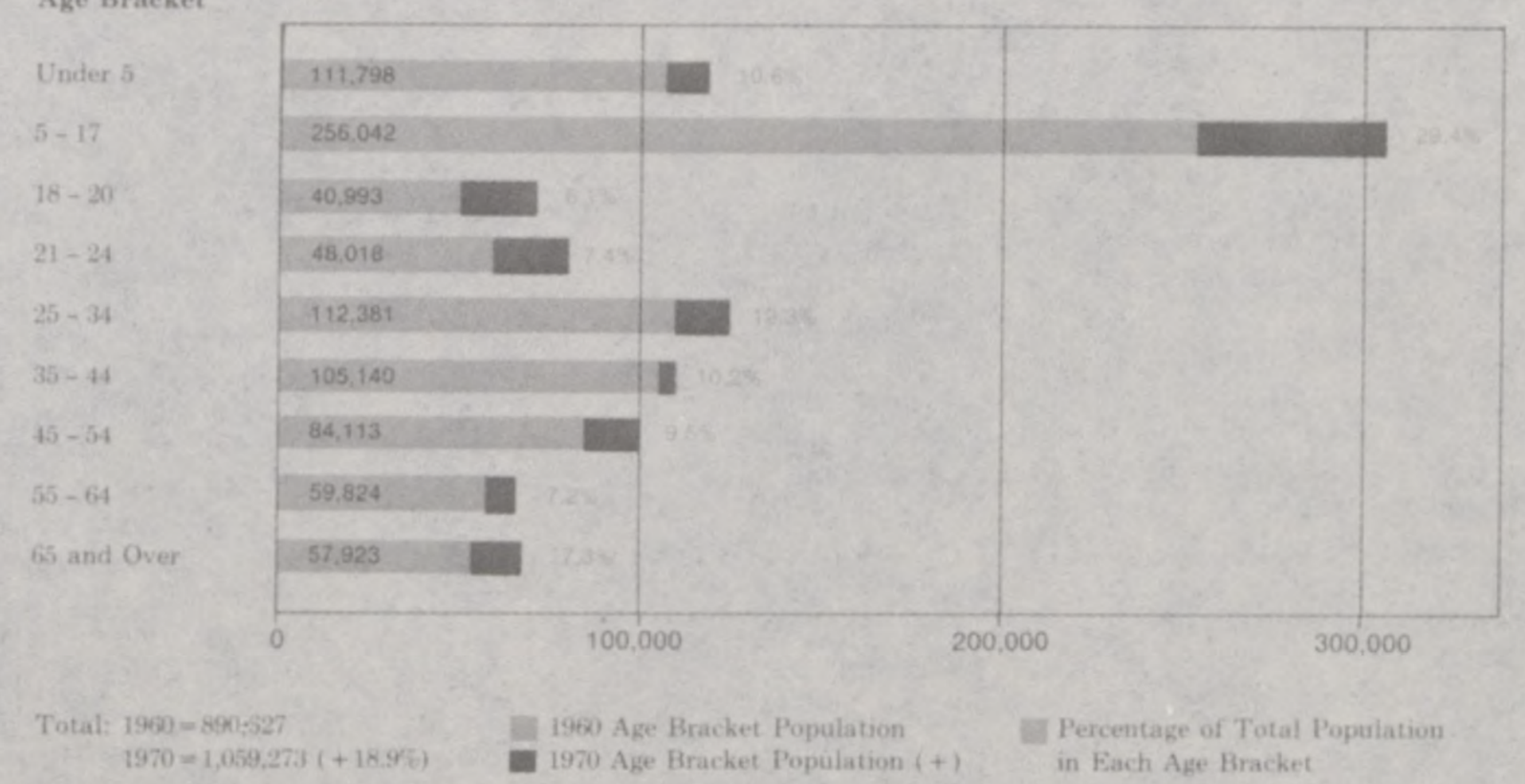
People/ Tourists

The Utah tourist has and will continue to be an important motivating factor for the

Nonresident tourist visitation profile: 1970 to 1985

Planning Districts	Percentage of Tourists Visiting District	Total Nonresident Tourist Visits (Motor Vehicle and Aircraft-arriving Nonresident Tourists) By Year			
		1970	1975	1980	1985
1	8.0%	380,000	514,000	658,000	814,000
2	4.5%	181,400	252,000	328,000	445,000
3	65.9%	3,683,600	5,029,000	6,378,300	7,987,000
4	15.0%	746,000	1,025,000	1,310,000	1,714,000
5	6.0%	325,200	440,000	551,000	693,000
6	49.4%	2,624,000	3,553,000	4,459,000	5,632,000
7	15.0%	678,000	916,000	1,146,000	1,654,000
8	18.0%	948,700	1,280,000	1,601,000	2,003,000
Total Visits:		9,433,000	13,009,000	16,431,300	20,942,000

Utah's Population Breakdown



development of outdoor recreation facilities which benefit all.

Even though the resident recreation participant rate will grow some 27% from 1970 to 1985, the nonresident rate is anticipated to skyrocket up to a whopping 110% over 1970.

Nonresident tourist miles driven in Utah during 1972 amounted to over 536 million miles.

Critical land use decisions have to be made in light of projected tourist growth. Tourist numbers and interest can and should be studied by the state and planning districts to realistically determine resident and nonresident needs through 1985.

The tourist growth coupled with a rising resident population need not put Utah's "quality of life" in jeopardy if farsighted public policy in land use is established in the near future.

Nonresident use and demand is most significant for (1) driving for pleasure—sightseeing, (2) picnicking, (3) camping and (4) hiking. Surprising? It's even more surprising that the average stay for tourists traveling by motor vehicles is only two days; however, nonresident skiers stay an average of 7 days.

Out-of-state promotion by Utah's 14 ski resorts has contributed significantly to an extension in the length of stay during the winter season, but as the above nonresident recreation priorities point out, Utah's natural wonders still hold the limelight.

Tourists traveling in Utah for recreation and touring purposes by way of motor vehicles numbered 9,332,000 in 1970. In addition to motor vehicle visitations, an on-going study of the air traveler in the summer of 1971 revealed that 92,000 air tourists came to Utah in 1970. The air tourists represented 2.3% of all tourists coming to the state averaging 4.8 nights and approximately five days.

The chart on the opposite page lists the current most popular tourist attractions in each of Utah's eight planning districts.

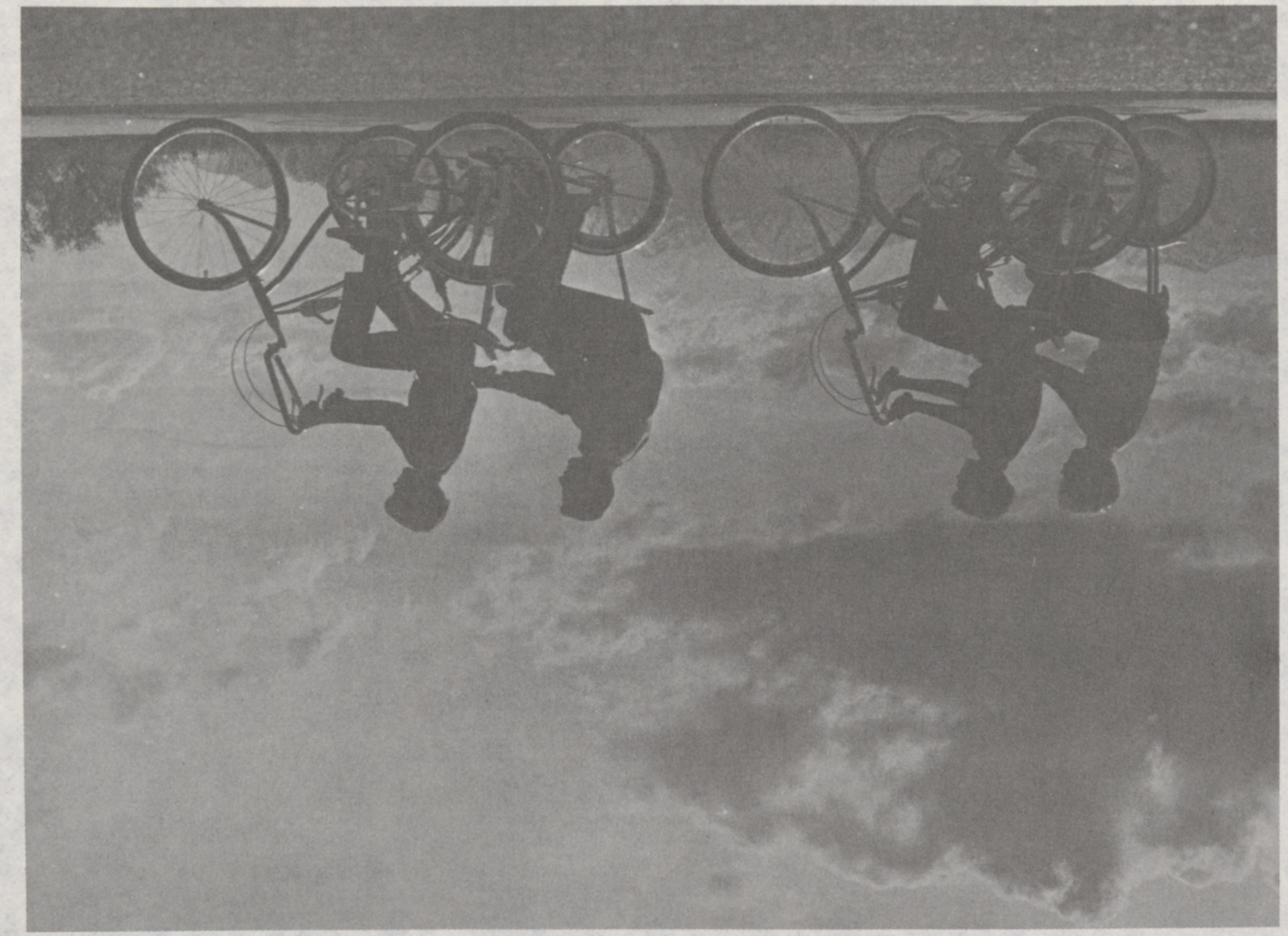
In the midst of promotion for the "clean industry" of tourism, important questions have to be asked and answered by the state and individual planning districts.

What balance of development for nonresidents and residents shall state and individual municipalities seek? Will natural resources be developed to provide the entire gamut of recreational facilities for the tourists, or should land development be minimized in favor of open space and "quality of life" for Utah residents' consideration? Or should the two "demands" be balanced in some way?

An informed and motivated public can implement land use plans which complement the natural environment and still capitalize on all Utah has to offer, but policy has to be established now.

Groupings of attractions visited by tourists by multi-county planning district, June 1970 to July 1971

Planning District	% of all tourists visiting these sites
1. Bear Lake, Bear River Migratory Bird Refuge, Beaver Mountain Ski Resort, Golden Spike National Historic Site, Logan Canyon, Logan Temple, Utah State University and Willard Bay State Park	8.0%
2. Great Salt Lake State Park, Lagoon Resort, Pineview Reservoir, Snow Basin Ski Resort and Wasatch National Forest Canyons	4.5%
3. Alta Ski resorts, Bingham Copper Mine, Brighton Ski Resorts, Great Salt Lake, Great Salt Lake Desert-The Bonneville Race Track, Temple Square, University of Utah and other Salt Lake City attractions	65.9%
4. Bridal Veil Falls, Brigham Young University, Echo Canyon Visitors Center, Park City Ski resorts, Provo Canyon, Strawberry Reservoir, Timpanogos Cave National Monument, Utah Lake area and Heber Valley	15.0%
5. Capitol Reef National Monument, Fish Lake, Old Cove Fort, Big Rock Candy Mountain and Skyline Drive	6.0%
6. Bryce Canyon and Zion Canyon National Parks, Cedar Breaks National Monument, Circle Cliffs, Coral Pink Sand Dunes State Park, Brigham Young Winter Home, Snow Canyon State Park, Glen Canyon National Recreation Area, Minersville State Park, Maqui Cavern, Navajo Lake, Old Peria, Panguitch Lake, Red Canyon, St. George Temple, Escalante Wilderness area	49.4%
7. Dinosaur National Monument, Flaming Gorge National Recreation Area, Starvation Reservoir, Utah Fieldhouse of Natural History (Vernal) and Green River	15.0%
8. Arches National Monument, Canyonlands National Park, Castle Valley, Dead Horse Point State Park, Four Corner's Monument, Gooseneck State Park, Moab Boat Cruise (on Colorado River), Monument Valley, Natural Bridges National Monument, Rainbow Bridge National Monument, Roadside Geyser, Scenic Route Geyser, Scenic Route 128 (Moab to Cisco), and Manti-La Sal National areas	18.0%



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Recreational Demands Facing Utah

"For just plain doing things outdoors—westerners rank first," was aptly stated in a 1961 study made by the National Outdoor Recreation Resources Review Commission.

Utahns do significantly more winter, equestrian, camping, hiking and hunting activities than the national average.

The demand for resource development in Utah is increasing at over 10% a year. By 1985 over 21,000 acres of additional land will be needed, by lease, purchase and designation to meet outdoor recreation needs delineated in this summary.

Wildlife resources, specifically winter range and wildlife areas will account for an additional 1,000,000 acres needed. Acreage for generalized winter activities for which a complete inventory has not been completed, requires an estimated gross 75,000 less existing supply. This totals over 1,096,000 to accommodate the variety of activities by 1985.

Some 21,223 acres will be needed for the following activities by 1985: snowmobiling, trail-bike riding, horseback riding in urban areas, boating, swimming, golfing, tennis, firearms, archery, hiking, backpacking, bicycling, camping, picnicking and ball game and playground activities.

While these activity needs account for only two percent of the 1,096,000 acres needed, they are extremely important for meeting urban needs which account for the bulk of the state's demand.

Activities listed as "favorites of Utah residents" in 1971 and 1972 are: (numbered in order of popularity) (1) fishing, (2) camping, (3) hunting, (4) skiing, (5) driving for pleasure, (6) golfing, (7) swimming, (8) hiking, and (9) boating, (10) water skiing, (11) horseback riding, and (12) bicycling.

Information from a study completed in 1973 conducted by The Institute For The Study Of Outdoor Recreation And Tourism at Utah State University indicates rapidly increasing demand for activities such as bicycling, golfing, off-road vehicles, snowmobiling and cross-country skiing.

Over 22 million recreation days were recorded during a year long study from 1971 to 1972. Participation was greatest in driving for pleasure and bicycling; however, the greatest amount of time was spent camping.

Bicycling, swimming and fishing seem to be the outdoor recreation activities which residents are most likely to do in their own planning districts.

Multi-county planning districts 2 (Morgan, Weber and Davis), 3 (Salt Lake and Tooele), and 4 (Utah, Wasatch and Summit) are the most heavily populated and are the locations of the greatest outdoor recreation participation.

These findings are considered directly or indirectly in the formation of standards for outdoor recreation facilities in this summary. Further research on what Utahns and visitors to the state want in outdoor recreation is continuing under the state's ongoing planning process.

Utah Wildlife Habitat Needs (in areas)

Planning Districts	1975	1985
1	17,666	35,334
	+662	+915
2	16,333	32,687
3	3,630	7,334
4	80,000	160,000
5	70,666	141,334
6	35,665	69,334
7	55,000	110,000
8	56,000	112,000
TOTAL	335,622	668,938

How Needs Are Determined

The multiple effect of the three factors of "time-income-mobility" on the demand for outdoor recreation has been explored by the National Outdoor Recreation Resources Review Commission as an attempt to project demands for recreation through 1985.

These characteristics along with socio-psychological needs previously discussed, resident population growth, increase in nonresident visitations and changes in supply are considered among the principal forces effecting demand for outdoor recreation opportunity in Utah.

Substantial increases in leisure time are anticipated; some portion of this time will be spent in recreational activities outdoors.

While working hours on any given job may decrease, hours worked during the week on more than one job have increased. Findings in a 1970 study indicate an overall increase in the work week from 40 to 43 hours.

With the rapid rise in the cost of living since 1970, wage increases are not keeping abreast with increases with prices.

But factors like increased life expectancy promise that time for recreation will continue to increase. Utah is above the national average of 70.7 years with an average expectancy of 71.7 years. Death rates are lower in Utah than the national average; the rate of deaths per 1,000 was 6.4 for Utah in 1970 compared to the U.S. average of 9.4.

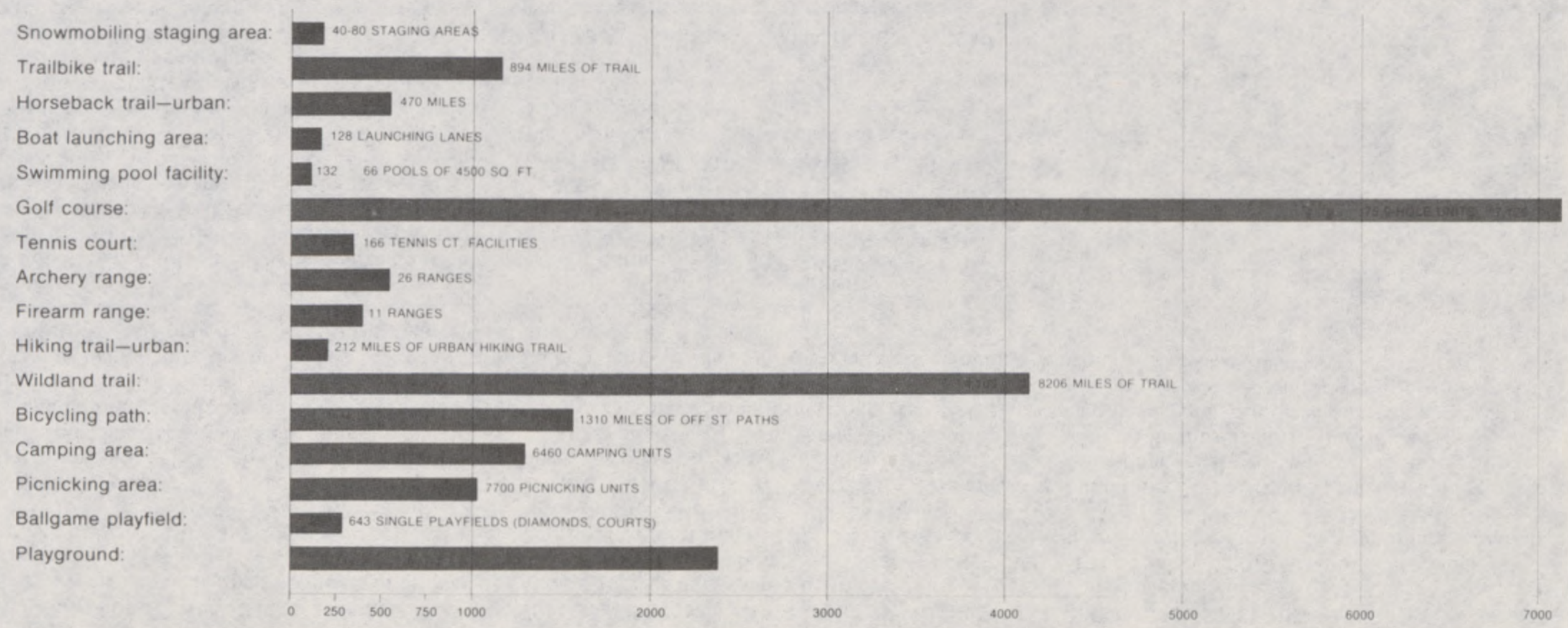
The Utah Retirement Board reported that the average retirement age for "state employees" has dropped from 70 years in 1960 to 66 years in 1970. Retirement age will continue to drop with the effect of mandatory retirement age laws —all adding up to more available time for leisure activities.

It can be assumed that the above factors will have a general effect of increasing leisure time an additional five percent for each five-year period from 1970 through 1985.

Utah remains behind the national average in annual income (low 30s of all states), however, disposable personal income has been ahead of the national average by 12 to 15% since 1960 due to a lower cost of living and other variables.

Thus, in spite of relatively slow total per

Utah recreation needs by 1985 (in acres)



capita increases, Utahns have been making above average gains in their income and are investing much of it in recreational equipment and services.

Increases in both vehicle registration and travel by residents have been consistent over the past seven years. These trends were considered in establishing the values of the "mobility" factor.

The final key used to project recreational needs is population. The cumulative effect of time-income-mobility are multiplied by population for five-year periods from 1970 through 1985 to estimate demands for outdoor recreation facilities.

Population will be the most important variable from 1970 through 1985 in determining the magnitude of the need because it is estimated that there will be a near 30 percent increase in the state's population in that 15-year period.

This formula to project needs is not a static prognosticator. Many of the assumptions, such as future population estimates, per capita or median family income are only educated guesses established from past trends, but such estimates have to be made to plan now for the future.

Why Is Recreation So Important Today?

Recreational development must be viewed as a responsibility to meet human needs without destroying the delicate balance between other living organisms and their habitat and the opportunity to protect recreational resources for future generations.

What about the psychological reasons people need recreation and why is this need growing more every day?

Outdoor recreation has become a therapeutic activity in addition to being a leisure time activity. Even though the implications of this statement on the demand for recreation are difficult to qualify, they are important aspects to be considered in any evaluation or decision-making process which affects recreation and the provision of open space.

Here are 10 major needs to be considered:

EXERCISE – It should be the goal of any outdoor recreation activity or program to improve the health and welfare of the community through offering participant lifetime sports.

HEALTHFUL ENVIRONMENT – Human needs for a healthy environment must precede all other priorities. In some areas this is not just a matter of maintaining functional recreation areas within the bounds of good ecological balance, but the viability of an entire geographic area needs to be considered.

SELF-ESTEEM AND SENSE OF ACCOMPLISHMENT – Acquisition and perfection of outdoor recreation skills gives an individual a sense of accomplishment, thereby adding to his perception of self-worth.

AESTHETIC ENJOYMENT – Well designed and maintained outdoor recreation facilities, plus open space and areas of natural beauty, facilitate aesthetic enjoyment, personal fulfillment and oneness with nature.

UNDERSTANDING – The recreation participant needs to be understood by himself and those who provide recreational services.

FREEDOM OF CHOICE – Making a wide variety of outdoor recreation activities available to all people facilitates an equally wide variety of needs and interests.

EARLY TRADITIONS AND CONDITIONS – Utah's big participation rate in various outdoor recreation activities is due to culturally established traditions such as the Utah deer hunt, the opening of fishing season and a restlessness to get on the ski slopes in the early fall.

SELF-RELIANCE – Participation and the development of outdoor recreation skills promotes self-reliance, an important aspect to a citizen's mental and physical well-being.

CHANGE AND ESCAPE – People seek variety in their life styles; change and escape from one social situation to another to achieve leisure. Recreation can provide people with an opportunity to try different lifestyles.

COMPANIONSHIP – Small lights in a sea of darkness describes the value of the memories of companionship with family and friends shared while participating in outdoor recreation.

While it is obvious from this discussion of human needs that there is considerable research to be done on the human factors in recreation, existing findings confirm that human needs cannot be ignored in programming and designing recreation resources and facilities or in establishing a land use policy.



Utah Recreational Goals And Objectives

What lies ahead for Utahns in the way of open space and the quality of life which for many years has made the state an enviable place to live? This question and many others must be answered to guide planning and management programs for outdoor recreation and land use.

A balance is needed when considering outdoor recreation development. This is the function of the goals and objectives identified in the Statewide Comprehensive Outdoor Recreation Plan.

Input into these goals and objectives came from federal, state and local agencies which are helping crystalize how Utah can retain its natural beauty while offering greater recreational opportunities.

To manage Utah's natural resources effectively, in such a way as to provide needed outdoor recreation opportunities, nondevelopment as well as development is necessary according to the limitations of the resource and character of the activity and needs of the people.

Resource Preservation

In line with objectives on a statewide level to protect as well and develop land, a bill has been submitted to the Utah legislative body to authorize state land use planning in areas of critical environmental concern and in areas of greater than local significance.

One such area is the Provo-Jordan River Parkway. The State Legislature has provided significant funding for the parkway, thereby putting into practice a state goal to encourage zoning for outdoor recreation and open space opportunity from valley river bottoms to the mountains.

The Legislature and other government entities are urged to continue support and fund this needed project and others related to resource preservation and use.

Recent advocation for parkways on a state and local level has been prompted by mountain streams and natural drainages being changed to silted "open sewers," irreversibly stealing from this and future generations a potentially great recreation and visual resource.

Urban Technology Associates in a study of the Jordan River explained why the public should support cities and counties in their efforts to establish parkways:

- A large natural area will retain the qualities of sun, shade, water, greenspace, wildlife, fish habitat and flora in the heart of the city. This open space, if properly planned, can also provide some of the necessary water retention capabilities for effective flood control and provide limited means for "recharging" the subterranean water supply.
- Whenever a floodplain is yet undeveloped, every measure should be taken to leave it that way to preserve open spaces.
- Channelization should be avoided unless absolutely necessary. Man may be inviting trouble to drastically alter the river bend when it was naturally formed to divert an obstacle.

Federal, state, local and private programs currently dealing with floodplains and recreational parkways include Logan River, Weber River, Ogden River, Price River, Davis Drainages, Dry Creek in Spanish Fork, Hobble Creek Canyon, Dimple Dell and Coal Creek in Cedar City.

Water Management

The state and counties have a mutual goal of protecting critical watershed areas by purchasing such lands before those few careless private developers can possibly diminish this valuable life-giving source

Other water management goals and objectives include: Protect natural streams wherever possible; encourage protective zoning and limited use of floodplain areas; develop or preserve the recreational potential of rivers and adjoining lands for existing and future use; and insure public access.

Wildlife Management

To perpetuate and manage all remaining species of wildlife at optimum population levels

within the limitations of the resource and according to other priority land use needs: (1) Improve habitat and provide for the protection and support of wildlife; (2) Restore and preserve migration routes and winter grazing areas; (3) Introduce exotic species where practical and reintroduce lost native species where possible; (4) Help prevent damage to livestock, crops and private property owners by sportsmen and others.

Other Guidelines

(1) Support and sponsor programs which are well-planned, imaginative and sensitive to the natural surroundings and in harmony with the scenic areas of the state.

(2) Encourage preservation of unique and outstanding scenic attractions consonant with conservation practices designed for wise and equitable use of all resources.

(3) Encourage a higher priority for outdoor recreation, wildlife and resource fiscal allocations.

(4) Respond to the growing need to limit access and highway development in some areas where delicate resources or quality of experience may be maintained by nondevelopment; thus limiting development to primitive trails or dirt roads.

(5) Prohibit commercial strip development (including advertising along highways) which inhibits traffic flow, blocks scenic vistas and produces a distracting effect on motor vehicle operators.

(6) Mitigate junkyards, overhead power lines, billboards and unsightly buildings for visual enhancement.

(7) Prohibit the discarding of automobiles and encourage salvaging programs.

(8) Ensure the establishment and enforcement of zoning laws to protect natural areas, agricultural areas and other sites of great aesthetic or community value.

Resource Development

The State Comprehensive Outdoor Recreation Plan has compiled the following goals and objectives relating to outdoor recreation development recognized as beneficial to the people in the community and secondarily as an attraction to visitors:

(1) Re-evaluate federal and state recreation programs to help meet the urgent needs of Utah's urban dwellers.

(2) Provide garbage disposal, lighting, toilet facilities, pure water and police surveillance in all heavily used recreation areas.

(3) Serve as many people as possible consistent with the design, size, location, ecological limitations and purposes of the proposed recreation area and/or program.

(4) Provide for "management-through-education" programs to orient the public to the entire range of recreational facilities, activities and programs available. Secure the services of professionals in all aspects of outdoor recreation education.

(5) Develop appropriate outdoor recreation sites in accordance with a comprehensive long-range land use plan on the planning district and state level.

(6) Develop and improve recreation programs, recreation therapy, conservation education and outdoor recreation facilities for the handicapped and disadvantaged.

Reduce Costs

To reduce the cost for each planning district of providing identified needed outdoor recreation facilities:

(1) Identify possible sources of revenue for use in matching Land and Water Conservation Fund Act apportionments and other grants-in-aid funds for outdoor recreation purposes.

(2) Encourage legislative and management agencies (federal and state) to provide additional recreation facilities and/or opportunities on public lands within the limitations of the environment. Accommodate, where possible, private concessionaires to reduce public operation and maintenance costs.

(3) Transfer management of closely related facilities to one administrative organization to reduce operation and maintenance costs.

(4) Legislate and enforce subdivision regulations requiring the donation of land or money to provide open space and recreation opportunities near the population generating development.

District Development

To meet the particular outdoor recreation needs of each multi-county planning district:

(1) Provide community recreation facilities and services in accessible central locations.

(2) Encourage local governments to exercise more initiative and imagination in developing means that may attract "environmentally clean" industry into their respective areas of the state.

(3) Develop a positive community attitude and sense of direction toward outdoor recreation for early citizen support prior to initiation of plans or bonding referendum.

Cooperation

To support and encourage outdoor recreation programs which utilize cooperation between related federal, state, local and private organizations:

(1) Stimulate cooperation among state and local agencies to develop an orderly plan for outdoor recreation services with minimum of duplication.

(2) Place in the hands of local units of government as much responsibility and financial aid as possible for the provisions and direction of public recreation facilities and programs.

(3) Encourage cooperation in planning and developing public lands, particularly between agricultural groups, real estate interests and inter-disciplinary governmental planning groups.

(4) Seek to provide representation of wildlife and recreation interests on boards and commissions which affect recreational use of lands and waters. This could be especially effective if such interests were represented on a Land Use Commission; Water Resource Board; Land Board; Highway Commission, etc.

Multiple Water Uses

Outdoor recreation opportunities can be

increased by providing maximum multiple use of Utah's water resources. State and local goals include planning all water use in conjunction with potential and existing land use and develop additional water resources not yet utilized where needed.

Improve Roads

(1) Enhance the appearance of major transportation approaches to communities and public facilities.

(2) Study and pre-plan land-use patterns, including the location of schools, parks, neighborhoods and commercial areas, prior to the establishment of streets and highways. When examining plans also refer to overall state transportation planning and development to construct in harmony with resources and types of outdoor recreation activities in the area.

Ensure Health, Safety And Welfare

To ensure high health, safety and welfare standards at outdoor recreation sites, serious consideration should be given in the plan to traffic patterns, ease of access, law enforcement, ease of maintenance, safety and other potential problems in designing and locating parks and other recreation facilities.

The plan should also formulate a centralized system for reporting all accidents and deaths on facilities to determine correlations and patterns which may aid in accident prevention and mitigate tort liability.

Provide Opportunity

The foundation on which these goals and objectives are built is to provide opportunity for full environmental and recreational education and participation without regard to age, race, religion, sex, physical handicap, or economic circumstances.

All quality recreation facilities should be developed with the philosophy that they will be attractive and fulfilling in terms of man's needs for solitude, contemplation, physical activity, inspiration and understanding of his environment.





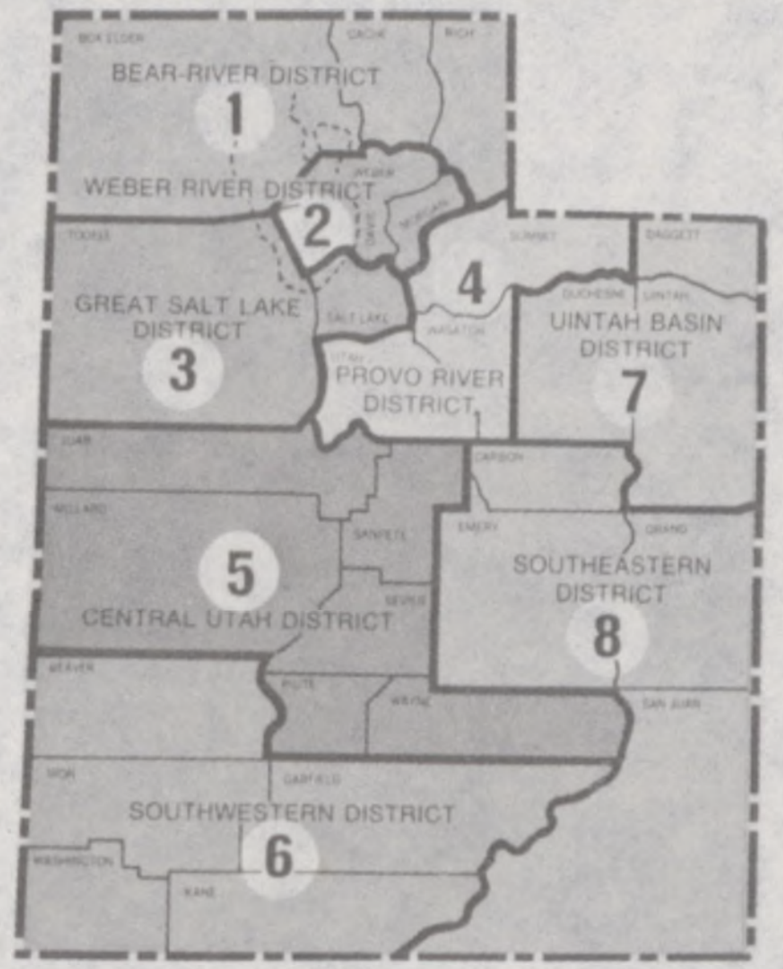
207

Planning District Responsibilities

The development of Utah's eight multi-county planning districts in 1966 proved to be a valuable tool in coordinating and consolidating research on recreational needs and opportunities.

Recently planning districts two and three, along the Wasatch Front, have combined under one administrative body making, currently, a seven-district, multi-county planning organization.

For purposes of differentiating planning data, the eight original districts have been used in the Utah Comprehensive Outdoor Recreation Plan and in this summary.



Multi-County Planning Districts (8)

1. Bear River District
2. Weber River District
3. Great Salt Lake District
4. Provo River District
5. Central Utah District
6. Southwestern District
7. Uinta Basin District
8. Southeastern District

These planning regions will serve as building blocks for the outdoor recreation plan. Each district includes a central city and a large enough natural economic area to support an acceptable level of facilities, goods and services.

The analysis of supply and demand and determination of needs were based on these areas.

The multi-county district boundaries relate to "service areas" based on community activity patterns, convenience of travel and accessibility to essential services. The foundation of planning districts is the formation of groupings of communities and local or county governments in an attempt to coordinate separate activities for greater gain or impact.

Representatives from multi-county organizations comprise the membership of the Governor's Advisory Council on Local Affairs; therefore this organization serves an administrative function as well as the districts providing homogeneous units for the convenience of research and coordination in Utah.

The activities of planning districts in providing outdoor recreation must take into consideration the roles, jurisdiction and needs of public agencies, civic and religious organizations, private enterprise and other special interest groups.

The first consideration in assigning roles among the various agencies and organizations is based on the philosophy that the agency responsible should be of equal significance to the resource being developed or the need being met.

The logic in this is that all areas of nationwide significance should be developed by a federal agency; those of statewide significance by state agencies and those of local significance by local agencies.

Outdoor recreational activities which make use of the Great Salt Lake, Bonneville Salt Flats, Lake Powell, the Canyonlands area, the Kennecott open pit copper mine and Utah's Indian and Mormon culture are of international significance and should partially fall under the responsibility of the state and federal government.

These "ideal roles" are often modified by a "logical overlap" of responsibilities between agencies and by the overall resource ownership pattern of the state.

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Ownership of land and recreation resources in Utah by administering agency

Agency	% of resource ownership in Utah	% of recreation site ownership in Utah
Federal	66.2%	63%
State	9.1%	10%
Local Government	0.1%	9%
Private Enterprise, Civic and Church	21.0%	18%
Indian Tribes	3.9%	0.1% or less
	100.0%	100.0%

The chart on "Ownership of Land and Recreation Resources in Utah by Administering Agency" is based on a state policy format that the lowest possible unit of government should assume all the responsibility it can effectively discharge.

After families and their representatives (church, civic, schools, communities and special interest groups) have done all they can to initiate and finance recreational needs, and after private enterprise has made all the contribution it can afford—the government should step in and help in funding acquisition of open space and development of recreation areas.

Individual planning districts and local municipalities in quest of federal assistance through Land and Water Conservation Fund grants for public outdoor recreation should consider the following when trying to determine the priority of a specific project:

- Higher priority resources and facilities have been identified on a statewide and planning district basis. Proposed outdoor acquisition and development projects should correlate with these higher priority needs, except where reliable local research dictates other priority needs.
- How does the district in question fare in population and supply of recreational facilities in comparison to the other districts in Utah?
- Those facilities and resources which are close to and accommodate larger numbers of participants within a reasonable walking or travel distance receive the greatest consideration.
- The more recreational needs that can be accommodated on a given facility or acreage, per dollar, the better chances for funding. For example, a facility that provides for a variety of four-season activities (baseball, soccor, football, sledding etc.) on one facility, serves the community better than a baseball diamond used only four months out of the year by a limited number of participants.

Each type of development is given separate consideration in terms of its unique qualities. Travel distance for participants is most significant.

Land And Water Conservation Fund Grant

The Land and Water Conservation Fund grant program became effective January 1, 1965. It is designed to "stimulate, encourage and assist local and state governmental agencies in creating new and expanded high-quality public outdoor recreation areas and facilities by providing (1) for statewide planning and (2) financial assistance."

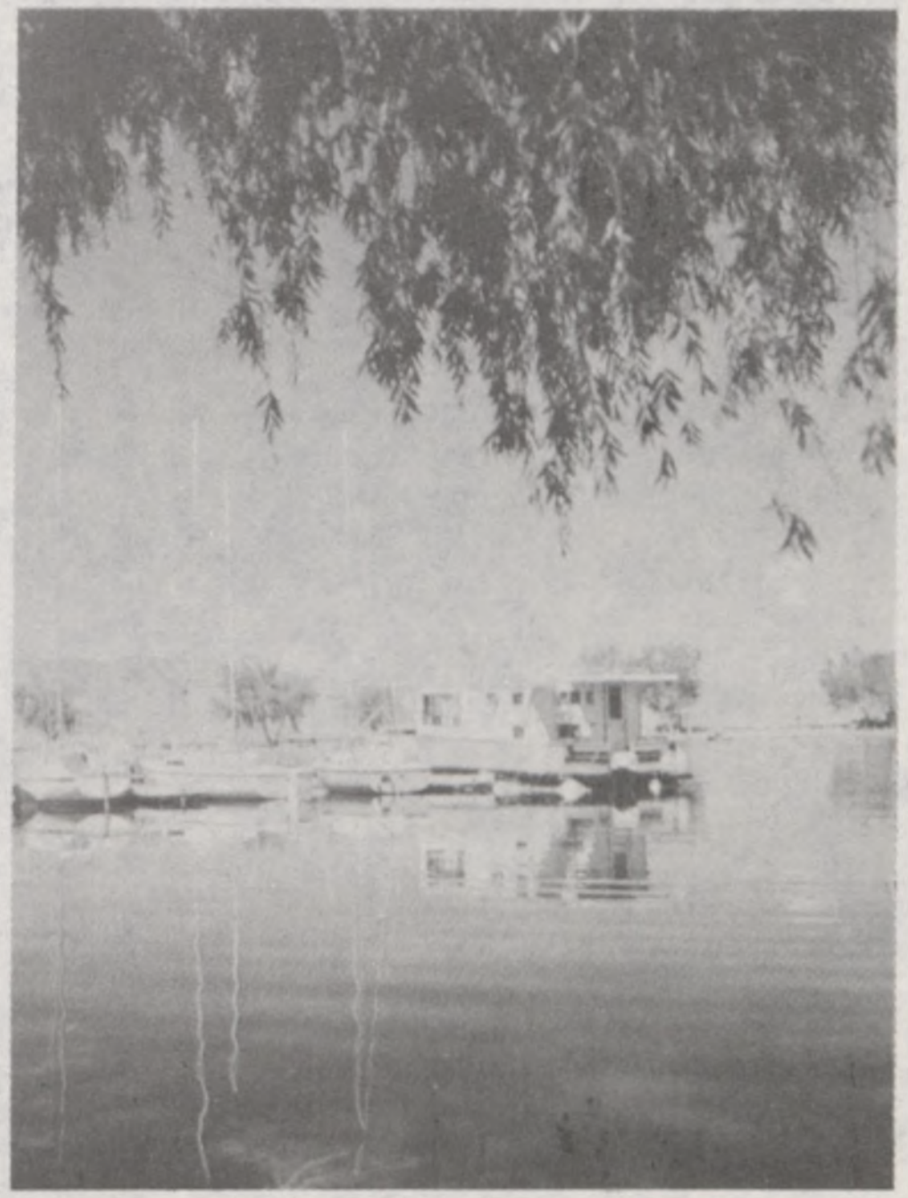
Assistance is provided for acquisition and development of projects ranging from high population-density urban areas to primitive areas and varying in type from bicycle paths to hiking trails, from roadside picnic stops to multi-purpose recreation complexes.

Grants are made on a 50-50 matching basis. The federal share is based on allowable project costs. Each project must be in accord with the state's Comprehensive Statewide Outdoor Recreation Plan and meet local needs.

The recipient of the federal assistance must agree to permanent dedication of assisted projects and be responsible for their operation and maintenance.

For more information contact the Utah Outdoor Recreation Agency, Utah State Capitol Building, Room 105, or telephone the agency at 328-5691.





Planning District Summaries

Bear River District (1)

The Bear River District possesses a goldmine of natural beauty. Nestled at the north corner of the state, it offers Bear Lake with crystal blue water enveloped in mountain greenery and Logan Canyon overflowing with recreational opportunity.

It's a district of plenty with approximately 7% of the state's population and 14% of the outdoor recreation sites. Expenditures for recreation area acquisition and development in this district from 1968 to 1971 have been only 4% of the statewide total.

The private sector owns 60% of the land but only 3% of the recreation sites inventoried in the district. There were 22% fewer farms in Bear River District in 1972 compared to 1960. Associated recreation activities have been hurt as a result. Many open spaces are being sliced into subdivisions and sold in lots for private homes.

Farmland has been utilized by the sportsman for pheasant and deer hunting, and other recreational ventures. With over 45% of the district's land in farms, there is considerable land to provide outdoor recreation for the sportsman.

Most of the local effort to meet the neighborhood, community and area outdoor recreation needs in the district is by the communities themselves. Local government accounted for 35% of the district's outdoor recreation acquisition and development money reported in 1970. This suggests that they are assuming a great share of the responsibility for meeting area, county, multi-county and statewide needs.

The communities are to be commended for meeting these needs, but the counties need to assume a greater share of the responsibility.

State agencies own approximately 5% of the land in the Bear River District, but 40% of the outdoor recreation sites. Their 1968 to 1970 expenditures for acquisition and development of recreation resources were 46% of the district total.

The Golden Spike Historical Site and the Bear River Migratory Bird Refuge have resource potentials international in scope and federal agencies are continuing investigation in how to improve their aesthetic values and enhance them as tourist attractions.

The Federal Government owns 35% of the district's land and 55% of the outdoor recreation sites.

District 1 Responsibilities

Here listed are some highlights of planning district responsibilities to be considered and acted upon in this area:

- The Utah Division of Aeronautics proposes

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 1 and current priorities and responsibilities

S – State;
ST – State Agencies;
L – Local;
LC – Local Church, Civic, School District, Special Interest Groups, etc.;
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
7	5	Snowmobiling staging areas		S,L		PV,FD	ST,CO,LC	
72		Trailbike trails		S,L		CO,FD	PV,ST	
24	11	Urban horseback riding		L	S	CM,CO	LC,PV	
3,620*	1,448*	General winter activity		S,L		PV,FD	CM,CO	LC
	7	Boating launch ramp	S	L,N		ST,CO	FD,PV,LC	
2	4	Swimming Pools		L		CM,CO	LC,PV	LC
190	475	Golf courses		L,S		CO	PV,CM	LC
24	38	Tennis courts		L		CM,CO	PV,LC	
20	20	Archery courses		L	S	LC,CO	PV	FD
40		Firearm range		L,S		PV,CO	LC,CM	
5	5	Urban hiking trails		L	S	CO	CM	LC
169	282	Wildland hiking trails	N,L	S		FD	CO,ST	PV
69	34	Bicycle paths	L,S			CM,CO	LC,ST	
	(-31)	Camping sites	S,N	L		PV,FD	CO,ST	
	(-18)	Picnicking sites	S	L		CO,FD	CM,ST	PV
4	20	Playfields		L	S	CM,CO	LC	
36	63	Playgrounds		L		CM,CO	PV	LC
662	915	Totals						

an airplane landing strip to be completed by 1975 near Laketown, Bear Lake.

- There is an anticipated need of at least 7 acres of snowmobile staging areas for those seasonally snow-covered districts by 1975.
- The Division of Parks and Recreation have suggested 72 acres, or 60 miles, of trailbike riding paths be established. Participants under the legal or statutory age to ride on public streets are tempted to break the law when off-road areas are not provided within a reasonable distance of their homes.
- It is suggested that 20 acres in three different types of terrain—agricultural, wetland and dry rocky—be set aside for the training of dogs and that other training areas be provided for horses and other animals. There is a recognized shortage of such facilities in this district.
- In the Bear River District, there is a need for improved and expanded staging areas, parking, water supply, information signs and stream-side camping along the Logan and Bear rivers, and Bear Lake.

The Bear River District is well developed though for jaunts to the hills with camping and picnic sites exceeding demand up to 1985. In comparison to the state's other districts, the Bear River District is in a good position to meet the recreational needs of its population.

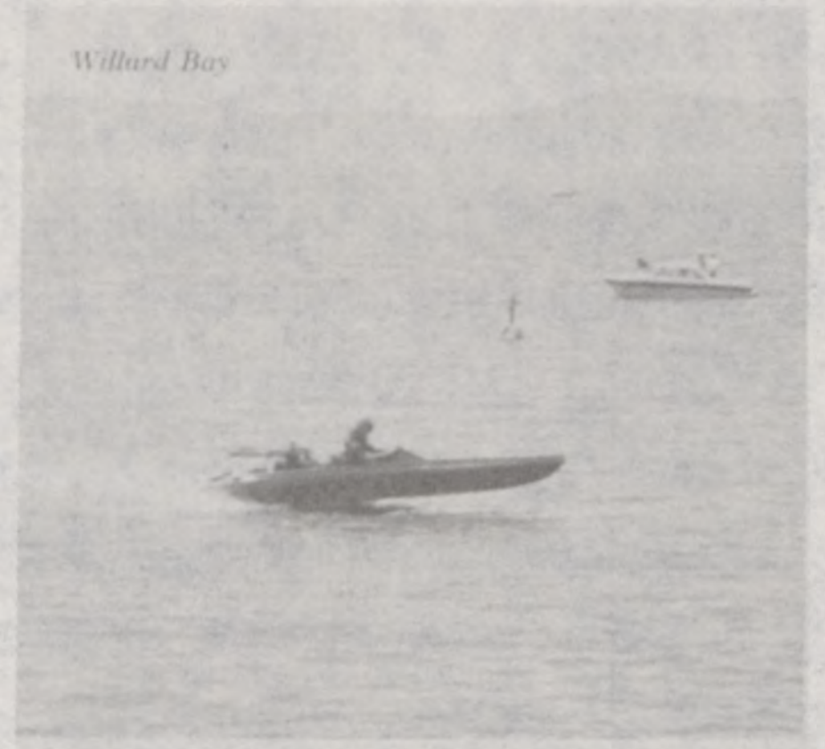
It should be remembered that pressure in this district from the Wasatch Front is generating a need for careful land use planning and additional facilities at popular areas such as Logan Canyon and Bear Lake.

Weber River District (2)

Although the Weber River District was the smallest of its size before merging with District 3, it contains 22% of the state's population.

Of all outdoor recreation sites inventoried in the state, 12 are located in this district yet only 8% of all acquisition and development money spent in the state from 1968 to 1971 was used in the Weber River District.

These figures suggest that not only will more money be needed to acquire and develop more resources and facilities, but some of the district's needs will probably be met in adjacent districts or in other parts of the state (such as District 1) which have more extensive resources in relation to the amount of population residing in the area.



Willard Bay



The private sector owns 90% of the land and 60% of the recreation sites with attractions like Lagoon and Como Springs resorts, Snow Basin, Powder Mountain and Nordic Valley ski areas as well as many privately owned but open-to-the-public golf courses with 63 holes of golf.

The private sector also has capitalized on the district's excellent motor boat racing waters. Once a year owners of the nation's finest speed boats gather at Willard Bay for a national regatta catching the eye of fans coast to coast.

With a greater opportunity for the private sector to meet needs than any other district and the success of current development, this district should continue to help create recreational entertainment for its own people and those in surrounding areas.

The Weber River District is near the center of the state's population and has such resources as the Great Salt Lake and Edens like Pineview Reservoir and National Forest Canyons. Recreational opportunities of statewide, regional, national and international importance could be offered by the private sector if enough capital can be focused on appropriate development.

Local governments are jointly shouldering almost exactly their share of the total outdoor recreation responsibility, but counties in the district need to increase their efforts to meet area, county and multi-county needs.

Cooperation

Joint agreements between Weber County, local government, business and private organizations for the establishment of parkways along the Weber and Ogden rivers and the current cooperation between Davis County and Layton City for staged development of a major recreation

center in Layton are commendable examples of the kind of cooperation desperately needed to logically divide responsibility throughout the state.

State agencies own less than 1% of the land and about 1% of the recreation sites in the Weber River District. Their acquisition and development expenditures from 1968 to 1970 were 22% of the total spent on outdoor recreation in that period.

Federal agencies own 10% of the land and 30% of the recreation sites in the district. Although their 1968 to 1970 acquisition and development expenditures were 20% of the district total, their 1971 expenditures were 12% for acquisition and development and 9% for operation and maintenance. This reflects recent cutbacks in the federal budget for recreation purposes.

Federal agency contributions are needed in the Weber River District to help meet multi-county, state and regional outdoor recreation demands. Congress should consider using federal agencies and dollars in this district which has an abundance of natural resources of national and international significance.

District 2 Challenges

The planning district also is faced with challenges through 1985 in meeting needs in these areas:

- One of the most rapidly growing sports in the state, snowmobiling, has had significant impact on the Weber River District with 2,464 registered snowmobiles. By 1985 the existing supply of parking for snowmobiles and transporting vehicles will need to be increased 134%. The Weber River District alone will need some 22 acres for staging areas.
- The Weber River District hosts the National High School Rodeo in Ogden each year and has 20% of the state's horse population yet it has a critical shortage of bridle trails near and in urban and rural centers. The district (along with District 3) should realize a standard of 30 miles of intensive used bridle trails for each 150,000 population, i.e., 81 miles of urban trail by 1975 and an additional 29 miles by 1985.
- Weber River District is second in the state for needing swimming pools. It is anticipated to need 22% more by 1985.
- Golf courses ranked fifth of some 20 facilities Utahns would like to have developed in their area. The Weber River District in relation to population has deficiencies in this area and a projected 380 acres will be needed by 1985.
- Two firearm ranges are needed in Weber River District to meet the demands of Utah's many firearm owners.
- Most critical is the need for open space areas; natural areas with easy access in or near the district's densely populated areas. These areas

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 2 and current priorities and responsibilities

S – State;
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L – Local;
LC – Local Church, Civic, School District, Special Interest Groups, etc.;
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
22	15	Snowmobiling staging areas	L	S		PV,CO	FD,ST,LC	
266		Trailbike trails	S,L			PV,CO	FD,ST,CM	LC
98	35	Urban horseback riding	L	S		CO,CM	LC,PV	
13,000*	4,755*	General winter activity	L	S		PV,CO	FD,ST,CO	LC
26	30	Boating launch ramp	S	L,N		FD,ST	CO,PV	LC
6	20	Swimming pools	L			CO,CM	PV,LC	
380	1,140	Golf courses		L,S		PV,CO	CM	
44	86	Tennis courts	L			CM,CO	LC	
40	60	Archery courses		L	S	CO,CM	PV,LC	FD
80		Firearm range	S,L			CO,CM	PV,LC	
33	15	Urban hiking trails	L	S		CM,CO	PV	LC
92	154	Wildland hiking trails	L	S	N	FD,PV	CO,LC	
245	111	Bicycle paths	L,S			CO,CM	ST,FD	LC
9	56	Camping sites	S,L	N		PV,ST	FD,CO	LC
	(-218)	Picnicking sites		S	L	CO,PV	CM,FD	LC
23	39	Playfields	L		S	CO,CM	LC	
230	327	Playgrounds	L,N			CO,CM		PV
1,594	1,870	Totals						

should be unstructured except for sanitary facilities and minimal parking and historic markers.

From the above indications, it is clear that acquisition of such an area as the Deseret Livestock Ranch by the state and the provision of a wide variety of recreation opportunities on the site could help meet many of the needs in this populated part of the Wasatch Front.

Great Salt Lake District (3)

Home of the internationally known Mormon Temple Square, the Great Salt Lake and Bonneville Salt Flats utilized to set world auto speed records, District 3 is the most widely recognized area in Utah.

The district is rich in tourist attractions (65% of all tourists visit here) but poor in its urban open space and outdoor recreational offerings compared with the proportion of the state's population living in the district.

It contains 45% of the state's population, yet only 10% of the recreation sites inventoried in the state. Ninety percent of the state's recreational needs are generated by planning districts two and three.

Obviously District 3 cannot meet all or even a good portion of its needs due to its location and resource limitations.

The magnitude of needs which have precipitated from the district's dense population in limited space will have to be met in part by other districts.

Practically all of the boating done by District 3 participants is performed outside of the district; boating is only one of many recreational activities heavily participated in out of the district.

The Division of Parks and Recreation has responded to this need by developing facilities near District 3 such as East Canyon Reservoir, Deer Creek Reservoir and Utah Lake. Great Salt Lake, Decker Lake and the Jordan River also have potential.

Outdoor recreation acquisition and development expenditures in this district mounted to 25% of the state's total from 1968 to 1970.



Great Salt Lake



Physical Impossibility

State and District 3 planning officials are concerned with the great demand in outdoor recreation, but acknowledge that it is a physical impossibility to meet all the identified needs within the district.

The private sector owns 25% of the district's land but only 3% of the outdoor recreation sites inventoried. In 1971, private groups reported expenditures for outdoor recreation which amounted to 39% of the acquisition and development total. This indicates a very recent development effort which may lead the private sector to rightly assume a greater share of the responsibility for meeting a variety of needs in this district at all levels of significance.

Local government owns 65% of the recreation sites in the district with most of these owned by the counties. More than 90% of the total expenditures in the district for acquisition and development between 1968 and 1970 were by local governments.

Communities are beginning to do their share and are concentrating on neighborhood needs, such as playgrounds with multi-recreational offerings to compensate for the district's lack of natural open space. The counties may need to leave developments of neighborhood significance and concentrate on meeting community, area and county-wide needs.

Although state expenditures are up, state agencies should divert more energy and money to meeting county, multi-county, state and regional needs of this district.

State Could Help

State input into the 1976 bicentennial celebration, further development of Pioneer Trails State Park, the concession stands and recreational opportunities at the Great Salt Lake, the Bonneville Salt Flat State Reserve and further assistance in projects like the development of the Jordan River Parkway are examples of ways the state could help meet its share of responsibility in the district.

Federal agencies own 72% of the land in

District 3. Half of that is unavailable. Although they owned 31% of the outdoor recreation sites in the district, they spent no money on acquisition and development from 1968 to 1970. In 1971, however, federal agency acquisition and development expenditures amounted to 5% of the district's total expenditures.

With the Wasatch, Oquirrh, Stansbury and Cedar mountains to add a few names to the district's natural beauties named above, federal agencies should continue to make more areas accessible to the public and develop these resources of regional, national and international significance.

While primarily rural districts have an abundance of available open space and natural surroundings, District 3 does not. However, many floodplains, natural drainages and other areas yet undeveloped lend themselves to recreational uses which would complement the environment.

Balance Is Needed

Where some canyons in District 3, such as Emigration, Big Cottonwood and Little Cottonwood have become heavily developed, a balance should be made by leaving the natural environment untouched in areas like Red Butte, City Creek and Millcreek canyons.

Emigration, Big Cottonwood and Little Cottonwood are currently experiencing increased pressure for development, even in light of over-development in many sections of the canyons.

Both the establishment and re-evaluation of recreation programs must be made in this district. Leadership at the site of development, programs sensitive to local needs, innovative recreation research, development of facilities in and near the district and increased funding will be the key to meeting needs in this district through 1985.

Many of the district's outdoor recreational needs are already apparent as one can't ignore the nationwide love affair with the bicycle.

Year of The Bicycle

The year 1972 has been termed the year of the bicycle. Sales in bikes in Salt Lake City saw the largest impact in the state with a 100 to 150% increase over the previous year.

Technical improvements in the bicycle, the fadish popularity among the young and old and the physical fitness and environmental advantages all add up to one conclusion—the bicycle craze is going to be around a long time.

Thirty-eight percent of all bicycle riding in the state takes place in District 3. The establishment of bicycle trails will undoubtedly encourage longer bike rides from district to district.

State and local governments are getting prepared for the swarm of pedal-pushers with proposals of trails along 11th Avenue in Salt

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 3 and current priorities and responsibilities

S – State;
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LC – Local Church, Civic, School District, Special Interest Groups, etc.;
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
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*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
56	27	Snowmobiling staging areas	S,L			ST,FD	PV,CM,CO	LC
537		Trailbike trails	L,S			FD,ST	CO,CM,LC	IT
174	98	Urban horseback riding		L,S		CO,CM	PV,LC	
27,536*	8,868*	General winter activity	L,N	S		FD,PV	CO,CM	LC
93	54	Boating launch ramp	L,S	N		CO,CM	ST,FD	PV,LC
30	22	Swimming pools	L			CM,CO	PV	LC
1,425	1,805	Golf courses	L,S			CO,CM	PV,LC	
60	134	Tennis courts		L		CO,LC	CM	
60	80	Archery courses		L	S	CO,LC	PV	FD
120		Firearm range	L,S			CO,CM	PV,LC	
75	30	Urban hiking trails	L	S		CO,CM	PV	LC
292	488	Wildland hiking trails	L	N		FD,CM	CO,ST	LC
508	205	Bicycle paths	L,S			CO,ST	CM,LC,FD	
394	272	Camping sites	L,S	N		FD,PV	CO,ST,LC	IT
419	397	Picnicking sites	L,S			CO,FD	CM,PV	
65	44	Playfields	L	S		CO,LC	CM	
532	782	Playgrounds	L			CO,CM		PV
4,840	4,438	TOTALS						

Lake City and bicycle trails along the Provo and Jordan rivers, associated with the planned parkway.

The Department of Transportation has informed states that money from the Highway Trust Fund can be used for construction of trails in conjunction with federally-funded highway projects.

Urban Trails Needed

The need for urban trails in District 3 for jogging, nature walks and educational programs could also serve as bicycle trails and have other multi-purpose uses. Urban floodplains and foothill areas which are wide enough to provide a feeling of open space and enough habitat for game are excellent resources for trail systems.

Other multi-use trails for horses, motorized vehicles and trailbikes are needed in the Great Salt Lake District.

The Utah Division of Parks and Recreation, with assistance from local and federal agencies, is attempting to find such off-road riding areas and their continued efforts are encouraged.

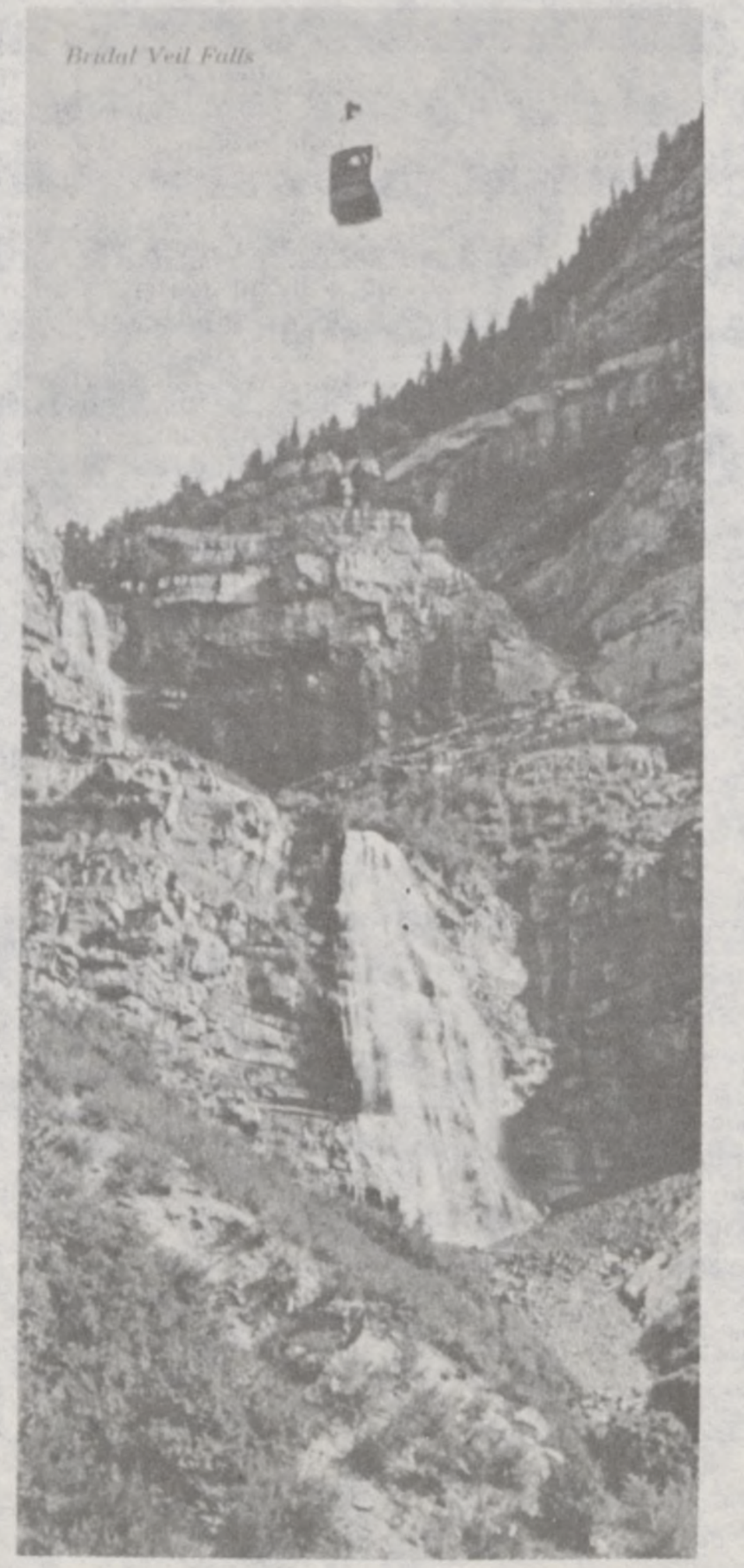
Utahns participate in 3 to 4 times more horseback riding than the national average with 25% of the state's horse population in District 3.

But there remains a critical shortage of bridle trails near and in the urban and rural centers of this district. The district should realize a standard of 30 miles of heavy or intensively-used bridle trails for each 150,000 population.

These are only a few of the resident outdoor recreation needs as the district is challenged with meeting needs in golf courses, camping and picnicking sites and swimming pools to name a few. The chart on "1975 and 1985 Outdoor Recreation Activity Acreage Needs for Utah's Multi-County Planning District 3 and Current Priorities and Responsibilities" points out the entire scope of these needs.

Provo River District (4)

District 4 will need to be the target for increased outdoor recreation expenditures through 1985



Bridal Veil Falls

with the increased pressure from neighboring districts 2 and 3 for use of its awe-inspiring mountains and lakes.

The district encompasses such treasures as Timpanogos Cave National Monument, Bridal Veil Falls, Echo and Provo canyons, Strawberry Reservoir, Wasatch Mountain State Park, Park City ski resorts and the north slope of the Uinta Mountains.

Fourteen percent of the state's population are in District 4 with 8% of the state's inventoried recreation sites.

Though rural and urban outdoor recreation needs aren't as critical in District 4 as in Districts 2 and 3, shortages do exist and will have to receive the attention of federal, state and local governments.

The private sector owns half of the land in the state's third largest planning district, but only 11% of the district's recreation sites. Although reported operations and maintenance expenditures amounted to only 3% of the district's total, a 17% acquisition and development contribution indicates a greater share of the responsibility is being assumed by the private sector.

Local governments own a very small percentage of the land in the district. Communities and school districts account for the entire local government ownership of recreation sites.

Counties Should Contribute

Counties in this district have not assumed their responsibility for developments of even countywide significance. Communities are doing more than their share and should probably concentrate on meeting neighborhood, community and area needs.

State agencies own little more than 1% of the land in this district and 2% of the recreation sites inventoried. They were, however, responsible for 34% of the 1968 to 1970 outdoor recreation acquisition and development expenditures and 33% of the district's 1971 operation and maintenance expenditures.

These figures indicate that state agencies along with local governments should be lauded for doing more than their share in enhancing District 4's outdoor recreational value.

Federal agencies administer 40% of the district's land and 75% of its recreation sites. In 1971, however, their acquisition and development expenditures dropped to 5% of the district total with operation and maintenance at 18%.

It is obvious that federal agencies are managing facilities which make a major contribution to meeting the needs of the district. Although they need to continue maintaining developments of county-wide significance, they should concentrate on helping meet the growing multi-county, state and regional needs. For example, they could help by financing needed urban and wildland hiking trails in this district.

The district is also in need of snowmobile staging areas. While nonresident use is not currently significant, there are indications that it may be expanded with the development of tours into District 4's high mountain areas and the expansion of activities that rely on, or are associated with, snowmobiling.



The Provo River District will need at least 9 acres in 1975 and another 7 by 1985 to accommodate the growing interest in snowmobiling.

In fiscal year 1971, Provo City spent over $30,000 for recreation programs in District 4. The city is currently actively involved in plans to continue strengthening the district's urban outdoor recreation needs in light of demands made by surrounding districts.

The development of the Tri-City Golf Course is an excellent example of inter-local cooperation and is encouraged.

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 4 and current priorities and responsibilities

S – State;
ST – State Agencies;
L – Local;
LC – Local Church, Civic, School District, Special Interest Groups, etc.;
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED		ACTIVITIES	PRIORITY			LEVEL OF RESPONSIBILITY		
1975	1985		High	Med	Low	Primary	Secondary	Limited
9	7	Snowmobiling staging areas	S	L		CO,FD	PV,ST	LC
116		Trailbike trails	S	L		CO,FD	PV,ST,LC	
55	18	Urban horseback riding		L,S		CO,CM	PV,LC	
7,266*	2,374*	General winter activity	S,N		L	FD,PV	CO,CM	LC
	7	Boating launch ramp	S	N	L	CO,ST	PV,CM,LC	
4	14	Swimming pools	L			CO,CM	PV	
	285	Golf courses		S	L	CO,CM	PV,ST	LC
	32	Tennis courts		L		CO,CM	PV	
40	60	Archery courses		L	S	CO,PV	LC	FD
40		Firearm range	S,L			CO,LC	PV	
18	7	Urban hiking trails	L	S		CO,CM	PV	LC
138	231	Wildland hiking trails	S	N,L		FD,CO	PV,ST	LC
131	55	Bicycle paths	S			CO,CM	ST,PV	LC
	(-18)	Camping sites	S	N		FD,PV	ST,CO	LC
	(-172)	Picnicking sites	S		L	CO,FD	CM,ST	PV
26	30	Playfields	L		S	CO,CM	LC	
	97	Playgrounds		L		CO,CM	PV	
577	643	Totals						

Central Utah District (5)

Utah well deserves its title as "a land of contrast" when looking at District 5's rugged sculptured Big Rock Candy Mountain and then turning to the tall pine trees and greenery surrounding Fish Lake.

This six-county district has 35% of the state's inventoried outdoor recreation sites and only 3% of the population. Of all acquisition and development expenditures reported from 1968 to 1971, this district accounted for 4%.

These expenditures are within reasonable limits for the resident population. However, with the district lying in the center of the state and now served by a major east-west interstate highway in addition to the established north-south highways; its high plateaus, canyonlands and desert areas are receiving increased pressures to meet growing resident and nonresident outdoor recreation needs.



Four-wheel drive users, hunters, fishermen and photographers have expressed the need for additional access into state and federal properties in District 5. Some of these areas are currently landlocked by private holdings.

Imminent federal rulings and decisions on public land use in the area, particularly for use by off-road vehicles and the establishment of wilderness areas, will have a vital effect on the recreational uses of this and other districts.

There should be a balance between areas available to multiple-use activities and those to be left as wilderness areas without motorized access. Federal and state land holders should investigate access demands and strive for this balance.

Increased Visitation

Capital Reef National Park has been recently expanded and the National Park Service reports growing visitation by nonresidents and resi-

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 5 and current priorities and responsibilities

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LC – Local Church, Civic, School District, Special Interest Groups, etc.;
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
4	2	Snowmobiling staging areas		S,L		CO,FD	ST,CM	LC,IT
17		**Trailbike trails**	**S**	**L**		**FD,ST**	**CO,PV,LC**	**IT**
10	3	Urban horseback riding		S	L	CO,CM	LC,FD	PV
1,349*	**274***	**General winter activity**		**S,L**		**FD,CO**	**PV,CM**	
	9	Boating launch ramp	S		L	ST,FD	CO,PV,LC	
	2	**Swimming pools**	**L**			**CO,CM**	**PV,LC**	
190	190	Golf courses		L,S		CO,PV	LC	ST
	(-96)	**Tennis courts**			**L**	**CO,CM**	**LC**	
20	40	Archery courses		L	S	CO,LC	PV,FD	
40		**Firearm range**		**L,S**		**CO,LC**	**PV,CM**	
3	2	Urban hiking trails		L		CM	LC,PV	
108	**180**	**Wildland hiking trails**	**N,S**		**L**	**FD,CO**	**ST,PV,LC**	
36	36	Bicycle paths	S	L		CO,ST	FD,PV	LC
	(-13)	**Camping sites**	**S,N**		**L**	**FD,PV**	**CO,LC,IT**	
	(-77)	Picnicking sites	S		L	FD,CO	CM,LC,ST	PV
	4	**Playfields**		**L**		**CO,LC**	**CM**	
15	16	Playgrounds	L			CO,CM	FD,PV	
443	**298**	**Totals**						

dents. It is also anticipated that I-70 will have a recreational and land use impact on the district, particularly in the Sevier County area.

Other recreational gold mines in the Central Utah District include its many lakes and man-made reservoirs recognized and utilized by fishing and boating participants from surrounding districts.

Another sport growing rapidly in this rock hound paradise is dune buggying at areas like the unique White Sand Dunes currently being developed by the Bureau of Land Management.

Due to the fragile and often irreparable condition of the desert environment, dune buggy and trail activities should be focused on resources which can withstand intensive use. It is important to recognize that many of the popular dune areas in the state are visited by large numbers of people in the spring months, particularly by Boy Scouts.

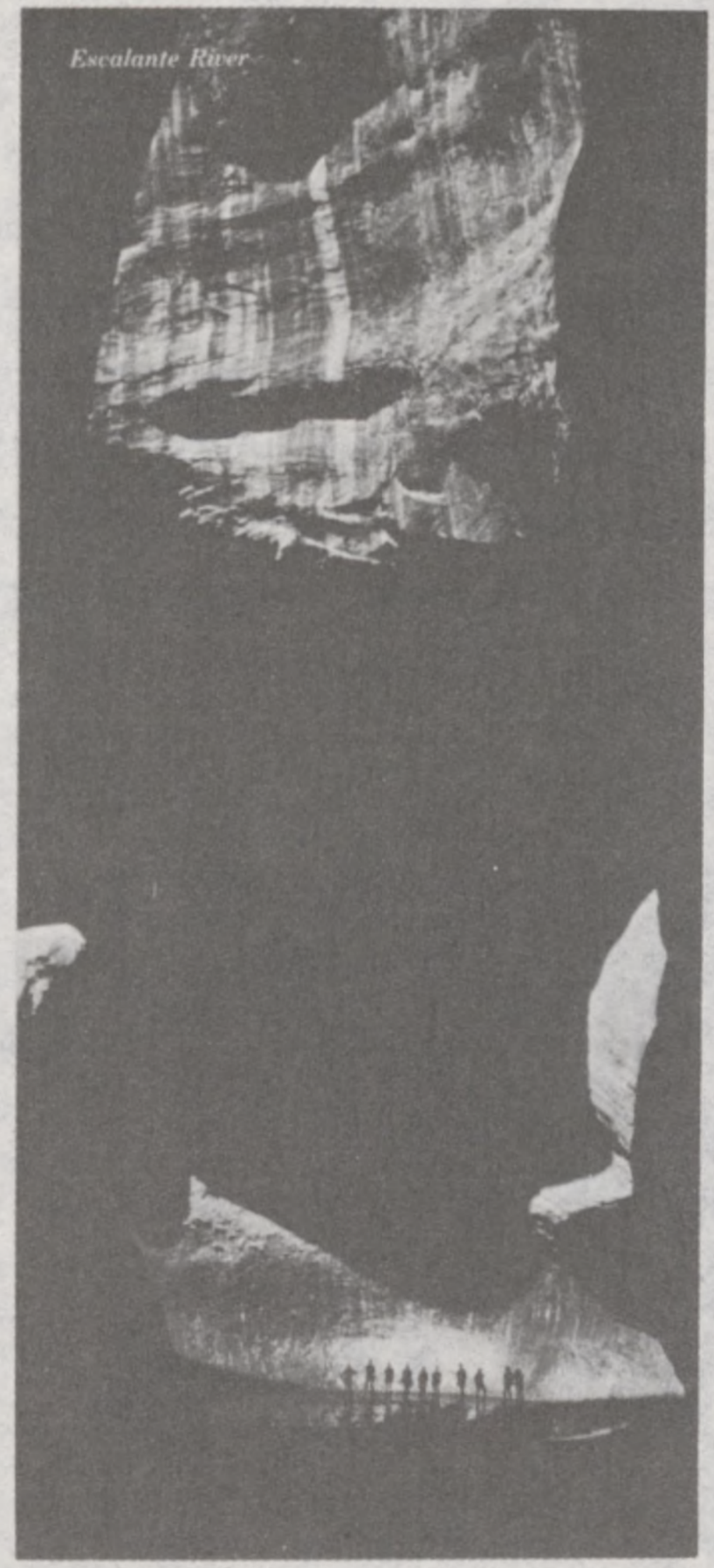
Respect of the environment is foremost in such development, but management and design can do much to increase the natural capacity of an area.

The private sector owns 15% of the district's land, 14% of the recreation sites and accounted for 27% of the district's acquisition and development expenditures in 1971.

Local governments own less than 1% of the land and about 1% of the district's outdoor recreation sites. They accounted for 24% of the district's acquisition and development expenditures from 1968 through 1970.

Statewide agencies own 5% of the land in District 5 and 1% of the developed recreation sites. They expended 62% of the acquisition and development funds used in the district from 1968 to 1970. Their acquisition and development expenditures were 52% of the district total and their operation and maintenance expenditures were 56%.

With management of 80% of the district's land and 84% of its recreation sites, federal agencies need to increase their efforts to develop this district's natural resources of statewide,


Escalante River

regional and national significance. Their efforts are also needed to continue meeting the growing county, and multi-county outdoor recreation pressures from tourists and surrounding planning districts.

Southwestern District (6)

Most commonly known as "Color County," it is hard to find another geographic area on the earth as excitingly different as the Southwestern District.

Rock formations and colors unique in every sense can be seen in Zion and Bryce National Parks. Although they are only a short distance apart, even these two natural masterpieces are a separate experience to see as they differ in topography, color, altitude and climate.

Visitors can launch their boats on the wide stretching Lake Powell and explore its 180-mile length and 1,960 miles of shoreline behind Glen Canyon Dam, or they can take boats and fishing gear to the numerous high country lakes and reservoirs.

District 6 has grown in national recognition by leaps and bounds since 1960 and in 1971 hosted over 49% of the state's total tourist visits, even though it contains a little more than 3% of the state's population.

The reason is Mother Nature, who besides creating such natural wonders as Cedar Breaks, Circle Cliffs, Coral Pink Sand Dunes State Park and the Escalante Wilderness, made it possible for travelers to ski on light, dry powder slopes above 10,000 feet at Brian Head from December through April and during the same period golf in the mild winter climate of St. George.

Also gaining national attention is the Utah Shakespearean Festival in Cedar City held each July and the Zion Ballet Festival in Springdale, gateway to Zion National Park.

Wildland Trails Needed

There is a desperate need for wildland trails for both the resident and nonresident: 445 acres

(840 miles) by 1975 and another 744 acres (1,488 miles) by 1985.

The sensation of freedom and unimpaired vistas should, in many cases, be as unemcumbered as possible by restriction of signs; however, for the novice, developed trails with signs may be needed in a representative number of areas. The decision-maker must be sensitive to these localized situations and act accordingly within the restrictions of the particular trail site capability.

Other needs have arisen for campground and picnic sites. Plans for land use development should begin now to facilitate the skyrocketing number of people who will visit Color County. More development similar to that recently completed at Coral Pink Sand Dunes State Park are needed throughout the district.

Public access to many potential outdoor recreation areas in this district is seriously dwindling. While there is a significant decrease in the number of farms, private land development is soaring to the extent that it is detracting from the recreational and open space quality of the district. Over 19,000 acres in Iron County alone have been subdivided since 1962 for "recreational home sites" speculative in nature.

The State Comprehensive Outdoor Recreation Plan has recognized the problem of public access in Districts 6 and 7. It is proposed that there should be greater scrutiny of subdivisions and land development in prime recreation areas to meet the needs of the majority and future generations rather than a minority.

This district, with 3% of the state's population, has 10% of the developed outdoor recreation sites in Utah. It is responsible for 20% of the 1968 to 1971 outdoor recreation acquisition and development expenditures.

The private sector owns 10% of the district's land and 13% of the developed recreation sites inventoried. Their 1971 acquisition and development expenditures were almost 60% of the district total and their operation and maintenance expenditures were 42%.

Private Sector Helping

The private sector is assuming a greater role in meeting multi-county, state, regional and national needs in this district of magnificent scenic wonders and outstanding recreational experiences.

Local governments own a small percentage of land in this district and only 1% of the developed recreation sites. They accounted for 6% of the 1968 and 1970 acquisition and development expenditures, two-thirds of which was contributed by communities.

State agencies own 5% of the land, 28% of the developed recreation sites and accounted for

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 6 and current priorities and responsibilities

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CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
2	3	Snowmobiling staging areas		L		FD,PV	ST,LC	
37		**Trailbike trails**	**S**	**L,N**		**FD,ST**	**CO,PV,LC**	
12	10	Urban horseback riding		L,S		FD,CO	ST,PV	
1,505*	**1,014***	**General winter activity**	**L,N**	**S**		**FD**	**PV,LC,ST**	
	(-2)	Boating launch ramp	N,S		L	FD,ST	PV	
	10	**Swimming pools**	**L**			**CO,PV**	**CM,LC**	
	380	Golf courses	S		L	CO,PV	LC	
	18	**Tennis courts**	**L**			**CO,LC**	**CM,PV**	
20	20	Archery courses		L,S		CO,LC	FD,PV	
40		**Firearm range**		**L,S**		**CO,LC**	**FD**	
6	2	Urban hiking trails		L		CM	LC	
445	**744**	**Wildland hiking trails**	**N,S**	**L**		**FD,ST**	**CO,PV**	**LC**
27	34	Bicycle paths	S	N,L		ST,CO	FD,CM,PV	LC
173	**493**	**Camping sites**	**N,S**	**L**		**FD,PV**	**ST,CO**	**LC**
243	320	Picnicking sites	N,S,L			FD,CO	PV,CM,LC	
	7	**Playfields**		**L**	**S**	**CO,LC**	**CM**	
12	48	Playgrounds	L			CO,FD	CM,PV	
1,017	**2,087**	**Totals**						

81% of all acquisition and development expendi tures from 1968 to 1970. In 1971, state agency acquisition and development expenditures were 34% and their operation and maintenance expenditures were 17% of the respective district totals. This indicates a shift to a more reasonable share of responsibility for meeting outdoor recreation needs in the district on the part of the state.

Federal agencies administer 85% of the land in this district and own 58% of the developed recreation sites. Even though their 1968 to 1970 acquisition and development expenditures were 12% of the total and their 1971 expenditures were 6%, they accounted for 33% of the district's outdoor recreation operation and maintenance expenditures in 1971.

State and federal agencies need even a greater input into District 6 and state agencies should continue their share due to this area's attractions of national and international significance.

Uintah Basin District (7)

Although having only 2% of the state's 1970 population, this district is experiencing a population boom such that it already has surpassed 1970 projections of the 1985 population.

Much of this boom is attributed to recent oil shale development.

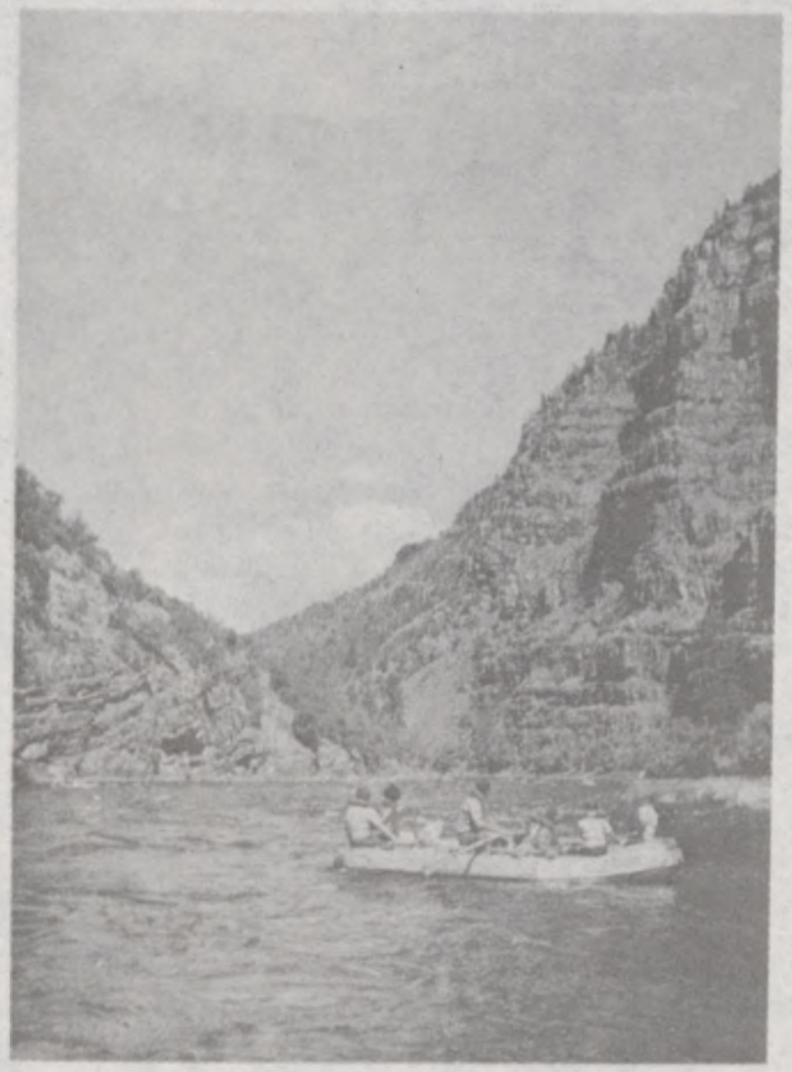
The home of Dinosaur National Monument and the Flaming Gorge National Recreation Area is a spectacular place to visit. Also within District 7 boundaries are the Uinta Mountains, the only major east-west range in the Western hemisphere. This area, which is under federal management, is a vast, unspoiled wilderness, dotted with almost a thousand glistening lakes.

Trout inhabited, the lakes are scattered throughout the primitive area in the Wasatch and Ashley National Forests.

"Dinosaurland" is heavily inhabited with game and is annually a favorite area for many of Utah's deer and pheasant hunters.

From coast to coast the nation is aware and





the waiting list grows every year for the exciting trips down the district's meandering Green River. Beginning at Flaming Gorge Dam and Vernal, where river tour guides are available, visitors are brought to one of several launching points for float trips through some of the most impressive scenery in the west.

Like most other rivers in the state, the Green River is in need of improved and expanded staging areas, parking, water supply, information signs and streamside camping to enhance its recreational offerings. With expanded use, management controls are becoming necessary to optimize on the quality of the river.

Not far from the Green River's edge, National Park scientists remove fossilized dinosaur bones from a gigantic quarry.

Great Potential

The national and international potentials in this district are unmeasurable and should receive the planning and financial attention of federal and state agencies.

The Utah Division of Aeronautics has suggested the improvement of an air strip near Duchesne and another near Dutch John to help capitalize on the recreational potential of Flaming Gorge.

District 7 is a favorite spot for those owning trail bikes and four-wheel drive vehicles. With respect to environmental protection, the district needs to initiate planning for wildland hiking trails, additional trails for trailbikes and roads for off-road vehicles.

Although the Uintah Basin District hasn't the capabilities to provide the generalized winter activities available in Districts 1, 2, 3 and 4, there are some resource areas appropriate for such development.

The district currently has no skiing facilities and minimal generalized activities which include sledding, tubing, ski-bobbing, tobogganing and nonlift skiing. Snowmobile use is increasing. Identified staging areas are needed.

Some 911 acres will be needed by 1975 and another 107 acres by 1985 for generalized winter activities in this district.

The Uintah Basin District contains 7% of the state's outdoor recreation sites. It spent 7% of all the acquisition and development money used in Utah from 1968 to 1971. Expenditures are expected to continue upward to meet out-of-district demands and the recent surge in resident population.

The private sector owns 20% of the land and 6% of the developed outdoor recreation sites inventoried in the district. In 1971 it accounted for 9% of the acquisition and development expenditures and 8% of the operation and maintenance expenditures. This indicates an increase in the private sector's share of responsibility for providing outdoor recreation.

State agencies own 5% of the land and only 1% of the developed recreation sites, yet accounted for 30% of the 1968 to 1970 acquisition and development expenditures. State agencies have continued to increase recreation funding and are doing more than their share to meet the growing multi-county, statewide and regional needs identified in District 7.

Federal Aid Grows

Federal agencies own 60% of the land and 90% of the inventoried recreation sites. Like the local and state governments, their expenditures for acquisitioned and development of land are growing each year.

The Ute Indian Tribe, with management assistance from the Bureau of Indian Affairs, owns 15% of the land and 1% of the inventories outdoor recreation sites. The Tribe's token expenditures for outdoor recreation in the past have been replaced by a concerted effort to make recreation an important part of the Tribal economy; this is reflected in their 1971 acquisition and development expenditures which were 4% of the district total and operation and maintenance 12%.

These figures indicate that the Ute Indian Tribe is moving toward its responsibility for Tribal outdoor recreation needs and offering opportunities on Tribal lands which can also help meet multi-county, state, regional and national needs.

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 7 and current priorities and responsibilities

S – State;
ST – State Agencies;
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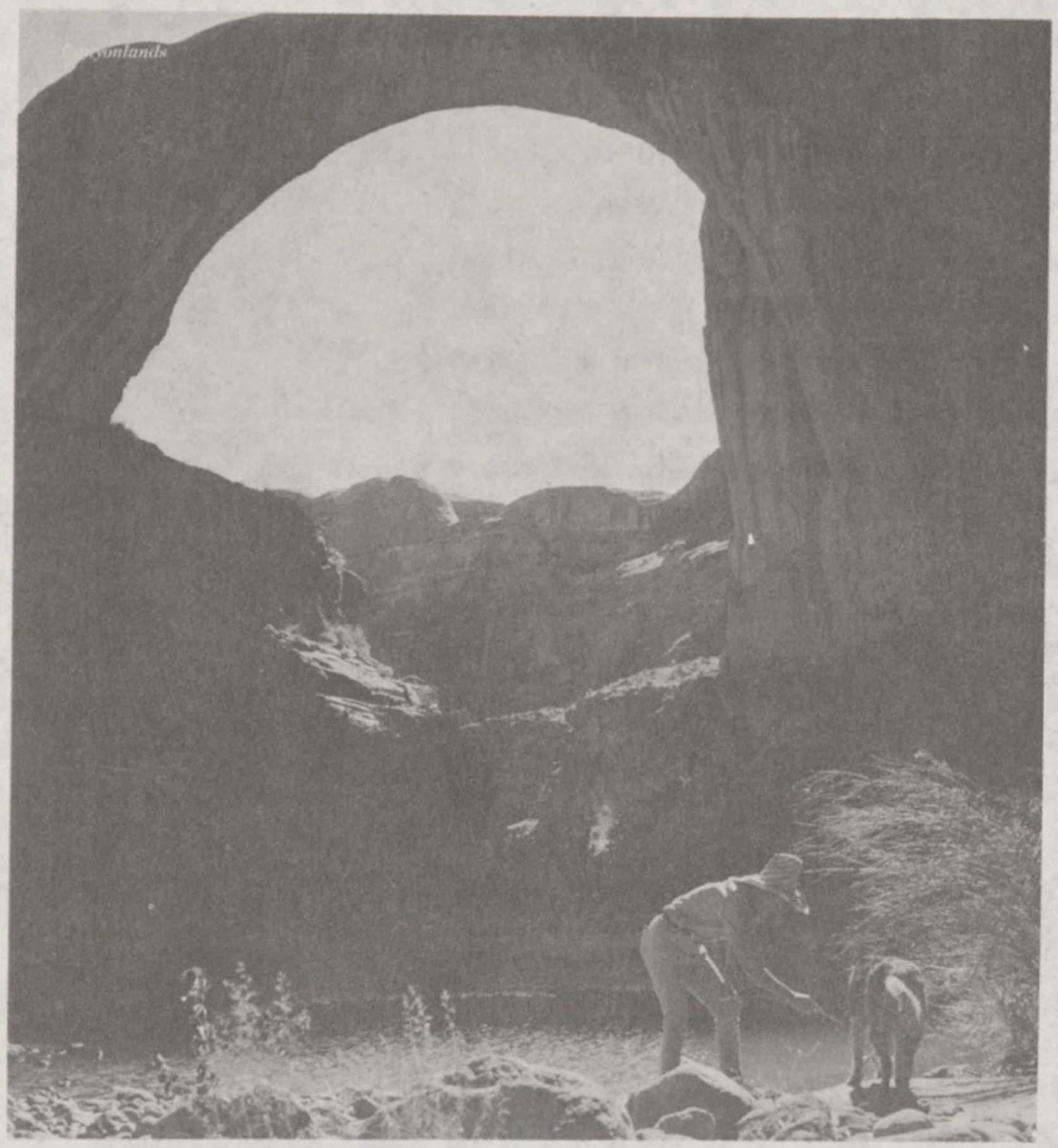
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
1	1	Snowmobiling staging areas		S,L		ST,FD	IT,CO	LC
13		**Trailbike trails**		**L,S**		**FD,ST**	**IT,CO**	**LC**
7	1	Urban horseback riding		S	L	CO,CM	LC,IT	PV
911*	**107***	**General winter activity**		**S**	**L**	**FD,ST**	**PV,IT,CO**	**CM**
	(-21)	Boating launch ramp	S,N	L		FD,ST	IT,LC,CO	
4	**2**	**Swimming pools**		**L**		**CO,IT**	**CM,LC**	
95	190	Golf courses			L	PV,IT	CO,CM	LC,FD
12	**4**	**Tennis courts**		**L**		**FD,CO**		
	20	Archery courses		L	S	CO,IT	LC	FD
40		**Firearm range**		**L,S**		**CO,IT**	**LC,FD**	
3	2	Urban hiking trails			L	CO,CM	LC,IT,PV	
138	**231**	**Wildland hiking trails**	**N,S**		**L**	**FD,IT**	**ST**	**PV,LC**
16	21	Bicycle paths	S	L		CO,ST	IT,FD	LC
	(-97)	**Camping sites**	**N,S**		**L**	**FD,PV**	**IT,ST,LC**	
9	31	Picnicking sites	S	L		FD,CO	IT,PV	LC
	1	**Playfields**		**L**		**CO,CM**	**IT,LC**	
6	20	Playgrounds		L		CO,CM	IT,PV	
344	**406**	**Totals**						



Southeastern District (8)

Canyonlands National Park and Arches National Monuments are tributes to nature's imagination in their unique magnificence, yet they are only now being discovered by residents and non-residents as an area overflowing in sightseeing and recreational opportunities.

The district's many nationally recognized attractions, including Castle Valley, Dead Horse Point State Park, Four Corner's Monument, Monument Valley, Natural Bridges National Monument, Rainbow Bridge National Monument and 2 high spirting geysers are only samplings of nature's generosity in this area.

District 8 attracted 15% of the state's tourists from 1970 to July 1971 and is continuing to blossom in resident and nonresident recognition.

Increased attention means increased demands and District 8 is no exception. Federal, state and local planners need to continue establishing camping and picnic sites as well as establish more wildland trails and recreation opportunities for off-road-vehicles.

The district contains less than 4% of the state's population, 7% of its developed recreation sites and has an acquisition and development expenditure amounting to 19% of the 1968 and 1971 total. Programs for meeting the out-of-district demands predominantly on canyon and mesa country in this district, together with unmet local needs should constitute the thrust of the next few years.

Local demands include the additional need for at least 36 holes of golf by 1985. A rural standard of one nine-hole course for each 8,000 population has been derived.

The district's primary local need is in generalized winter activities with 1,392 acres needed for development by 1975 and another 192 acres by 1985.

Pioneers In Recreation

While thousands of acres of the district's national parks, monuments and certain forest areas are virtually inaccessible except for four-

wheel drive vehicles, more tours by horse and foot are being introduced each year. Guides are also available for land, river and air excursions into the most rugged wilderness of the district. Local, state and federal governments should continue to support these pioneers in recreational development and create a balanced transportation system which would include carefully selected corridors for improved highways into these recreational areas.

Private sector owns approximately 10% of the land and 17% of the outdoor recreation sites in the district. Acquisition and development expenditures in 1971 for outdoor recreation were 11% of the district total with operation and maintenance expenditures amounting to 3%.

Local governments own very little of the district's land and 4% of the inventoried developed recreation sites. Their 1968 to 1970 acquisition and development expenditures were 2% of the district total including school district expenditures for outdoor recreation.

Communities and counties in District 8 have almost evenly divided their responsibility and thus far are successfully meeting most of the growing neighborhood, community, area, county and multi-county needs.

State and federal agencies have also contributed to the well being of this district. State agencies own only 5% of the land and 4% of the developed recreation sites, however, they accounted for 94% of the reported 1968 to 1970 acquisition and development expenditures. Federal agencies own 75% of the land and developed recreation sites in this district. Their 1971 acquisition and development level was 11% of the district total and operation and maintenance level was 32%.

The Navajo Indian Tribe owns 10% of the land in the district, but less than 1% of the developed outdoor recreation sites. Although their expenditure levels have not yet been ascertained, it is obvious they are in a unique position to offer a wide variety of authentic outdoor recreational, cultural and educational experiences which would have statewide, regional, national and international interest.

Their proposed "Trail of the Ancients" project may provide outdoor recreation opportunities while providing education about and preservation of local archeological resources.

1975 & 1985 outdoor recreation activity acreage needs for Utah's multi-county planning District 8 and current priorities and responsibilities

S – State;
ST – State Agencies;
L – Local;
LC – Local Church, Civic, School District, Special Interest Groups, etc.;
CO – County Government;
CM – Cities and Towns;
PV – Private Enterprise;
IT – American Tribes;
N – National or out-of-state;
FD – Federal Agencies

NOTE: The negative value in parenthesis, i.e., (-) under acres needed indicates an excess supply over demand.

*Not included in totals. Needs could not be computed.

ACRES NEEDED 1975	ACRES NEEDED 1985	ACTIVITIES	PRIORITY High	PRIORITY Med	PRIORITY Low	LEVEL OF RESPONSIBILITY Primary	LEVEL OF RESPONSIBILITY Secondary	LEVEL OF RESPONSIBILITY Limited
4	1	Snowmobiling staging areas		S	L	FD,ST	PV	LC
24		Trailbike trails		S,N	L	FD,ST	IT,LC	PV
11	1	Urban horseback riding	L	S		FD,PV	IT,ST	LC
1,392*	192*	General winter activity	N,S	L		FD,ST	IT,PV	
	(-12)	Boating launch ramp	L			CO,CM	PV,IT	
8	4	Swimming pools	L	S		CO,IT	PV,CM	
190	190	Golf courses			L	CO,CM	LC	FD
	(-24)	Tennis courts		L	S	CO,FD	ST,LC,IT	
	20	Archery courses		L,S		FD,CO	IT,LC,PV	
40		Firearm ranges		L		CO,CM	LC	
4	2	Urban hiking trails	N,S		L	FD,IT	ST,PV	LC
154	257	Wildland hiking trails	S	L,N		ST,CO	CM,FD	LC
28	15	Bicycle paths	N,S	L		FD,PV	ST,IT	LC
4	50	Camping sites	N,S	L		FD,PV	ST,IT	LC
37	30	Picnicking sites	N,S	L		FD,CO	CM,IT,LC	PV
	4	Playfields		L		CO,CM	IT,LC	
27	20	Playgrounds		L		CO	CM,ST,IT	
531	558	Totals						

Statewide Standards

In consideration of anticipated demands, the following statewide standards have been established for each planning district through 1985. It should be noted that these projections are subjected to change as changes, in time, income, mobility, population.

SNOWMOBILING: Approximately 1 acre of snowmobile staging area for each 80 snowmobiles is needed, depending upon design configurations of the property. Approximately 1 mile of trail for each 16 snowmobiles is needed in heavy use areas.

TRAILBIKE RIDING: Should be one hill-climbing facility of 40 acres for each 50,000 motorcycles with multiple use of snowmobiling staging areas where possible.

HORSEBACK RIDING: Heavily urbanized planning districts should realize a standard of 30 miles of intensively used bridle trails for each 150,000 population.

GENERAL WINTER ACTIVITY: These activities including sledding, tubing, snowplay, ski-bobbing, tobogganing, and non-lift skiing, require at least 12 acres per 100 users.

BOATING LAUNCHING RAMPS: One improved launching lane for each 70 boats launched and loaded in Utah on a heavy use day has been developed as a standard.

SWIMMING POOLS: Several factors are involved in determining standards for Utah's resident and nonresident swimming population. As a result, the following planning district standards for swimming pool needs have been adopted with an average pool area of 4,500 square feet: Planning districts 6 and 8, one pool per 6,000 population; Planning districts 5 and 7, one pool per 8,000 population; Planning districts 1 and 4, one pool per 10,000; Planning district 2, one pool per 15,000 population; Planning district 3, one pool per 25,000 population.

GOLF COURSES: (1) A standard of one nine-hole course for each 15,000 population has been established for urban centers and for population within a 10-mile radius; (2) A rural standard of one nine-hole course for each 8,000 population has been established for such rural service centers as Roosevelt, Monticello, Beaver, Moab and St. George.

TENNIS COURTS: Urban areas—one tennis court per 4,500 population; rural areas—one tennis court per 1,500 population.

ARCHERY COURSES: Should be approximately 1 range (field and target) per 3,000 participants.

FIREARM RANGE: At least 1 supervised facility for small arms, rifle and shotgun firing should be provided for each community of 20,000 or less, and 1 facility for each 100,000 population in metropolitan areas.

URBAN HIKING TRAILS: One mile of improved urban trail for each 8,500 population.

WILDLAND HIKING TRAILS: Due to the complexity of variables and the varying participation patterns of residents and non-residents, the standard has been determined by use rather than mile of trail per population. The following needs were determined: One mile for each 4 activity occasions in districts 1, 5 and 7; one mile of trail for each 5 activity occasions in districts 2, 4 and 8; 1 mile for each 6 activity occasions in district 6; and 1 mile of trail for each 7 activity occasions in district 3.

BICYCLE PATHS: One mile of trail or bicycle path for each 1,600 population. This standard does not assume major bicycle transportation system needs, only recreation bicycle needs.

CAMPING SITES: One camping unit for each 440 camping activity occasions (6 units per acre).

PICNICKING SITES: One picnic site per 480 picnic occasions (8 units per acre).

PLAYFIELDS: Resident playfield standards by planning district in terms of state population per playfield: District 1, 900; District 2, 1,500; District 3, 2,500; District 4, 1,500; District 5, 700; District 6, 700; District 7, 600; and District 8, 700 persons per acre.

PLAYGROUNDS: The following standards on playgrounds compensate for the lack of open space and creative play areas existing in densely populated areas of the state. Need is determined in each planning district in terms of population per acre in 1970: District 1, 700; District 2, 450; District 3, 350; District 8, 450; District 5, 800; District 6, 700; District 7, 700; and District 8, 800 persons per acre.

These standards are conservative. They must be updated when research and/or practicality dictate.



57-665 O - 75 - 16



Utah State Capitol

Implementation of Plans

The Utah Comprehensive Outdoor Recreation Plan should not be considered a final publication. The data has led to many conclusions; therefore more studies are needed, information needs to be updated, new developments need to be taken into consideration and vital legislation needs to be implemented to meet public outdoor recreation demands.

NEEDED STUDIES

A state land use study: This would provide an inventory and a data base for the state land use policy and statewide zoning in critical areas. The study should indicate and keep up-to-date information on land use, land ownership patterns and areas of critical environmental concern.

Topographic mapping of the state and updating old existing maps: Much of the information from the new resource satellites will prove valuable in updating land use studies.

A scenic and wild rivers study for the state: Waters should be inventoried and classified as to their recreation potential.

A trail system study: This study conducted in each planning district would help meet the needs for many outdoor recreation activities which utilize trails.

A bicycle way and trails study: A bicycle way study would identify existing streets and natural corridors having potential for bicycle paths. Included in the trail study would be an assessment of abandoned railroad rights-of-way, canal rights-of-way and utility rights-of-way which would have potential for bicycle pathway use.

A state park system plan: A long range plan for one of the state's major recreation agencies is needed to guide decision-making and development of state park areas.

A public land ownership study: This study is needed to determine current public land ownership patterns in order to help future acquisition and development policy.

An inventory update of Utah outdoor recreation resources and facilities: This study

is mandatory for Utah's planning progress because much land has been acquired for recreation and related purposes since the last inventory.

A statewide goals study: This study is a continuing effort by the Utah Legislative Council and is a significant aspect of Utah's continuing planning process.

A statewide inventory of education and recreation programs: This study would provide a list of recreation-education programs and how they are or could be affecting the development and use of outdoor recreation facilities.

Fiscal source and use inventory: This kind of study would help provide a basis for fiscal policy formulation and help identify those sources of funds which are and are not currently available.

Alpine lakes inventory: This study will complete the Utah fishing water inventory and classification which was initiated in 1964.

An anticipated change-in-cost study: Inflation won't stop for any plan. A study should be made of anticipated changes in costs of several recreation activities periodically and of those competing for the discretionary dollar.

Continued local outdoor recreation studies and research on a planning district, multi-county or community level: These kinds of studies need to be updated annually to help local agencies meet the recreation needs of the people they serve, establish local priorities and provide input for the state's ongoing recreation planning process.

NEEDED LEGISLATION

Provide enabling legislation for area-wide government in appropriate areas of the state: This may free some money now being spent on duplication of facilities and allow it to be used to benefit all people within a larger jurisdiction.

Implement statewide land use policies: State land use planning in areas of critical concern would provide an instrument for protecting prime agricultural land, mineral development, recreation areas, prime industrial areas, important watersheds and critical wildlife habitat.

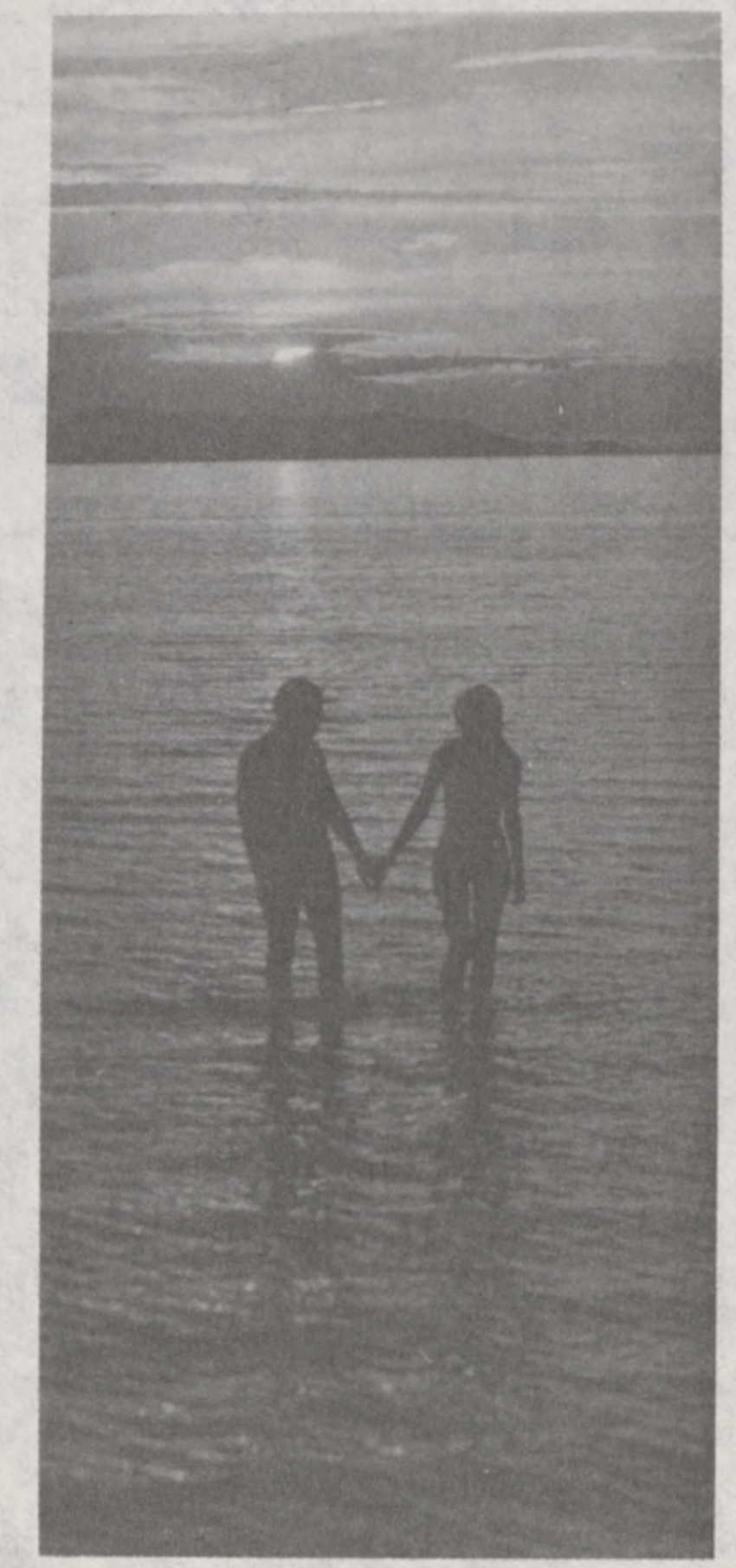
Appropriate additional funds for outdoor recreation, environment control, ecological stabilization, resource management and other elements of environmental protection and enhancement: The needs are so great that most agencies involved are falling behind each year in addition to being unable to respond to new demands and pressures from the public.

The State Legislature should designate an official scenic and recreation trail system, road system and stream system subsequent to the completion of appropriate studies: Legislated designation should also extend to appropriate elements of the Official State Register of Historic and Prehistoric Sites and Events currently being maintained by the Division of State History. The designation of all these resources systems will aid in the protection and enhancement of geologic, cultural, historic, aquatic, wildlife and recreational values.

Legislate for more stringent laws against vandalism, littering, pollution, poaching, rustling and the destruction of public and private property: Many lands once available to the public are being closed due to improprieties and felonious acts of a few.

Provide a model liability relief law: Utah should investigate instigating a law binding the responsibility of land owners or other suppliers of outdoor recreation opportunities where no fees are charged the user. Forty other states have already enacted this legislation. This law could go far in opening up closed lands for public use and in providing access through private lands to public areas.

Tax land according to use to protect agricultural and open recreational lands from being taxed into incompatible or undesirable uses: It is possible to increase public recreation opportunities on private lands by providing special reduced assessments for certain private property devoted to public recreation use. Such taxation would allow private owners of certain agricultural, timber of open space land to apply to appropriate tax officials for classification of his real property as "Public Recreation Land" only for land tax assessment purposes. Any real property meeting the requirements of such an act would be assessed at 50% or less of the assessment ratio applied to other real property within the taxing jurisdiction.



Summary

A balanced program of acquisition and development of outdoor recreation lands and facilities combined with development of recreation programs, the acknowledgement of individual planning district needs and farsighted legislation can do much to alleviate recreational deficiencies.

But a plan is only a plan until it is implemented and built upon.

The term balanced refers to variety in degree of development of resource areas; there should be an adequate amount of open space and wilderness as well as high-density or heavy-use recreation areas.

A balanced transportation system must be included in a balanced outdoor recreation system. The future points to the need for aircraft, mass transit systems, buses and recreation trains from population centers to high impact recreation areas.

The overall outdoor recreation system in Utah also requires a special emphasis on the state's culture and history in addition to its scenic, recreation and wildlife resources.

Physically, a balanced recreation system should offer a variety of activities through acquisition, development and management of such components as playgrounds, playfields, golf courses, open spaces and other elements which make up local parks; a system of state parks, recreation areas and reserves; federal parks, recreation areas and open space; and a system of trails, roads and waterways contributing to accessibility and enjoyment of Utah's natural wonders.

Recreation planning and implementation can't be done in isolation of other land use plans.

Needed policies include: Establishing a state land use policy; encourage land banking; promotion for greater respect of property; and more effective enforcement of laws against trespass and destruction of property.

These various problems of outdoor recreation embracing Utah's great natural resources are of much concern to the State of Utah and all levels of government. The on-going Statewide Comprehensive Outdoor Recreation Planning (SCORP) process that the state has undertaken is a result of that concern.

People helped make Utah the outdoor wonderland it is today, changing desert country lands to lush emerald valleys ideal for raising a family; and people, through proper direction and planning, will determine the state's recreation and environmental quality for years to come.

COMMONWEALTH OF VIRGINIA

ROB R. BLACKMORE
Director

Telephone (804) 770-2036

COMMISSION OF OUTDOOR RECREATION

Eighth Street Office Building
803 East Broad Street
Richmond, Virginia 23219

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December 13, 1974

SENATE INTERIOR COMMITTEE
RECEIVED
DEC 17 1974
WASHINGTON, D. C. 20510

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

Dear Senator Jackson:

I am writing in response to your letter of November 20, 1974, in which you requested our comments on the 1969 draft and 1973 revision of the Nationwide Outdoor Recreation Plan.

We at the Commission feel that the Bureau of Outdoor Recreation is to be commended on its formulation of a well thought out, achievable plan which has the potential of increasing the quantity and quality of outdoor recreation in America. Although many of the policy recommendations are broad in scope and general in nature, this is as it should and must be if they are to become reality in a dynamic and changing society.

Virtually every facet of the Nationwide recreation picture has been considered. Many compelling policy changes have been recommended in an effort to encourage and insure cooperation and cohesiveness of purpose in satisfying our growing recreational demands of the present while creating, and in some instances recreating, a quality living environment for the future.

Our only concern involves the 1973 version of the Plan. While it adequately delineates the suggested policy changes and recommendations for action, it lacks the wealth of background data contained in Section III of the 1969 draft. It would seem that this data could

be of great value to recreation decision makers and should be made available to them, in the form of an appendix to the 1973 Plan, in an effort to insure its successful implementation.

Thank you for the opportunity to comment.

Sincerely,

Rob R. Blackmore
Director

STATE OF WASHINGTON

INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION

4800 Capitol Blvd.
Tumwater, Washington 98504

Phone: (206) 753-7140

Daniel J. Evans, Governor
Warren A. Bishop, Chairman

PARTICIPATING AGENCIES

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State Parks and Recreation Commission
Charles H. Odegaard, Director

CITIZEN MEMBERS

Adele Anderson, Ph.D.
Lewis A. Bell
Warren A. Bishop
Micaela Brostrom
Mrs. Frederick Lemere

ADMINISTRATOR
Stanley E. Francis

December 16, 1974

DEC 18 1974

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

Dear Senator Jackson:

Thank you for providing us the opportunity to evaluate and comment on the 1969 and 1973 editions of the Nationwide Outdoor Recreation Plan. We deeply appreciate your personal efforts which resulted in the printing and publication of the 1969 document. We further appreciate your recognition of the fact that adequate time is not available for us to do a thorough analysis at this time but we can assure you that both documents are valuable references in our everyday work.

In a general analysis of the relationships between the two plans, we have found that the 1969 Plan is much more specific in its recommendations and proposed actions. This is especially true in the directions and recommendations that were given to programs which should be undertaken by Federal agencies. The 1969 Plan included specific proposals for many Federal agencies where the 1973 Plan does not. While we may not agree with all of the recommendations proposed, the 69 Plan does give states and local governments a far better picture of the role foreseen for the Federal Government in the provision of outdoor recreation facilities and services than does the 73 Plan. We recognize that the 73 Plan does emphasize the revenue sharing philosphy thereby putting greater emphasis on programs by State and Local Governments. We have no objection to this but we do feel that it is important to have some committments recommended for the Federal Government.

We also felt that the 1969 Plan contained the broadest and most realistic view of private sector involvement. The 73 Plan looked at the private sector as primarily a provider of facilities and services while the 69 Plan also considered multiple use of large private holdings as having potential for public recreation. The 69 Plan recognized that tax incentive, liability protection, and other considerations might be necessary if multiple use of these major land areas was to become a reality.

In general we would say that the 1969 Plan not only identifies problems but suggests in very broad terms, programs of action and committments for both the public and private sector, for Federal, State, and Local Governments. There are no such committements contained in the 1973 version.

expo'74
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Spokane, USA
May-Oct., 1974

In your letter you also requested that we comment upon the inter-relationships between recreation and several national concerns. We have tried to do so below.

The first item you have listed is, "Efforts to curb inflation and concurrently cushion the impact of unemployment (for instance through the creation of public service jobs)". We in Washington State benefited greatly from former federal programs of this nature as can be seen from still used facilities in many of our Federal and State Parks and forests. Today's extremely heavy use of all public recreation facilities, be they local, state or federal, have created major problems in the areas of maintenance and operation. It would appear to us that a program designed primarily to upgrade or replace badly deteriorated existing facilities would serve a very useful function both in curbing inflation and reducing unemployment.

In the area of "energy shortages and energy conservation programs", some activities such as bicycle trails for transportation have been implemented, however, both the scope of the program and the funds allocated to it are far too limited to have any real impact on the problem. We are fully aware that many committees, both Federal and State, as well as you, yourself, are doing everything possible to promote public awareness and actions in this area. We can not add any new ideas at this time except to suggest increased emphasis on development of park and recreation facilities in or near urban centers.

On the question of "social ills of urban areas" we suggest the causes of social ills may be similar on a nationwide basis, but the actual problems and their solutions may vary widely from one part of the country to another. We suggest that one of the causes is the fact that people do not know how to properly use their discretionary time. Since much more time is spent in this category than in working, we feel our educational systems need to do a much better job of educating people for the use of leisure time.

In answer to the item on educational benefits, many recreation programs have instituted activities and programs which contribute to education through recreation. Joint development and use of facilities, instructional programs in cultural arts and many others, are geared to contributing towards a full and enriched life through recreation. Unfortunately recreation has too often been used as synonymous with "play" rather than with beneficial use of leisure time as it should be.

In the area of land use planning, we feel that the Statewide Comprehensive Outdoor Recreation and Open Space Plans required by all states in order to participate in the Land & Water Conservation Funds, have been a major factor and influence in expansion of land use planning programs throughout the Nation. As a result of these plans, recreation planners at all levels of government are becoming involved in overall land-use planning to a far greater degree than ever before. We hope this trend continues and are making every effort to assure that it does in this State.

Environmental Pollution is such a broad subject that we find it difficult to comment meaningfully at this time. We do, however, recognize that overuse of any resource can create serious pollution problems and that recreational use of certain highly desirable areas within our Nation has, and could in the future, be a major environmental pollution problem. We, therefore, feel that one of the most critical concerns that recreation agencies face is the challenge and ability

to disperse the recreating public in such a manner as to relieve some of the more critical problems of congestion we now face in many popular parks and other recreation areas.

"Preservation of critical, ecological, and natural areas" has long been a concern of land management agencies. However, their efforts have been extremely limited for a wide variety of reasons including lack of funds, public apathy and others. It may well be that some form of incentives will need to be given to the private sector and to other public agencies that will make it as economically feasible for them to preserve critical areas in their natural state as it now is to convert them to some other use. This is not to say that the funds now being provided and efforts currently underway in this area should in anyway be weakened, but instead we suggest that opportunities be provided both legally and financially to expand those efforts. .

On the subject of the "enhancement of the urban environment" we feel that park and recreation agencies, especially at the local level, have been a major influence throughout the Nation. Programs to provide citywide greenbelts and the conversion of blighted areas to parks through citizen involvement have been receiving nationwide publicity. We can not offer any specific recommendations in this area except that we strongly recommend continuing any programs which encourage community organizations and agencies to participate in programs of this nature.

In the "formulation of a national water policy" we feel that recreation must be recognized as a major and primary use of water. Recreation agencies should be involved in preparing policies related to the development of in-stream flows at both the State and Federal level, the access to large bodies of water and the consumptive use of water as a result of recreation participation.

We have attached to this letter a listing of specific recommendations that were in the 1969 Plan. We could find no counterpart in the 1973 version. We felt that this resume' might be helpful to you and your Committee staff.

We sincerely hope that the above comments are helpful to you and to the Committee on Interior and Insular Affairs in your efforts during the 94th Congress. If this office can be of any further help to you, please do not hesitate to call on us.

Sincerely,

Stanley E. Francis

STANLEY E. FRANCIS
Administrator

SEF:GWP:sr

Attachment

Specific Recommendations Listed in the 1969 Plan but not found in the 1973 National Plan
(Numbers in parentheses indicate corresponding page numbers in the 1969 Plan)

RESEARCH AND DATA COLLECTION

1. National Recreation Information System (362)

2. Research Advisory Board (374)

3. Interdisciplinary Research Center for Environmental Quality and Outdoor Recreation Research (375)

4. Expansion of the Standard Industrial Classification System by the Bureau of the Census to include recreation business statistics.

5. Creation of a National Recreation Environment Account report entailing an annual assessment of the Nation's significant natural and cultural resources. (311)

Environment and Water

1. Recommendation that the Atomic Energy Commission have the authority to protect the quality of the environment in its licensing procedures under the provisions of Section 102 of the NEPA of 1969.
2. Adoption by the the Federal Power Commission of a policy to require licensees of existing federally licensed hydroelectric projects to prepare and implement a recreation development plan. (328)

3. Implementation of the Island Trust concept as proposed in the BOR Island Study. (332)

Opening Up of Additional Recreation Land

1. Give public agencies the first right of purchase for outdoor recreation purposes, abandon railroad right of ways. (345)

2. Establishment of the Lewis and Clark Prairie Preserve in South Dakota. (322)

3. Expand the public recreation opportunities on Indian Lands through a coordinated effort of assisting Indian people in assuming management, leadership and operational roles and through the provision of grants and loans. (321)

4. Development of a new category of recreation areas designated as national scenic areas. The Wrangell Mountain National Scenic Area is proposed as the first unit in a system of national scenic areas. (315)

5. Department of Defense review of all military installations in cities over 250,000 persons in order to determine the feasibility of closure or move in order to make available for public recreation use. (305)

6. Authorize Federal agencies to acquire and develop areas affording outstanding recreatior opportunities within and adjacent to the Nations largest cities. (303)

Recommended Changes in Federal Programs

1. Expand the Neighborhood Facilities Program which would provide for recreation facilities to receive high priority and cooperative procedures would be developed so that LWCF monies could be used to expand recreation facilities at neighborhood centers. (305).

2. Expansion of the Open Space Land Program with a major emphasis on acquisition and development of open space opportunities within major urban areas. (304)

3. Redirection of Land and Water Conservation Fund grants to serve day-use recreation needs and also to make funds available for non capital expenditures as well as capital expenditures. (302).

4. Recommend that the Office of Education and HEW facilitate the development of and provide funds for environmental education programs (379).

5. Initiate within the Department of Interior a Technical Assistance Program through which participating public and private agencies would apply their particular skills and information to urban recreation problems in our large cities. (304).

604 East 25th Street, Cheyenne, Wyo. 82002

Telephone: Area Code 307 – 777-7695

MARVIN HARSHMAN
President
COMMISSION OFFICERS
ALBERT PILCH, Vice President
1800 Morse Lee
Evanston 82930
BILL NATION, Treasurer
2221 Van Lennen Avenue
Cheyenne 82001
MEMBERS
Reginald Bafford
P. O. Box 625
Lusk 82225
Floyd Bartling
P. O. Box 172
Douglas 82633
Lyle Bentzen
1001 Pioneer Road
Sheridan 82801
Mrs. Robert Frisby
2007 Newton Avenue
Cody 82414
Jack D. Osmond
P. O. Box 216
Thayne 83127
Duane Redman
Dubois 82513

STANLEY K. HATHAWAY
Governor

PAUL H. WESTEDT
Director

FEB

January 29, 1975

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

Dear Senator Jackson:

Enclosed please find two pieces of correspondence relating to your November 20, 1974 letter of request.

I hope that this information will assist you in your efforts.

Please feel free to contact us further on this matter in the future if we can be of assistance.

Sincerely,

Paul H. Westedt

Paul H. Westedt
Director

PHW:lcl
Encls.

cc: Wyoming U. S. Senator Gale McGee
Wyoming U. S. Denator Clifford P. Hansen
Wyoming U. S. Representative Teno Roncalio

Wyoming Recreation Commission

INTER-OFFICE MEMO

DATE January 29, 1975

TO: Paul H. Westedt

FROM: Peter J. McNiff PJMc

SUBJECT: For Reply to Senator Jackson: Efforts to curb inflation and concurrently cushion the impact of unemployment (for instance through creation of Federal Public Service jobs).

COPIES TO: PJMcNiff; RF.

At this particular time in the western United States, we are experiencing a phenomenon of ever-increasing number of visitors to federal public recreation lands, i.e., National Forest Service, National Park Service, Bureau of Land Management and Bureau of Reclamation owned areas; combined with a severe cutback of federal recreation management funds and programs, and in the case of the Bureau of Reclamation in Wyoming a complete lack of adequate initial statutory ability or apparent interest to react at all. This problem is particularly vivid in the case of the National Forest Service in Wyoming who is attempting to administer huge tracts of land with little or no recreation budget or personnel; on the other hand, probably the most direct problem faced by the State of Wyoming is the above mentioned Bureau of Reclamation situation and either the Bureau or another federal agency desperately needs the desire and ability to accept this responsibility. The state's first-hand knowledge of these problems stems from the fact that with respect to seven federally owned reservoir areas in Wyoming presently administered by the state, the state has the full recreation administrative responsibility, yet almost no assistance or co-operation from the Bureau, this in light of the fact that at present state and local governments have their hands full administering their own lands and are finding it increasingly hard to also accept this administrative responsibility on these federally owned areas. If a solution to this problem is not found in the near future, we will be facing severe environmental and social problems.

It would appear that a partial natural solution to inflation and unemployment problems plus the resources to assist above explained needs could be attained if federal public service jobs and related financing could be created to assist with the programs and development of these federally owned areas.

We have had some very favorable experience with Youth Conservation Corps activity in Wyoming and an expansion of similar type activities would be heartily welcomed.

With respect to the inter-relationship between recreation and the rest of the concerns listed, especially those involving social ills, educational benefits, environmental problems, etc., these can also be directly tied with the inflation - employment problem and we feel partially solved by federal public service jobs and related financing.

The labor force is available, the problems are apparent, now with a properly directed public service job program and financing, work could begin on the solutions.

THE UNIVERSITY OF WYOMING

WATER RESOURCES RESEARCH INSTITUTE

P. O. BOX 3038, UNIVERSITY STATION

LARAMIE, WYOMING 82070

TELEPHONE: 766-2143
AREA CODE: 307

RECEIVED
JAN 27 1975
Wyo. Recreation Commission

January 22, 1975

Pete McNiff
Chief of Planning
Wyoming Recreation Commission
Cheyenne, Wyoming 82002

Dear Pete:

My thoughts on Senator Jackson's request follow. I'm presuming you and Paul are in a better position to make recommendations on administrative matters.

Nationwide Plan

The contribution of the Nationwide Plan to outdoor recreation development, in either the 1962 or 1974 version, is vague. Moreover, there are some potentially serious problems that cannot be controlled in efforts to assess recreation needs from a national standpoint even if more reliable procedures could be developed than those employed in either of the existing documents.

The point of concern is the averaging out effort of working with aggregate data. That is, the existence of a campground may not satisfy local needs if it is located in an area of low recreation use. The most urgent need for a municipal park may be in a city or town where the overall standard has been met but due to poor location or distribution a section of the city may not have access to a park. A similar problem exists with the quality aspect of facilities. Including poor quality facilities in the inventories of current supply can overstate the capacity of an area to meet recreation demands. These problems are not unique to a national assessment; obviously, the same problems could exist in state outdoor recreation planning. State planning efforts are generally operating on a more intimate knowledge of actual circumstances and, if overlooked, problems of the nature described will be picked up in the public review process.

The aggregation problem that has been described will lead to an understatement of actual needs when determined at the national level rather than at the state level. It is also likely that some recreation activities will be more susceptible to the aggregation effect than others. The activities in which area and facility location are critical to participation--municipal parks, municipal playgrounds, campgrounds, picnic areas--are the activities likely to suffer most. Thus, the effects of the aggregation problem are

likely to result in an understatement of all recreation area and facility needs and specifically in the case of those activities where location is crucial. The problem is of greater significance than may appear on the surface because budget priorities are generally established on the basis of demonstrated needs, the determination of which, in the case of recreation, may be seriously distorted. The fact that one community has one too many swimming pools, based on accepted standards, provides little relief for members of a nearby community that does not have a pool, a point that the aggregation effect of a national planning effort may overlook.

Attempts made in the two previous nationwide planning efforts to determine national needs have not been successful because the data problems have been overwhelming. As such, determination of national recreation area and facility needs under the nationwide planning programs have been superficial and have not been considered reliable enough to establish budget priorities. Nevertheless, a massive effort was initiated to collect present inventory data and, as appendix A to the 1974 Nationwide Plan documents, a study of future recreation "demands" was conducted. The value of massive national efforts to determine needs by the above procedures is not inherently clear when the same two efforts represent the core of State Comprehensive Outdoor Recreation Plans (SCORP) which, by BOR regulations will be updated every five years or less. There was, then, a rather obvious duplication of effort. Moreover, it appears that it was a needless duplicaton of effort considering the use made of the data in the 1974 Nationwide Plan.

The purpose of future Nationwide Outdoor Recreation Plans is of concern to our state and, undoubtedly, one of the points that your committee will be considering. Suppose a master list of needs was developed by summing-up the needs identified in the respective state outdoor recreation plans and that the ranking of activities on the basis of future need was substantially different from a ranking developed from some type of national assessment. How would the difference be interpreted? Which ranking would be used to establish budget priorities? Considering these kinds of problems and others that are likely to occur in national assessments, it is our recommendation that nationwide planning efforts for outdoor recreation be restricted to the development of general program themes.

Shifting from the negative to the positive, there are some areas in recreation planning that could be treated more efficiently and with greater capability at the national level. The states can deal most effectively with short-term planning where the base for planning comes from actual use patterns and established participation trends. State planning programs are in a position to deal with shifts in socioeconomic pressures or resource impacts that could cause use patterns and use trends to shift. On the other hand, national planning efforts could efficiently treat changes and pressure that will have broad, long-term impacts on recreation use trends. For example, most states are aware of what changes occurred in participation patterns last year as a result of the energy crisis. It

would not be an overstatement to say that none of the states know what long-term changes in participation are likely to result, where the effects are most likely to be felt and, consequently, what adjustments should be made in present and near future development plans. While one might presume that recreation participation would be adversely affected by fuel shortages, evidence in Wyoming this past year indicates that the demands on the actual recreation resources may increase. Final tabulations are not available, but preliminary data on fishing license sales by license vendors near a popular forest recreation area in Wyoming indicate a 150 percent increase over 1973 sales. Total visitor counts for Yellowstone and Grand Teton National Parks are down but other evidence suggests that visitors tended to stay longer so that total use of the Parks may have increased.

The most reasonable explanation for these seemingly unusual conditions is that many families cancelled their long-distance vacation plans and stayed closer to home, and that vacation plans, both short and long-distant, were oriented around longer stays at fewer destinations than has been common in the past. If one considers the proportion of total vacation time spent on the nation's highways for what used to be, and may continue to be, the typical automobile vacation to the proportion of time actually spent participating in a recreation activity or visiting some attraction, it is difficult not to conclude that the nation's interstate highway system is our foremost recreation resource. What will actual resource use demands be if in the future 10 percent, 20 percent, 30 percent or some other proportion of the total vacation time spent in the family automobile is shifted to some type of actual recreation or leisure activity use?

In a somewhat related area, there is a tremendous need to know more about the products of recreation, i.e., what are the actual benefits, can the same benefits be supplied by means other than outdoor recreation and what opportunities exist to substitute an activity that is not seriously resource constrained for activities facing very rigid resource constraints. It is questions of this nature that the states are not equipped to deal with, yet, are so vital to the development of an effective outdoor recreation program. More importantly, it would be most unfortunate if the separate state programs were to address these questions when one comprehensive study would provide the information for all the states to use. It seems obvious that this responsibility ought to be given to BOR along with the authorization and appropriations to support the necessary research program.

Needed Federal Recreation Policy Changes

The current focus of federal recreation policies and programs is in urban recreation needs. While we would also give urban needs the top priority, there are problems with the federal focus on urban needs that do not appear to make any contribution to urban needs while these have the effect of penalizing non-urban development.

Out-of-state visitor usage: The planning procedure stipulated by BOR is clearly slanted toward the needs of local residents. For most states, this focus probably poses no problems. In Wyoming visitor use of recreation resources, including the federal lands, is dominated by out-of-state visitors. We use the term out-of-state visitors rather than tourists because the connotation of tourists is that of a paying customer. With recent trends towards mobile camping units and with visitor interest concentrated on open space and use of undeveloped lands, there is considerable doubt whether the state is able to collect tax revenues from this type of user in an amount that offsets the cost of required services. The cutback in recreation construction and maintenance funds that has been imposed on the Forest Service over the past five years has substantially reduced the capacity of this agency to respond to increasing needs. The use of limited state funds to develop areas and facilities for use primarily by out-of-state visitors that may not be making a net economic contribution to the state will, of course, meet substantial resistance. On the other hand, the consequence of not providing adequate facilities is environmental degradation.

The notion that recreation development represents a non-essential item and, therefore, can be pared from the budget in periods of fiscal restraint ought to be reviewed against the related environmental impacts that are likely to result from such action. We feel that such a review would clearly indicate the wisdom in restoring recreation development and maintenance funds in the budgets of the federal land management agencies. In addition, we feel the federal government should accept a greater responsibility for the care and accommodation of out-of-state visitors, especially when the federal lands are the destination of a high proportion of those visitors attracted to the state.

Recreation Development on Federal Reservoirs: The provision of P.L. 8975 that established the regulations governing recreation development of Bureau of Reclamation reservoirs has, for the most part, been a dismal failure. Much has been written pertaining to the reasons for the failure and these reasons won't be repeated here. It is sufficient to say that Wyoming entered into agreements with the Bureau on six large reservoirs. The agreements were negotiated at a time when the pressures for facility development were practically non-existent. During the last 5 to 10 years, pressure to develop these reservoirs has increased inordinately. The financial requirements for development of these reservoirs simply outstrip the state's financial capacity. At the same time, these areas have become increasingly popular with out-of-state visitors and have placed the state in the awkward position of having a growing recreation development obligation to accommodate users consisting primarily of out-of-state visitors.

Pete, there are a couple of other areas that I think should be touched on in your reply to Senator Jackson. One issue is the problem of BOR holding the state responsible for facilities developed with L & W funds at

the federal reservoirs. I'm not familiar with the regulation so I won't attempt to comment directly. If this regulation could become a hurdle in transferring the management of one of these reservoirs to some other agency (hopefully, federal agency), I think you should indicate your feelings. Another problem deserving of a comment is the general lack of funding for the Historic Preservation Act.

My comments are lengthy even though they aren't any good. I hope they are what you were looking for.

Sincerely,

Clymm Phillips

57-665 O - 75 - 17

The City of New York
Parks, Recreation and Cultural Affairs Administration

The Arsenal
830 Fifth Avenue, New York, New York 10021

Edwin L. Weisl, Jr.
Administrator, Commissioner of Parks

Telephone: 360-8101

December 16, 1974

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

DEC 2 1974

Dear Senator Jackson:

In response to your letter of November 21 regarding the official Nationwide Outdoor Recreation Plan published last December, I have carefully reviewed this document and find it to be inadequate in a number of important ways. This is particularly unfortunate because ideally it could serve as a most valuable tool for meeting expanding recreational needs of the future.

In my opinion, the major flaws of the current plan are as follows:

1. The plan, while listing a number of good suggestions, sets no priorities among them.

2. Extremely minimal consideration is given to the problems of ill and handicapped individuals.

3. The plan concentrates too exclusively on outdoor recreation, missing an excellent opportunity to deal in a broader sense with a total recreation policy for the future.

4. It is a facility oriented document, focusing too much on land and facilities and too little on programmatic needs, operation and maintenance, and interpretation services.

5. The plan is deficient in allowing for new federal funding and almost completely ignores research needs (e.g., BOR desperately needs research funding).

6. No support is voiced for a new version of the Open Space Program. The Land & Water Fund is supported but not beyond its present funding level.

continued ---

7. No mention is made of the need to improve and expand training of people going into the field of outdoor recreation. Extensive, varied and better training is needed.

In view of these obvious flaws in the present plan and the great potential benefit of a revised, more specific and less conservative plan, I strongly urge that the Committee and Congress hold serious in-depth hearings to create an improved Nationwide Outdoor Recreation Plan.

Sincerely,

Edwin L. Weisl, Jr.
Administrator

ELW:dw

County of San Mateo

BOARD OF SUPERVISORS
COUNTY GOVERNMENT CENTER
REDWOOD CITY, CALIFORNIA 94063
(415) 364-5600, EXT. 2207

BOARD OF SUPERVISORS
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EXECUTIVE OFFICER

FEB 6 1975

January 30, 1975

The Honorable Senator Henry M. Jackson, Chairman
Committee on Interior and Ancillary Affairs
United States Senate
Washington, DC 20510

Dear Senator Jackson:

In response to your request, we have reviewed the report on the Nationwide Outdoor Recreation Plan. The report is excellent, generally, in stating the present and future need for outdoor recreation, primarily in our urban areas. While it recognized that "among the many factors that have structured the landscape, society and economy of America, none has a greater bearing upon outdoor recreation than transportation," it fails to place enough emphasis on that subject.

The report makes three points that are very well taken: 1) Participation in, and need for, outdoor recreation is rapidly increasing; 2) The problem is getting worse; and 3) Urban sprawl, coupled with population growth, threatens the limited urban recreation resources still remaining.

However, while urban sprawl is cited as a major obstacle to the preservation of urban open space, the report fails to fully emphasize the reasons for that pattern of growth. One factor is undoubtedly our dependency on the automobile for transportation. Clearly, that dependence has resulted in a far different pattern of urban development than would have taken place if we had relied primarily on mass transit, for instance, to satisfy our transportation needs. In short, the report fails to fully recognize the inseparable relationship between land use and transportation as it analyzes various solutions to the problem of preserving and creating urban open space.

Transportation should be a major focus of policies relating to outdoor recreation and urban open space, not only because of the land use/transportation factor, but because accessibility of people to open space is a major problem in urban areas. For example, a policy that encouraged mass transit would have other benefits in addition to a more efficient and convenient transportation system.

A dependable system of public transit would lessen the need for such large areas in our cities to be devoted to the automobile (in many urban core areas at least 50% of the land area is used for streets and parking lots). Such a system would encourage cluster development and the preservation of open space and would allow selected streets to be used as linear parks and malls, for example.

In addition, an adequate system of public transit would provide easy accessibility to open space for any urban resident. Lower income people would benefit from this, as would anyone affected by increased fuel costs or gas rationing. If interfaced with a network of safe and convenient bicycle lanes and pedestrian trails, the accessibility of all urban residents to open space would be greatly enhanced. One step in the right direction would be to encourage the bicycle as a fully recognized mode of transportation by providing lanes, parking facilities at all activity centers and accommodations for bicycles on public transit vehicles. Another idea might be to require bike lanes on all new streets or highways.

The report makes some excellent recommendations on the subject of alternate and joint uses of public right-of-way for hiking, bicycle and equestrian trails. Abandoned highway and railroad rights-of-way should be considered for recreation uses. Rights-of-way for aqueducts and canals might well provide opportunities for multiple use of facilities, as well.

One other area in which the report could be made stronger is in the implementation of the Plan. The report speaks of creating more recreation areas near urban centers by increasing funding for existing programs, reordering priorities, coordinating Federal-State efforts and insuring that all public programs preserve and expand recreational resources. These approaches all tend toward a fragmented solution to the problem. The report should consider a federal system of parks near major population centers. The purpose of such a system would be to satisfy the well-documented need for recreational resources within easy accessibility of the urban dweller.

One of the areas that is of concern to us is the proliferation of federal agencies which manage our national public lands, and the tremendous duplication of effort. As an example, it would appear that the functions of the following agencies could be combined (probably under the Department of the Interior) to give the taxpayers a more effective system of public lands management: U. S. Forest Service; National Park Service; Bureau of Commercial Fisheries; Bureau of Land Management; Bureau of Outdoor Recreation; Bureau of Sport Fisheries and Wildlife. The management of our public lands is too important a function of government to be diluted by a multiplicity of responsibilities.

We agree with the statement, "The interpretive and educational services of federal agencies should be expanded." and encourage your committee to work actively in this area. We feel that the interpretive aspects of recreation are highly important and are often neglected.

Another of our concerns relates to the importance of the wetlands habitat which we are sure your committee recognizes. A great deal of the wetlands habitat in California is in private hands. While this is not an undesirable aspect of wetlands management, private wetlands holdings are diminishing, and we feel that the federal government should take the lead in providing tax or other advantages to private individuals or corporations wishing to retain wetlands areas.

Recommendation 11-5 states, "Where feasible, federal agencies should continue the present concession system of private construction and ownership. Where not feasible, the federal government should construct facilities and lease them to private enterprise for operation." We agree that concessions are an important aspect of public recreation; however, their activities should be strictly regulated. We have the impression that at times concessionaires become unduly influential in the operation and management policies of National Parks.

With regard to future loan programs, it has often seemed to us that many of the policies and procedures surrounding the processing of federal grants have been designed to discourage grant applicants. Federal grant programs could be streamlined to cut down on manpower required to draft grant applications and to process them for review. We do not mean to imply that the Federal grant program should be a vast give-away with no restraints; far from it. However, we do feel that in this area of government, as in many others, there is too much administrative work required for the accomplishment of some relatively simple projects.

In general, we are in agreement with the recommendations of the nationwide outdoor recreation plan. It would be most appreciated if you would keep us apprised of your committee's progress.

Sincerely,

JAMES V. FITZGERALD
Chairman

JVF:bee

CC: Donald A. Woolfe, Planning Director
John T. Brook, Director, Parks and Recreation

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF RECREATION
3149 SIXTEENTH STREET, N. W.
WASHINGTON, D. C. 20010

RECEIVED
FEB 7 1975
WASHINGTON, D. C. 20510

February 5, 1975

The Honorable Henry M. Jackson
The United States Senate
Washington, D.C. 20510

Dear Sir:

This is in response to your request regarding the Nationwide Outdoor Recreation Plan. Our comments on this Plan are enclosed. We hope these views will be helpful to your Committee on Interior and Insular Affairs.

Thank you for the opportunity to review this Plan.

Sincerely yours,

Joseph H. Cole

Joseph H. Cole
Director

Encl.

COMMENTS ON NATIONWIDE OUTDOOR RECREATION PLAN

Much of the Nationwide Outdoor Recreation Plan does not apply to the District of Columbia since the District does not have a state government structure and has no major open space available for development. There are parts of the Plan, however, that the D.C. Department of Recreation strongly agrees with and would like to stress herein. Several suggestions are also included in areas that the Department feels need more attention in the Plan.

The overwhelming recreation priorities are in the Nation's major urban areas because they have the greatest population concentration and often the least financial and open space resources. The District-Baltimore area is cited as the fourth neediest area recreationally per person in the country, so the Plan's suggestion that up to 75 percent of Land and Water Conservation Funds be used to serve day-use needs of major urban areas and that 30 percent be used to serve central city needs is particularly relevant to the Nation's Capital.

The demand for open space is particularly pressing in an established and land-locked city. To be eligible for Land and Water Conservation Funds, the District (and all states) must inventory its open space resources, assess them for their potential public use and enjoyment and weave them into the open space system extending into and throughout the community. Cities in particular must use all possible fragments of open space imagi-

natively. Of particular import to the District is the suggestion that the Department of Defense should attempt to relocate installations in or near cities to the country in order to allow the city to use the open space recreationally. Existing installations should, at a minimum, give the public access to their recreational facilities or allow development of facilities on their land. The Defense Department should be urged even more strongly to comply with this suggestion.

More programs must be developed to interest urban dwellers, particularly the disadvantaged who may have no background or skills in recreation. The children of the poor constitute the largest percentage of the District's population, yet are often overlooked in direct surveys of recreation demand. More Federal interest must be placed on this group of the population. Environmental education programs are needed for all urban age groups to discover and highlight the urban environment, showing how conservation and outdoor recreation opportunities pervade the urban setting.

Recreation research and planning must be expanded from the traditional concern for active recreation management of natural resources to include social institutions that serve basic individual and community recreation needs. Behavior patterns, social and psychological needs, derived benefits, and dynamics of recreational institutions must all be studied. Not only must research be expanded, both academically and in the field, but

training of recreational personnel must be stressed. The current Nation-wide Plan emphasizes the training of children and adults in recreational use, but makes little mention of training their trainers. Funded programs must be established to teach individuals how to plan, implement, and manage urban recreation programs to supplement the existing traditional training in environmental resource management.

The District also agrees with the Plan's emphasis on providing reasonable transportation to in-city and outlying recreation sites. Use of tramways, buses, and minitrains, and possible expanded use of the District's existing tourmobile, should be investigated.

Perhaps most important in the eyes of the District's Department of Recreation is the establishment of a National Recreation Information System. This resource should not only be aimed at keeping the public informed of recreational resources at their disposal, but, of even greater consequence, should attempt to keep recreational planners and managers informed of innovative developments in recreation programs, facilities, research, and funding sources.

To conclude, the District's strongest suggestions deal with the needs of recreational planners. Funded programs should be established for their training, with emphasis on urban recreational planning and management. The second need is for a planner-oriented Recreation Information System to enable planners to keep abreast of all aspects of recreation developments.

GOVERNMENT OF AMERICAN SAMOA
OFFICE OF THE GOVERNOR
PAGO PAGO, AMERICAN SAMOA 96799

In reply refer to:

PSD/7-4
Serial: 104

January 9, 1975

1975

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

Dear Senator Jackson:

Thank you for your letter of December 10 concerning our comments on the Nationwide Outdoor Recreation Plan.

As previously noted, American Samoa is highly removed from the normal recreation concerns of the United States. Our own recreation plan has concentrated on providing facilities for the changing needs of our emerging Polynesian society. These needs are generally quite different from those needs of the continental United States.

I trust our earlier comments on these plans will suffice.

Yours very truly,

Frank C Mockler

FRANK C. MOCKLER
Acting Governor

COMMONWEALTH OF PUERTO RICO
PUBLIC RECREATION AND PARKS ADMINISTRATION
Office of the Administrator

December 9, 1974

Hon. Henry M. Jackson
Chairman
Committee on Interior and Insular Offairs
Washington, D. C. 20510

Dear Senator Jackson:

This is in response to your letter dated November 20, 1974 in which you request our assistance on the assesment of the efectiveness of current recreation goals and policies of the 1969 of the Nationwide Outdoor Recreation Plan and the Revised Plan, made public by the White House in December 1973 without presidential endorsement.

In response on the two plans our comments are as follows:

1. Efforts to curb inflation:

   a) A nationwide program for the development of responsible leaders, professionals and voluntaries to serve all levels of the program.

   b) A task force to take care of the preservation of natural areas, such as forests, beaches, reefs, lakes, rivers, etc., with special consideration for unique ecological situations and physical features such as scenic outlooks, caves and other geological formations for the benefit of present and future generations.

   c) Provide federal funds or a subsidy to state and city governments for the administration, maintenance and operation for a number of years until recreational associations can take care of them.

   d) Federal funds for the development of recreational associations at neighborhood, community and regional recreational areas.

e) The development of a regular program of recreation oriented activities in school system.

f) Federal funds for loans to private and public agencies responsible for planning and developing tourist facilities and programs, so that outdoor and indoor recreation resources may serve to generate tourism as well as to satisfy the needs of the people.

g) Federal funds for loans to commercial recreation facilities.

h) Increase the amount of federal funds available for indoor recreation.

i) Increase contingencies funds to develop outdoor recreation in densely populated metropolitan areas.

2. Energy shortages and energy conservation programs.

A great majority of recreational areas are used at night thus affecting the energy shortages and conservation programs.

Recreation oriented activities in school facilities and during school hours with adequate leaders could help the energy shortage.

3. Social ills of urban areas.

Everybody complaints that the social ills of urban areas are in part due to the lack of recreational facilities at neighborhood and community levels. Thus increasing the funds for development, maintenance and programs will help to develop the facilities in high density urban areas within reasonable access to the areas served thus helping the energy conservation program.

4. Educational benefits which may be derived from recreational program.

a) The acquisition, preservation and restoration of historic sites is one of the most important recreation programs which would provide educational benefit. Very little has been set aside for this programs, at least in Puerto Rico.

b) The acquisition and preservation of natural, unique, and geologic formations and a well conducted tour

with educational purposes is an outdoor and leisure activity that will benefit the education of our people.

5. Land Use Planning:

All counties, cities and states should require that all private housing developers provide the land and recreational facilities at neighborhood level at no cost to be operated and maintained by the neighborhood recreation association.

A special tax or part of the sale tax should be set aside for recreational facilities at community level in high density urban areas where community recreational facilities are so expensive due to the high cost of land.

The urban renewal program should be reoriented to provide more open space for community recreational facilities.

6. Environmental pollution:

Environmental pollution in high density urban areas is created mostly by the present highway systems, the airports and ports of our cities.

The present criteria for design of these transportation facilities must be revised in the light to protect the residential areas with green buffer zones for passive recreation during leisure time.

All our river, channels, springs and water bodies within metropolitan areas should be rescued from water pollution problems for a better use in outdoor recreational activities.

7. Preservation of critical ecological and natural areas:

This topic was discussed in previous paragraph.

8. Enhancement of the urban environment:

The enhancement of the urban environment could be best accomplished by all transportation authorities or agencies by providing buffer zones and gardening areas among all transportation routes.

Airports use extensive green areas without shrubs or gardening. These areas could be landcape according to the Federal Aviation Agency regulations and be open to the public for leisure activities or picnicking under certain regulations.

Hon. Henry M. Jackson December 9, 1974

All public buildings should provide a landscape area for leisure activities. Efforts should be made to assist cities and counties in providing all electrical and telephone wiring underground.

The litter campaign should be made more effective.

Billboards regulations should be more strongly enforced to avoid the ugliness that we see today along all principal transportation routes.

9. Formulation of a national water policy:

All states, including Puerto Rico, are working on a water policy separately.

A national water policy is very much needed.

Efforts should be made to provide more federal funds for the studies necessary in each state to come out with a state water policy.

Once every state provides its state policy draft a nationwide policy should be established taking into consideration local conditions.

We hope these comments could be of some use to your Committee.

Sincerely,

Emilio A. Casellas
Administrator

OFFICE OF
THE COMMISSIONER

DEC 24 1974

GOVERNMENT OF THE VIRGIN ISLANDS OF THE UNITED STATES

—o—

Department of Conservation and Cultural Affairs
P. O. BOX 578
CHARLOTTE AMALIE, ST. THOMAS

December 18, 1974

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

Dear Senator Jackson:

I am sorry to inform you that I have not received the copies of the 1969 and 1973 Outdoor Recreation Plan on which to base substantive comments. I am sure they were delayed in the Holiday mails; when they arrive, I will forward our comments directly.

Sincerely,

Hortense M. Rowe
Commissioner

HMR:et