

RESOURCES AND RECREATION

Udall
Freeman
Schultze
McPherson
Alexander
Levinson
Gaither



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON

November 8, 1966

MEMORANDUM

To: Joseph A. Califano, Jr.
Special Assistant to the President

From: Orville L. Freeman
Secretary of Agriculture

A handwritten signature in blue ink, likely belonging to Joseph A. Califano, Jr., is written over the "To:" line of the memorandum.

In addition to the new legislative proposals included in the task force on recreation and resources, we need to buttress and expand the current programs we have developed as a result of legislation adopted in the last few years.

The Department of Agriculture has a rather comprehensive outdoor recreation and natural beauty program already underway. We have made considerable progress in blending these new recreation programs into the on-going programs of our agencies as the following review indicates. But we have not had the budgetary support and personnel required to give recreation and natural beauty the priority attention that its importance demands.

The Department of Agriculture, working with the Bureau of Outdoor Recreation and others, now has underway a nationwide effort in outdoor recreation. This, briefly, is a three phase effort:

- (1) A Survey of Existing Outdoor Recreation Facilities: More than 2,500 soil and water conservation districts are completing in 1966 an inventory of outdoor recreation developments -- both public and private. More than 43 states have already completed this job and are distributing the information.
- (2) Appraising Outdoor Recreation Potentials: A nationwide appraisal of potential recreation developments was launched this year in 8 regional Interstate Interagency Training Conferences under SCS leadership. Attending were 155 from state agencies, 151 from SCS, 69 from other USDA agencies and 51 from the Department of the Interior. Also 18 representatives from state soil and water conservation committees and district supervisors attended. This appraisal already launched in more than a dozen states at the local level will be carried out in approximately 1,200 counties in the next 2 years.

- (3) Market Analysis of Outdoor Recreation: Our third step will be to initiate, with the Bureau of Outdoor Recreation, the market analysis study which is urgently needed to help determine the economics involved in developing recreation potentials including the financial return that might be expected from them.

USDA expects all three phases of this operation to be well underway by the end of the year.

About 18,000 Rural Land-Owners and Operators Get Technical Help On Development of Outdoor Recreation in 1966: Since 1962 SCS technicians helped 34,700 rural landowners and operators establish one or more income producing recreation enterprises. For more than 3,200 of this number recreation became their primary source of income. In 1966 USDA will help 18,000 landowners expand or plan and install recreation enterprises as a part of their conservation plans.

Twenty Resource Conservation and Development Projects have been approved by the Secretary. Among these nearly 500 recreation developments are planned.

99 Watershed Projects Now Include Recreation Developments; 61 More Planned: As of September 1, 1966, 99 watershed projects in 32 states will have 114 recreational developments. When completed these developments will provide an estimated 6 million user days of water based activities such as fishing, boating and swimming. Local watershed project sponsors are planning another 57 recreational developments in 46 projects in 23 states. Approximately 85 reservoir sites are planned for development for public recreational use for the five year period 1968-72.

Recreation Loans For Farmers and Rural Communities: Since 1962, USDA has made loans to 328 non-profit rural associations totaling \$35 million, and to 593 farmers totaling \$3.9 million, to help develop outdoor community and privately owned recreation facilities. Almost 1,000 small towns and open country areas in 48 states are now, or soon will be enjoying the benefits of these loans. These recreation developments include swimming pools, picnic grounds, vacation farms, golf courses, campgrounds, ski areas, shooting preserves, fishing ponds and lakes, nature trails, marinas, little league baseball fields, horseback riding, and youth camps. The largest number of recreation loans were made in the States of Georgia, New York, North Carolina, Iowa, and Texas.

Recreation Use on National Forests Expected to Top 160 Million Visitor-Days This Year: Recreation use of the 154 National Forests continues to increase. USDA expects that recreation demands on these lands may easily grow to 6 or 7 times the present level over the next 40 years. Since 1961, USDA has added about 2,600 camping and picnic sites -- an increase of over 40%. National Forest recreation sites now accommodate about 550,000 people at one time.

REA Borrowers Help Establish Local Recreation Projects: Between 1961 and 1965, 124 electric and telephone borrowers financed by REA helped establish more than 180 recreation projects ranging in size from small neighborhood endeavors to large commercial enterprises. These recreation projects included lake resorts, golf courses, church youth camps, and hunting lodges.

Extension's Role in Outdoor Recreation Expanding: The Cooperative Extension Service now has about 35 recreation specialists and 26 wildlife specialists working full-time throughout the country today in outdoor recreation and related activities. The work of these specialists includes coordinating and initiating special planning and training meetings and workshops on recreation in cooperation with other Federal and State agencies. In addition to helping develop new recreational enterprises, Extension Specialists are currently assisting almost 20,000 people to improve and expand their existing recreation enterprises.

Agriculture Conservation Program Provides Recreation Benefits: Through its Agriculture Conservation Program, USDA shares with farmers the cost of various conservation practices, several of which provide recreation benefits such as protective plant cover for lands and the construction of farm ponds. To date, USDA has helped farmers build nearly 1½ million farm ponds -- many of which have direct recreational uses. In FY 1965, of the 50,000 ponds built, 4,000 were for wildlife alone. Through the program, over 20 million acres of otherwise tilled lands now are under protective plant cover which provides food and habitat for wildlife.

Cropland Conversion Program: Under the Cropland Conversion Program, authorized in the Food and Agriculture Act of 1962, 123 farmers signed 10-year agreements to convert 9,330 acres of cropland to income producing recreation enterprises. These enterprises included hunting and fishing areas, campgrounds, picnic sites, and sports and nature areas. This is an experimental program, limited only to certain counties.

Cropland Adjustment Program to Provide New Era For Outdoorsmen: Through the Cropland Adjustment Program, authorized by the Food and Agriculture Act of 1965, millions of acres of cropland will be shifted out of production into other uses, most of which will involve the establishment of protective cover suitable for wildlife. Important features of this program under which outdoor recreation benefits will be provided, include:

- (1) Higher cost-sharing payments than usual to encourage farmers to adapt wildlife conservation practices on CAP lands.
- (2) Increased payments to farmers who permit public access to their CAP lands for fishing, hunting and trapping.
- (3) Grant-funds for Federal, State and local government agencies to purchase cropland for purposes of converting it to other permanent uses such as recreation, beauty, pollution abatement, and open spaces. This is now known as the "Greenspan" program.

USDA Outdoor Recreation Research: Three USDA agencies do research contributing to recreation development. The Economic Research Service conducts surveys and studies to help landowners decide which recreation enterprises will be profitable. The Forest Service does biologic, economic and user oriented studies at 7 Forest

Experiment Stations and in cooperation with 10 major universities. The Agricultural Research Service has developed plans and layouts for recreational structures and is also making important contributions through its regular research programs on grasses, control of insects, pests, weeds, and water research.

In addition to working for enactment of the new legislative proposals included in the task force report we need to provide for the acceleration of the programs reviewed above.

We need to obtain additional funds for economic, biologic and engineering research on provision of outdoor recreation opportunities by the private sector.

We need additional funds to expand our recreational loan program, to provide through Soil Conservation Service a trained corps of persons qualified to give technical assistance to private rural landowners in the development and management of outdoor recreation facilities. We need to augment the funds used by Forest Service to build and manage additional recreational facilities on land already in public ownership as well as the accelerated purchase program provided by the Land and Water Conservation Fund. Additional funds should be made available to expand the small watershed and resource conservation and development projects program at a more rapid rate than we are currently moving. Further expansion of the cropland conversion program will not only save cash in the commodity programs but will also directly expand outdoor recreation opportunities on privately owned land.

None of these programs is now operating at a level approaching the effective demand nor the measured need for these services. We have the legislative authorization to implement them but we need an expanded provision in the budget to provide for a much more rapid acceleration of the work we have underway.

Follow-up

ADMINISTRATIVELY CONFIDENTIAL

November 10, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Robert C. Weaver
The Secretary of Housing and Urban Development

It would be helpful if we could have by November 18, 1966, your views on the attached proposals which were made by the Task Force on Resources and Recreation.

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL

ADMINISTRATIVELY CONFIDENTIAL

November 10, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Stewart L. Udall
The Secretary of the Interior

As I indicated during our discussion on Tuesday, November 8, it would be helpful if you would prepare for us by November 18, 1966, a memorandum setting forth your views as to whether a message should be sent to the Congress this year on Resources and Recreation and whether an outside Task Force on natural beauty should be established this winter or next spring. If you recommend the establishment of a Task Force please indicate the persons whom you feel should serve on the Task Force.

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL

ADMINISTRATIVELY CONFIDENTIAL

November 10, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Stewart L. Udall
The Secretary of the Interior

As I indicated during our discussion on Tuesday, November 8, it would be extremely helpful if you would develop further the proposal made by the Task Force on Resources and Recreation, which you chaired, concerning demonstration grants for recreation and natural beauty.

Please submit your report on the above by November 18, 1966. The report should indicate:

1. The need for development and declaration of a national policy for demonstration projects in the conservation area.
2. A detailed statement of the proposed national policy.
3. The need for and desirability of legislation. (Of particular importance here is an indication of the types of projects which can be undertaken under existing law.)

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL

ADMINISTRATIVELY CONFIDENTIAL

November 14, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Stewart L. Udall
The Secretary of the Interior

As I indicated during our discussion on Tuesday, November 8, it would be extremely helpful if you would:

- (1) Prepare a proposal for implementing the President's statements about completing our National Park System by 1972 which were contained in his Special Message on Preserving America's Natural Heritage delivered on February 23, 1966. The proposal should indicate the various steps which should be taken, the priority attached to each and the cost thereof.
- (2) Give us your recommendations as to steps which should be taken within the Executive Branch to protect and preserve estuarine areas in the United States. Please indicate what steps you feel the Secretary of the Army should take to improve the situation.

Please submit your recommendations by November 18, 1966.

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL

ADMINISTRATIVELY CONFIDENTIAL

November 20, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Stewart L. Udall
The Secretary of the Interior

As I indicated during our discussion on Tuesday, November 8, it would be helpful if you would discuss the proposal made by the Task Force on Resources and Recreation, which you chaired, for establishing a National Park Foundation with Stanley Surrey, Assistant Secretary for Tax Policy at Treasury. It would be helpful if we could have by November 18, 1966, a report indicating the results of your discussion with Stanley Surrey and your recommendations as to further refinements of this proposal.

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON 25, D. C.

NOV 22 1966

MEMORANDUM to Mr. Joseph A. Califano, Jr.

Subject: Task Force on Resources and Recreation

As a follow-up to our discussion on November 8, I am enclosing a summary of each of the proposals which we agreed merit further consideration.

Included in the appropriate summary are answers to the questions you raised at the meeting as well as the answers to the specific requests contained in the following memoranda from you: November 10 re demonstration grants for recreation and natural beauty; November 14 re the National Park System and estuarine areas; and November 20 (apparently misdated) re the proposed National Park Foundation.

Additional details and background information on each of the proposals were included with Mr. Orren Beaty's memorandum to you of October 31.

Legislative language is being prepared for each of the proposals for clearance through the usual channel.

The proposed North Cascades National Park is included in the list of proposed additions to the National Park System, though I recognize that it is the subject of separate discussion with Secretary Freeman.

In your memorandum of November 12, you referred to the question of whether an outside task force on natural beauty should be established. This will be the subject of a separate reply.

In addition to the summary proposals attached, I strongly favor submission of legislation to deal with the ever-present problem of junked automobiles. My present thinking is to earmark 1/2 percent of the existing Federal manufacturers excise tax on each new automobile sold after the date of the Act to create an Auto Junk Cleanup Fund. This Fund would be used for grants to States to help finance new state programs to gather junk autos and transport them to scrap processors. The States would be required to develop programs involving new state laws which would promote a cleanup of the countryside, provide new enforcement authorities, and make it easier for the state to implement a systematic junk cleanup plan.

Secretary of the Interior

Enclosures

ADMINISTRATIVELY CONFIDENTIAL

RECREATION LAND PRICE ESCALATION ABATEMENT AND CONTROL

In order to protect the Government against artificial price spirals associated with the cost of land acquisition for park and recreation purposes the following five-fold approach of first priority steps is proposed:

- (1) Utilization of the existing advance appropriation authorized in the Land and Water Conservation Fund within a 5-year period beginning in Fiscal Year 1968.
- (2) Legislative proposal to amend the Land and Water Conservation Fund Act to authorize deposit into the Fund of all unearmarked receipts from public lands received from the mineral leases on public lands and the Outer Continental Shelf lands which currently go into miscellaneous receipts of the Treasury (approximately \$100 million a year).
- (3) In each enabling act, authorize the head of the administering Department to zone within authorized Federal acquisition area if local governments do not move to assure that development will be compatible with the purposes of the authorization act.*
- (4) In each enabling act, authorize the Executive Branch to incur obligations and enter into contracts in advance of appropriations for the purchase of land up to the limit of the appropriation ceiling provided in the enabling act.
- (5) Provide funds annually by appropriations to the Bureau of Outdoor Recreation for allocation to acquiring Federal agencies on an emergency case-by-case basis for recreation planning and acquisition in newly authorized Federal recreation areas threatened by adverse development.

NOTE:

We are looking into the question of whether other Federal programs may inadvertently be giving financial aid or other program assistance to developers near some of these areas where escalation matters are worsening.

* The Department of Justice is checking the constitutionality of this approach.

EXPAND THE NATIONAL PARK SYSTEM

In order to implement the President's statement about completing our National Park System by 1972, contained in his Special Message on Preserving our Natural Heritage, February 23, 1966, legislative proposals should be introduced to add the following units to the System in the following order of priority:

1. Redwoods National Park, California
Acquisition: \$56 million; preliminary estimate full development \$20 million
2. North Cascades National Park, Washington
Acquisition: \$2,320,000; development: \$10,896,000
3. Potomac Valley Park, Maryland, Virginia, West Virginia, including the Massanutten National Recreation Area in the George Washington National Forest
Acquisition and development costs not yet determined
4. Glen Canyon National Recreation Area, Arizona, Utah
Acquisition: \$175,000; development: \$21.2 million (to complete)
5. Sonoran Desert National Park, Arizona
Enlargement and redesignation of present Organ Pipe Cactus National Monument plus about 80,000 acres of public domain; no acquisition cost
6. Glacier Bay National Park, Alaska
Change in status from national monument to national park; no additional Federal costs
7. Death Valley National Park, California
Change in status from national monument to national park; no additional Federal cost
8. Flaming Gorge National Recreation Area, Utah and Wyoming
No acquisition costs as all private and State lands to be acquired by exchange; development: \$6,135,000

Note: The President's Message on Preserving our Natural Heritage, February 23, 1966, stated, "I propose that we plan now to complete our national park system by 1972--the 100th anniversary of Yellowstone, the world's first national park." We have interpreted this to mean the addition to the system by 1972 of those areas which we know to be of national park system caliber. As explained at the meeting in Mr. Califano's office on November 8 to consider the report of the Task Force on Resources and Recreation, and in Mr. Beaty's memorandum of October 31 to Mr. Califano transmitting the Task Force Report, we are proposing that the outstanding

areas now known to be of National Park System caliber be added to the System by 1972. It would not, however, be feasible to attempt to literally complete the System by 1972 since we cannot, at this time, know all the areas which ultimately should be included. In particular, certain areas may, in the future, assume historical significance that will merit their inclusion in the System and future recreation demand may warrant addition of certain national recreation areas to the System.

ADDITIONS TO NATIONAL FOREST SYSTEM

(Mining Area Restoration)

Proposal to acquire and rehabilitate despoiled land in the eastern United States and to authorize establishment of several new National Forests of about 100,000 acres each to encompass the despoiled lands. The following additional information is provided in response to Mr. Califano's request.

a. Statement of appropriate National policy to implement recommendations

The nation can ill afford to have wildland that is in a spoiled unproductive condition, contributing to ugliness and enlarging pollution problems. National Forest programs for watershed improvement, soil restoration, timber production, wildlife enhancement and public outdoor recreation are especially well suited to restoring forest and watershed lands that have been stripmined and/or otherwise depleted or impaired through destructive activities of man. Within National Forests the Department of Agriculture will plan and carry out programs for acquisition of depleted lands and for their restoration to a condition reasonably safe and usable for outdoor recreation wildlife habitat, growing of forest products, and reduction of erosion and excessive runoff. Additional National Forest units will be formed to encompass areas where substantial amounts of land have been stripmined or otherwise depleted and where such action is the practical and effective way of initiating restoration work or will through practical demonstration promote additional private, State and local efforts.

b. &

c. Clarification of need for and desirability of legislation

Additional units of National Forests can be established and land can be acquired therein with regular appropriations without additional legislation except in certain limited areas not particularly relevant. Legislation is needed to use donated funds and funds appropriated from the Land and Water Conservation Fund. In any event, it would be desirable to have Congressional declaration of policy to support the program.

d. Location of initial additions to National Forest System

New units initially should be located in southeastern Kentucky, in the headwaters of the Kentucky, Cumberland, Licking and Sandy Rivers; in southwestern Virginia; in southern West Virginia; and in the headwaters of the North Branch of the Potomac River in north central West Virginia. These are areas where there is much stripmined, logged and burned lands where the productive uses and scenic values have been badly impaired. Past programs have done little to reduce adverse effects of such exploitation or to restore productiveness.

e. Suggestions for corollary program of incentives to the States

Additions to the National Forest System would affect only a part of the disturbed and impaired lands now in private ownership. The following

supplementary proposals should be further developed for submission when timely:

- (1) Authorize the Secretary of Agriculture to provide financial and technical assistance to States or subdivisions thereof in the purchase and restoration of private lands damaged by past mining operations. These lands would remain in public ownership and be developed for wildlife habitat, recreational and other wild land values.
- (2) Authorize the Secretary of Agriculture to provide financial and technical assistance to private landowners on a cost-share basis for the restoration and rehabilitation of private lands that have been damaged by mining operations. Such assistance would be provided to the landowners through political subdivisions of the State such as Soil and Water Conservation Districts or a Conservancy District.

SCENIC RIVERS SYSTEM

Legislative Proposal to preserve some of America's few remaining free-flowing streams by establishing a national system of scenic rivers.

About 8 or 10 rivers or segments thereof would be designated as the initial units in the system. Portions of a couple score or more rivers would be studied and if found worthy, also designated by separate Acts of Congress for inclusion in the System. The studies would be completed within ten years. The rivers to be included would vary from completely primitive to those where minor development has occurred.

New dams or other projects would be prohibited within scenic river areas except when specifically authorized by Acts of Congress.

NATIONWIDE SYSTEM OF TRAILS

Legislative Proposal to establish a Nationwide System of Trails consisting of three general types of trails: a relatively small number of lengthy National Scenic Trails; improvement and expansion of trails in our Federal and State parks, forests, and other recreation areas; and metropolitan area trails to serve people near their homes. Technical and financial assistance to private individuals for connecting links and access to public trails is proposed. The proposal would designate the Appalachian Trail as the initial National Scenic Trail and provide for its improvement. Cost of Appalachian Trail: \$4,665,000 for right-of-way; \$250,000 a year, maintenance.

6

DEMONSTRATION GRANTS AND PROJECTS FOR RECREATION AND NATURAL BEAUTY

This legislative proposal has three parts:

1. Amend the Land and Water Conservation Fund Act, and other existing Federal grant programs having substantial impact on recreation and natural beauty, to authorize demonstration grants of up to 90 per cent for selected State and local government projects which have special value to the Nation as a whole by demonstrating new and improved methods, techniques, design or materials for planning, land acquisition, development and operation.
2. Amend organic acts of the principal Federal land managing agencies to permit them to carry out and report demonstration projects on their lands to test the feasibility of new ideas and techniques to better serve outdoor recreation needs and restore, protect, and enhance natural beauty.
3. Authorize the Secretary of Agriculture to provide technical and financial assistance to State and local organizations for "conservation showcase" projects to demonstrate, interpret and report new and improved practices to enhance natural beauty and recreational values on the privately-owned lands which comprise the bulk of the countryside.

In addition, by using the new authorities outlined above combined with existing authorities, the departments and agencies represented on the President's Council on Recreation and Natural Beauty--in cooperation with other Federal agencies, State and local governments, and private interests--would carry out "cooperative regional recreation and natural beauty demonstration projects." These would involve planning, acquisition, development, operation, and controls by tax incentives, and necessarily would call for a number of new approaches that generally have been neglected in favor of single-agency, single-purpose projects. Lessons learned in the Potomac Basin Study would be drawn on heavily. Principles of the new Demonstration Cities Program would be applied on a regional basis. Example: development of a coordinated complex of public and private recreation sites and visitor facilities designed so as to protect a high-quality but fragile natural area that is the central feature of a national park from becoming essentially "urbanized" by locating most visitor facilities and parking lots outside the national park. Colonial Williamsburg demonstrates the basic idea on a very small scale.

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The Need for Development and Declaration of a National Policy for Such Demonstration Projects--The proposed emphasis at this time on demonstration in this field is based on five premises or principles:

(1) During the next Congress the Administration will concentrate on achieving good execution and funding of existing programs, rather than on seeking authorization of major new or novel programs.

(2) The leadership role of "showing how to do it better" and helping others to show their counterparts "how to do it" is an appropriate one for the Federal Government.

(3) Although progress is being made, recreation needs continue to grow faster than the "supply" to meet the needs. The situation is critical in certain metropolitan centers where needs are most urgent and most costly to meet. Much the same can be said for natural beauty "needs." Conventional approaches just are not doing the job fast enough or effectively enough.

(4) The hard-pressed local or State official tends to use his insufficient funds for "more of the same"--what he has been used to doing. Although new techniques and materials may be more effective and cost less, it usually costs more to try something new the first time. Faced with a choice between a conventional project and an innovative one, the local official tends to set aside the new idea. Even when he spends the extra money to test a new approach, he can seldom afford to publish or distribute widely a report on what he has learned.

(5) A State or local project which demonstrates and reports feasibility of a new idea that promises widespread usefulness is entitled to a higher Federal cost-share than a run-of-the-mill project useful only to its locality.

Statement of Proposed National Policy--The Federal Government, both on Federal lands and through the entire range of Federal grant programs, should take the lead in demonstrating more effective, and more economical ways to restore, enhance and protect the natural beauty of our land and to meet rapidly growing outdoor recreation needs. All Federal agencies whose programs affect the quality of the physical environment should stimulate, encourage and assist more aggressive use of innovative techniques in planning, acquisition, development and operation. Federal and federally-assisted projects to demonstrate new approaches which promise widespread utility should be fully reported and these reports widely distributed. All existing Federal grant programs in these fields which cannot now make demonstration grants should be given this authority, not only in order to advance knowledge but to increase opportunities for cooperative projects. Cooperative demonstrations of regional and multiple-purpose inter-agency and inter-governmental projects should be given a high priority. No action tool should go untested. No promising idea should go untried.

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The Need and Desirability of Legislation--Legislation is needed to provide new authorities and to focus attention on the high cost-to-benefit payoffs of a concentrated demonstration project and demonstration grant program in these fields. The need for amendment of one existing grant program--the Land and Water Conservation Fund Act--is spelled out below as an example. Details of needs for demonstration-grant authority for other existing grant programs, for authorization to undertake demonstration projects on Federal lands, and for the "conservation showcase" program on agricultural lands were set forth in background materials previously supplied. These can be developed further if desired.

The Land and Water Conservation Fund Program now provides 50 per cent matching grants for planning, acquisition and development of State and local outdoor recreation areas and facilities. A broad range of natural beauty-related projects can be assisted. The Act should be amended to authorize 90 per cent demonstration grants--and for operation as well as for planning, acquisition, and development. Demonstration grants should be financed from general funds rather than from revenues already dedicated to the Fund.

This is the same Federal cost-share approved by the 89th Congress for HUD's Open Space Land Program and Urban Beautification Program. The location and type of developments eligible for these two HUD programs are restricted. For example, Open Space can assist recreation developments only on lands acquired through that program. Both programs are, of course, limited to urban areas. This means that under existing law such promising innovations as the following probably cannot be encouraged with demonstration grants: roof-top parks and playgrounds in core cities where land costs are highest, portable swimming pools and other badly needed intensive-use facilities, new land acquisition techniques outside urban areas.

No Federal assistance is now available for demonstrating more efficient and economical ways of operating parks and other recreation areas. Thomas P. F. Hoving, New York City's innovation-minded Park Commissioner, and Laurance S. Rockefeller are among those who have called for this.

The need for the legislation proposed here was emphasized by the President's 1964 Task Force on Preservation of Natural Beauty. Speaking specifically of the then just-authorized L&WCF Program, the Task Force said, "The new approaches should have grant monies specifically earmarked for them . . . broadly conceived demonstration grant programs.... Communities wavering on the verge of trying something new need to be emboldened by hearing how others have tackled the job: what problems they have met; how they solved them.... For raising local standards of performance there is no Federal effort which can produce so many results at so little cost."

7

RECREATION FACILITIES FOR LOW INCOME NEIGHBORHOODS

Legislative proposal to amend Title VII of the Housing Act of 1961 to include a new program of Federal grants for the construction or renovation of major indoor and outdoor recreation facilities (such as swimming pools, recreation centers, field houses, etc.) in low income neighborhoods. Grants would cover two-thirds of cost of land acquisition, design, construction, and outfitting. Grants could be made to States, local public bodies, or nonprofit organizations serving the needs of low income people. Cost: \$75 million initially. HUD is developing the proposal.

PROTECTION AND PRESERVATION OF ESTUARINE AREAS

In response to Mr. Califano's question, we recommend the following steps be taken within the Executive Branch to protect and preserve estuarine areas:

1. Interior should continue to study fish and wildlife resources of estuaries under authorities now available to the Fish and Wildlife Service and to the Federal Water Pollution Control Administration. However, this in itself will hardly save estuaries.
2. Interior should continue to acquire estuarine areas of outstanding importance to migratory birds under existing authorities. However, we cannot expect to save an appreciable acreage through this means.
3. The President should issue an Executive Order prescribing procedure for close consultation between Army and Interior before the issuance of any navigation permit. This also could contain a directive to the Secretary of the Army to give as much weight to the effects of proposed projects on fish and wildlife resources as on navigation.

Mr. Califano also asked what steps we believe the Secretary of the Army should take to improve the situation. Inherent in recommendation No.3 above is our belief that the Secretary of the Army should give as much weight to the effects of proposed projects on fish and wildlife resources as on navigation.

We still recommend that there be a legislative proposal, as included with our report of October 31, to protect and preserve in their natural condition those estuarine areas of the Nation which the Secretary of the Interior determines to be valuable for sport and commercial fishing, wildlife conservation, outdoor recreation, scenic beauty and outdoor laboratories for scientific study. The legislation would require that anyone proposing to dredge or fill in navigable estuarine areas of the United States first obtain a permit from the Secretary of the Interior.

9

EXTENSION OF THE WETLANDS LOAN ACT

Legislative proposal to extend the Wetlands Loan Act of October 4, 1961 (75 Stat. 813; 16 U.S.C. 715K-3-71tK) for an additional eight-year period.

The Wetlands Loan Act authorized the appropriation of not to exceed \$105 million for the seven-year period fiscal years 1962-1968 to supplement receipts from the sale of Duck Stamps so as to accelerate the acquisition of waterfowl habitat for the National Wildlife Refuge System. The goal planned for the seven-year program utilizing both an estimated \$35 million from Duck Stamp receipts and \$105 million from the loan fund was 2.5 million acres of waterfowl habitat. Total appropriations under the Act through fiscal year 1967 were \$38.5 million. With a 1968 estimate of \$7.5 million, a total of \$46 million will have been appropriated for the seven-year period, leaving a remainder of \$59 million authorized to be appropriated.

The programs which utilize the funds authorized by the Wetlands Loan Act are the acquisition of land for national wildlife refuges under the Migratory Bird Conservation Act and the acquisition of land for waterfowl production areas under the Migratory Bird Hunting Stamp Act.

Appropriations under this Act are a loan against receipts from sale of the Duck Stamps and would be repaid to the Treasury out of Duck Stamp receipts beginning with the first year after the eight-year extension. This would be similar to the provision in the existing law which provides for repayment beginning in fiscal year 1969 at the rate of 75 percent of annual stamp receipts.

A PROGRAM FOR URBAN FORESTRY

New authority is needed for the Secretary of Agriculture to provide a grant-in-aid program that will help establish, improve, and protect trees and shrubs in open spaces, greenbelts, protection zones, community parks, woodland natural areas, and private developments in urban and suburban areas.

Administration of the program would be by the States through cooperative agreement between the Secretary of Agriculture and the State Agency designated by the Governor. This could be the State Forest Service or equivalent agency. Under this basic agreement, ancillary agreements will determine the sharing of costs by the Federal, State and urban governments.

Technical assistance for carrying out approved measures on public and private urban areas would be provided by the State and cooperating subdivision of the State. In providing this, the services of forestry consultants, horticulturists, landscape architects and other qualified private and commercial agents would be called upon. The Federal Government would provide technical support only as needed.

Financial assistance for installing and maintaining approved measures would be made available to the State and cooperating subdivisions of the State only on publicly owned areas.

The program would provide Federal matching funds for the purchase or production of tree and shrub planting stock for use in urban areas of a State. Planting stock will be purchased from commercial nurseries in a State or adjoining State to the extent they can supply the needed stock. However, when such nurseries cannot supply these needs, assistance will be provided for growing the stock in public nurseries. In determining the need for applying this provision within a State, and the extent of such application, the Secretary of Agriculture would be guided by an advisory group. This group would consist of the State Forester; a member designated by the Director of the State Agricultural Extension Service; and two representatives of commercial nurseries within the State or adjoining States.

These provisions should minimize opposition by commercial nurseries and other private enterprises in this general field.

11/17/66

LOANS TO RURAL LANDOWNERS OR TENANTS TO CONVERT ENTIRE FARMS TO RECREATION

This is a proposal for legislation that would broaden Farmers Home Administration's authorizations in the area of loans to develop profit oriented recreation facilities.

Present authorizations are interpreted to require that a borrower must be a farmer to be eligible for a loan and must continue to receive income from farming in addition to his recreation income. This eliminates many landowner applicants who cannot qualify as farmers and many farmers who want to devote their entire farm to recreation.

The private sector cannot do its share of providing recreation facilities to help meet public demand unless suitable credit is available to finance developments. Credit opportunities should be broad enough to permit the development of suitable private land and water resources without limiting them as narrowly as is now the case.

LAND USE PLANNING AND DEVELOPMENT ACT

Legislation is needed to create a Federal-State-local partnership to assure maintaining open spaces for agriculture, recreation, and natural beauty.

Unless some appropriate action is adopted to develop and preserve the remaining open spaces near centers of population, many such areas will soon be destroyed and converted to housing and industrial developments. Protection of these beautiful areas is conducive to good living, working, and playing for the increasing millions of urban people.

Under this proposed legislation the President would submit to the State governors for consideration, a standard State enabling act to provide for local adoption of necessary zoning and ordinances that would assure continued uses of selected privately-owned lands and waters. Preservation of these lands and waters would be accomplished through long-term agreements and other incentives, including tax or other economic considerations.

Parties to the long-term resource agreements should be an appropriate agency of the Federal Government, State or its local subdivisions, and the private landowners.

There are no Federal programs at present which provide assistance in the form of incentives to States to carry out land use zoning and ordinances.

Land use planning and zoning in city, urban, and rural areas present a vast number of complex problems. The Department of Agriculture, in collaboration with the Departments of the Interior and Housing and Urban Development, is working on a further refinement of this proposal.

It does not appear that legislation would be needed to permit the President to submit standard State enabling acts to the governors but would be needed to provide incentive assistance to the States. It would be desirable, however, to include both aspects in proposed legislation.

RECREATION AND FISH AND WILDLIFE IMPROVEMENT IN
RESOURCE CONSERVATION AND DEVELOPMENT-TYPE PROJECTS

The purpose of resource conservation and development (RC&D) projects is to conserve, develop, and use natural resources of a project area in a way that will create employment opportunities and increase rural income.

In most project areas, the greatest opportunity for increasing rural employment and income is through the development of recreation potentials as a basic part of the community economy. Present authorities do not permit cost sharing for recreation and fish and wildlife developments with RC&D funds.

Legislation is needed to give the Secretary of Agriculture the same authority in administering recreation and fish and wildlife improvements in RC&D projects as is now available under PL-566. The small watershed program (PL-566) provides for recreation and fish and wildlife cost sharing and takes precedence over works of improvement called for in community development projects. The 1962 amendment to PL-566 applies only to watershed projects. When such projects lie within resource and conservation development-type projects, the assistance can be provided within the watershed project but presently cannot be provided for similar developments in the resource and conservation development-type project areas not included in watershed projects.

State plans for outdoor recreation under which Department of the Interior Land and Water Conservation Fund grants can be made are not likely to include provisions for many of the recreational developments planned and needed by local communities in RC&D projects. Even if the local sponsors were able to get their development included in a State recreation plan, it would probably be assigned a low priority in that the development would be planned to meet only local community needs. In multiple-purpose structures, recreational features can be provided with the greatest efficiency and least cost when planned and installed concurrently. For example, a single needed structure can provide flood prevention, sediment storage, water supply, and recreation if planned, designed, and constructed at the same time to meet local community needs. Therefore, timing of technical and financial assistance is critical to successful development in such local projects.

Sponsoring local organizations are always encouraged by those assisting in developing project plans to make maximum use of the provisions of the Land and Water Conservation Fund Act when it will meet local needs and objectives.

NATIONAL PARK FOUNDATION

Legislative proposal to abolish existing National Park Trust Fund Board and create instead a National Park Foundation consisting of a Board with greater private representation and more freedom in accepting and administering gifts.

Private philanthropy must be encouraged to help preserve historic, scenic, and recreational lands for the public. This proposal offers an attractive vehicle for individuals and organizations to help realize a vital objective of our society. It will set up a body which is authorized to accept, administer, and deal with both real and personal property which is bequeathed or donated for purposes of the National Park System.

The existing body with a similar purpose, is inadequate, primarily because it cannot accept donations of real property and it must invest its funds in Treasury bonds. The existing National Park Trust Fund Board has a majority of governmental officials, with only two members from the general public. The new body would have at least 8 members, of whom at least 6 must be private citizens of the United States.

As requested by Mr. Califano, we have discussed this proposal with Stanley Surrey, Assistant Secretary of the Treasury. A copy of Secretary Surrey's comments is attached. It indicates that income of the foundation would be tax exempt, since corporations which are organized under act of Congress specifically making them exempt and which are instrumentalities of the United States are treated as exempt corporations under Section 501 (c) (1) of the Internal Revenue Code.

As an alternative to the proposed National Park Foundation, consideration is also being given to encouraging the establishment of a non-governmental foundation which would serve similar purposes. This would not require legislation. A non-governmental organization would have complete freedom to undertake purchases of land in a proposed park area in advance of Congressional authorization. Mr. Surrey's letter also comments on the tax status of such a non-governmental foundation.

A WESTERN AVALANCHE WARNING SYSTEM

The proposal to establish a Western Avalanche Warning System is to take care of an emerging problem rather than one which is now of serious impact. The program will necessarily be developed by stages and will not be in fully effective operation until 1977.

At present only three or four deaths per year result from avalanches. But use of snow slopes is expected to increase so rapidly in the next ten years as to constitute a serious threat to user lives unless a complete warning system is developed. A joint Commerce-Agriculture Research Study of 1964 predicts a 12 percent yearly increase to skier use, and a greatly increased use of dispersed areas by skiers and "snowmobile" type vehicles. The six million winter sports visitor-days in 1965 are projected to 30 million by 1977. Much of this increased use is expected on areas not now served with avalanche warning, as contrasted with present use largely concentrated on protected areas.

To achieve the most effectiveness at least cost, this program should begin now and expand to meet the need for a National Avalanche Warning System before loss of life requires a crash program at great expense.

11/17/66

ISLANDS STUDY

On November 11, 1966, President Johnson announced that he has directed the Secretary of the Interior "to begin the first nationwide inventory of the recreational, scenic, natural, and historical values of America's Islands." The study is underway. It includes islands of inland lakes and waterways as well as ocean islands. It is intended to alert the Nation to the importance of islands and provide guidelines and recommendations for Federal, State, local and private island conservation. The study is scheduled over a two-year period with a report and legislation to be prepared for presentation to the 91st Congress early in 1967.



ASSISTANT SECRETARY

TREASURY DEPARTMENT

WASHINGTON, D.C. 20220

November 17, 1966

Dear Mr. Stevens:

This is in response to your letter of November 15 in which you request our views by November 17 on the tax status of a proposed National Park Foundation. As I understand the proposal, money received by the proposed Foundation from private individuals and charitable foundations would be used to acquire and hold real property for the purpose of preserving it in its natural state for use in a National or State park. Purchases of property would be made after a park project had been begun but before Congress had acted to authorize establishing a park in the area under consideration and, thus, would prevent private development and consequent loss of the property for park purposes.

I understand that you are considering alternative proposals. One is the legislative proposal introduced in the 89th Congress by Senator Jackson as S. 3676. The second would involve encouraging private individuals to establish a foundation which would operate in much the same way as would the foundation proposed in S. 3676, but which would not be under the Chairmanship of the Interior Department.

Because of the short time available now, I do not purport to comment on the desirability of either alternative. I can give you only some preliminary views on the tax status of either type of foundation, which is ultimately a matter for the Internal Revenue Service to decide once the foundation has been formed. However, for your guidance I bring to your attention the following points which you might want to consider in planning your project:

1. Exemption.--Section 8 of S. 3676 provides that the income of the government foundation would be exempt from tax. Corporations which are organized under act of Congress specifically making them exempt and which are instrumentalities of the United States are treated as exempt corporations under Section 501 (c) (1) of the Internal Revenue Code.

A privately formed foundation, however, would have to qualify under Section 501 (c) (3) of the Code as an organization organized and operated exclusively for charitable purposes. The preservation of land in its natural state for the public benefit is a charitable purpose which should justify exemption, but the manner in which the organization is operated may cause more difficulty. I understand that the organization would be formed to hold property and later to transfer this property to the National Park Service or to a State park commission, sometimes as a contribution but more often through a sale to the Service or commission. This operation suggests two possible problems: (i) If the foundation merely holds land while legislative authorization for a park is pending in Congress, there would not seem to be any difficulty. But if the land is not devoted to a park operation within a reasonably short time and lies unused for any charitable purpose for an indefinite period, there may be serious questions as to whether the foundation is being operated in a charitable manner. (ii) If the park land is sold to the Park Service at more than the foundation's cost so that the foundation makes a profit out of its purported charitable operation, it would more closely resemble land speculation than a charity. In either case, its exemption would be jeopardized.

2. Charitable Deduction.--If the foundation is organized as a government instrumentality, contributions to it would be deductible as contributions "made for exclusively public purposes." This assumes, of course, that any land or interests in land contributed to the foundation would be dedicated to park use within a reasonably short time, and that any money or property not usable for park purposes would be used to purchase land which would be so dedicated.

If the foundation is privately organized, contributions to it would be deductible as contributions to an organization exempt under Section 501 (c) (3), assuming the foundation qualifies for exemption under that provision.

3. Status as a Private Foundation.--Recently, the Treasury Department submitted to the Congress a Report discussing problems arising from the present tax exemption of

private foundations and making recommendations for legislative changes in that exemption in order to prevent certain abuses that had arisen. This Report applies to organizations which do not derive a substantial part of their support from the public at large or from the government. In neither of your alternative proposals is it contemplated that the government will supply any funds to the Foundation. Hence, whether or not either proposal would conflict with the objectives of the Foundation Report depends on whether or not either proposed foundation receives substantial support from the general public.

Under a test provided by recent published regulations under Section 170, an organization is "publicly supported" if it is operated as a public organization and is designed to attract contributions from the public at large. I understand that your intention is to operate this foundation to attract contributions from many different persons. If this is the case, and if the organization has a board which represents the public at large, rather than the interests of a few substantial contributors, and publishes financial reports, then no conflict would arise with the recommendations of our Private Foundation Report.

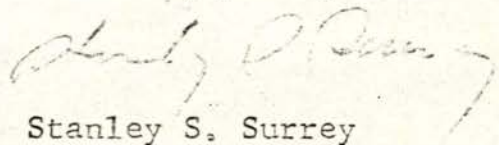
4. Possible Conflict with Private Foundation Recommendations.--If the proposed foundation is considered to be a private foundation rather than publicly supported, then there are two areas of possible conflict with the Treasury's Private Foundation recommendations. (i) One problem discussed in the Foundation Report involves the delay in benefit to charity which results from the transfer of nonproductive property to a private foundation. If the foundation acquires real property which is nonproductive, it might in effect be "accumulating income" (i.e., the appreciation in value of the real property) and not conferring immediate benefit on charity. However, nonproductive property used in the exercise of the foundation's exempt purpose is not subject to the same objections. If, therefore, the property involved is used for park purposes, either immediately or within a reasonably short time, there would be no difficulty on this score. But if the real property

is not devoted reasonably soon to park uses (see the discussion on the requirements earlier in this letter for exemption of a privately organized foundation), permitting this foundation to engage in the acquisition and holding of such property would appear to be inconsistent with the position this Department took in the Foundation Report.

(ii) Because it is contemplated that substantial amounts of money and property will be received from a few individuals or privately controlled foundations, it is possible that at some time a few individuals or families will control the foundation through their membership on its board. Conceivably, one or more of such persons would have property which he could transfer to the foundation and retain control over its use. For example, if a member of the board transfers to the foundation ranch property adjoining a National Park for the purpose of ultimately transferring the ranch to the park and retains control over who can use the ranch while it is held by the foundation, "charity" does not receive the benefit of that ranch property until the foundation transfers the ranch to the park or the donor relinquishes control over the foundation. The Foundation Report discusses this problem in cases where a private foundation is used to perpetuate control over a family corporation, but the same principle would apply here. If individuals obtained this kind of benefit from transfers to the foundation, permitting immediate deductions for such transfers would be inconsistent with the recommendations of the Foundation Report.

My comments are necessarily of a preliminary nature and, as I have said, are intended to provide guidance in your future planning. I think that this idea is a good one, and we would be glad to work with you after the form of your proposals is more settled. If I can be of further help to you, please let me know.

Sincerely yours,



Stanley S. Surrey

Mr. Lawrence N. Stevens
Acting Director, Bureau
of Outdoor Recreation
Department of the Interior
Washington, D. C. 20240

ADMINISTRATIVELY CONFIDENTIAL

November 14, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Orville L. Fresman
The Secretary of Agriculture

As I indicated during our discussion on Tuesday, November 8, it would be extremely helpful if you would:

- (1) Summarize the data underlying the proposal of the Task Force on Resources and Recreation for an avalanche warning system. Of particular importance here are the statistics on persons killed or injured by avalanches and projections as to injuries likely to occur in the future.
- (2) Prepare, in consultation with representatives from the Department of Housing and Urban Development, a detailed analysis of the recommendation made by the Task Force on Resources and Recreation for "a cooperative urban forestry program". The report should contain a detailed outline of the proposal, and an indication of the type of opposition which might be encountered.
- (3) Discuss with representatives from the Council of Economic Advisers the proposal made by the Task Force on Resources and Recreation for grants and loans to land owners or tenants for the purpose of converting farms to recreation. Please summarize the results of the above discussion and your recommendations as to what action should be taken. (Of particular importance here is a detailed indication of existing authority to assist in the conversion of farming lands to recreation.)

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(4) Prepare a detailed description of your proposal which would enable urban youth (particularly the disadvantaged) to spend their summers working and vacationing on farms.

(5) Prepare a report on ways to protect, preserve and restore land used for mining purposes. In this connection please refer to the sections in the report of the Task Force on Resources and Recreation which deal with mining area restoration and additions to the National Forest System. The report should contain the following information:

- The need for development of a comprehensive national policy in this area.
- A detailed statement of a proposed national policy.
- Steps which should be taken to implement that national policy (of great importance here is a detailed outline of actions which might be taken, priorities which should be assigned to those actions, and the cost thereof).
- The need for and desirability of legislation to implement the proposed national policy.
- Methods, including economic incentives, for preserving and protecting lands and waters which might be affected by mining in the future.

Please submit your report on the above items by November 18, 1966. Ten copies should be sent to me and five copies to the Director of the Budget.

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON

NOV 18 1960

Administratively Confidential

MEMORANDUM

To: Joseph A. Califano, Jr.
Special Assistant to the President

From: Orville L. Freeman
Secretary of Agriculture

Subject: Reports on Legislative Proposals

In response to your request of November 14, there are attached ten copies each of the following additional reports:

- (1) A Summary of Data Regarding Proposal for a Western Avalanche Warning System;
- (2) Analysis of the USDA Forestry Program in Consultation with Housing and Urban Development;
- (3) Detailed Description of Proposal of Farm Vacations for Urban Youths;
- (4) Surface Mined Area Restoration - Proposals for National Policy and Implementing Legislation.

The proposal for broadening the Farmers Home Administration authority for loans to expand rural recreation has been discussed with representatives of the Council of Economic Advisers. The Council suggests that even though this is a small program, the final decision should not be taken on this proposal until the committee now studying Government credit programs has completed its recommendations. In view of the fact that expansion of rural recreation opportunities is being emphasized in the Department of Agriculture program and that individuals who will receive assistance from the Farmers Home Administration are those who now have no source of credit, we feel certain that the Council will find that recreation credit assistance to rural land owners should be placed in a priority category. We will continue our discussions with the Council of Economic Advisers and will report further to you on this item upon completion of the Government-wide credit study.

2-Joseph A. Califano, Jr.

As requested, I am sending five copies of these reports to the Director of the Bureau of the Budget.

As these proposals supplement the work of the Task Force on Resources and Recreation, I am also sending copies to Secretary Udall.

NOV 17 1966

A SUMMARY OF DATA RE PROPOSAL
FOR A
WESTERN AVALANCHE WARNING SYSTEM

The Present Situation

In 1965, there were about 6 million skier-days at developed winter sports areas in the West. Five and a half million of these were on National Forest areas.

The developed winter sports areas cover less than .1 percent of the total western National Forest area. About 95 percent of winter sports use is on developed areas.

Use of the developed areas is carefully controlled. Avalanche forecasting and warning services are provided by the Forest Service at 22 areas of high hazard and 35 areas of lesser hazard.

In spite of the high concentration of winter sports use at developed areas and the control exercised over activities, there are injuries and fatalities caused by avalanches. An average of three or four lives are lost every year. In addition, between 25 and 50 persons caught by avalanches each year are able to escape or are rescued without fatality.

Most of these accidents happen to people who leave the developed area where heavy use compacts the snow and practically eliminates avalanche conditions. Venture-some skiers go off on their own, some get lost, others organize cross-country ski tours through areas not served by the warning system.

The cost of the control and rescue activities of the resort operators is about one million dollars annually. The Federal cost of the present forecasting and warning system, including research, is about \$150,000 a year.

Trends in Winter Sports Activities

Skiing activity is increasing rapidly. A joint Commerce-Agriculture study in 1964 indicates an annual 12 percent increase in ski use, and an expected 30 million winter sports visitor-days by 1977.

There is also a greatly increased interest in recently developed over-the-snow track vehicles. These vehicles are being improved in design and maneuverability. They can negotiate almost any terrain. One manufacturer, the maker of the Bombardier snowmobile, has scheduled 40,000 vehicles for production in 1966. This equals their total past production. Other companies are responding similarly to the mounting demand.

Greater proficiency in skiing, the organization of cross-country ski tours, and the use of snowmobiles are taking more and more people away from the developed areas and the avalanche forecasting and warning that serves these developed areas. It is estimated that future winter sports use will cover 25 percent of the western snow area, most of which will not be served by the existing avalanche warning system.

The Proposed Warning System

The warning system designed to meet future needs would be developed in stages, with completion scheduled by 1977.

The development plan contemplates considerable cooperation from highway departments, railways, mining operations, etc. in reporting snow and weather conditions. It counts on up-to-the-minute weather reports to supplement the knowledge of snow conditions relayed by instrument stations. It expects radio and television dissemination of warnings.

Costs of operating the completed system in 1977 are estimated at less than a million dollars annually, excluding further research costs.

It is not possible to estimate accurately the number of lives that would be saved by an extended and intensified warning system. On the basis of winter sports use alone, the estimated five-fold increase would indicate 15 to 20 deaths a year. But the number might be much greater if there were no extension of the warning system. Rescue activities are effective now because most of the people trapped by avalanches are near developed ski areas with organized rescue patrols. The cross-country skier or the snowmobiler who would venture, unwarned, into a remote area would not have the same chance of rescue.

It is a part of the American ethic that anyone trapped in a mine or caught in an avalanche will receive the benefit of an all-out rescue effort. This effort would be many times more costly than an avalanche warning system that should greatly reduce the number of people trapped.

Data Recapitulation

Six million skier-days per year at developed areas result in 3 or 4 fatalities and 25 to 50 near-fatal entrapments.

By 1977, the number of skier-days will increase fivefold.

Snow areas used for winter sports will increase from less than one percent now to 25 percent by 1977.

One company plans production of 40,000 snowmobiles in 1966 - equal to total past production.

A simple projection indicates 15 to 20 deaths, 125 to 250 entrapments by 1977. But use of remote areas not served by a warning system could further increase the number of entrapments. Also, more entrapments will be fatal because more will occur in remote areas.

Patrol and rescue costs, without an expanded warning system, will increase from \$1 million annually to \$5 or \$10 million yearly.

This is 5 or 10 times the annual cost of the proposed preventive warning system.

ANALYSIS OF THE USDA URBAN FORESTRY PROGRAM
IN CONSULTATION WITH HOUSING AND URBAN
DEVELOPMENT

The program is largely a State-local effort financed through cooperative Federal-State cost-sharing arrangements on a fifty-fifty basis. Urban forestry research would be 100 percent Federal.

There are four major parts to the proposal:

1. To make forestry expertise available to private and public urban areas to preserve, establish and maintain trees and shrubs.
2. To provide financial assistance for establishing and maintaining good forestry practices on urban and suburban areas in public ownership.
3. To make the purchase and/or production of good tree and shrub planting stock more attractive and readily available to local governments and private enterprise.
4. To step up forestry research aimed at solving the complex problems of establishing and maintaining healthy shrub and tree growth in urban environments.

Except for the tree planting and landscaping measures which are a part of the Urban Beautification and Improvement Program under Housing and Urban Development administration, the proposed cooperative urban forestry program would not supplant nor duplicate existing or related programs.

An agreement between Agriculture and Housing and Urban Development would avoid duplication and supplement both programs. Housing and Urban Development sees a definite need for forest research and technical assistance to improve their program.

The need for tree preservation, planting and landscaping programs in urban areas is far greater than present measures to accomplish it.

Opposition to this program can be expected from private nurserymen, tree surgeons, and consulting foresters. Nurserymen will oppose any expansion of public production of stock and any attempt to hold down prices. They may also object to specifications and other requirements of the sale of private stock.

Tree surgeons and consulting foresters will oppose any expansion of public assistance which competes with their businesses.

Opposition by nurserymen, tree surgeons, and consulting foresters can be reduced by giving them business whenever possible and also by giving them a voice in the planning of the program. The proposed program provides for these procedures and should avoid some of the problems incurred during the Soil Bank Program with nurserymen.

Under the proposed program, Federal funds will not be made available to public agencies for the production of tree and shrub planting stock in public nurseries

except in States where private nurseries in that State or adjoining States cannot provide the needed planting stock.

To insure support of State agencies it is essential that the State Foresters be brought into the development of legislation and the formulation of program details.

The problems of the center cities continue, and are being expanded and intensified by the rapid growth of suburban areas. These suburbs add problems of their own. A need exists for assistance during the early planning and development stages of these areas to provide adequate consideration of forestry and natural beauty.

Many residential and industrial developers now consciously strive to protect and preserve natural vegetation in wooded areas. But they find new problems. Trees which flourish in a forest environment die of shock or from insects and diseases when the environment is changed. Bulldozer scars and changing water tables cause the death or decline of trees that have been temporarily saved.

There are 225 standard metropolitan areas in the United States. Eighty-five percent of the population will be living in these areas in the next 20 years.

These problems and opportunities were recognized and described in detail at the White House Conference on Natural Beauty. Professional forestry research advice and assistance is clearly needed.

Concerted but limited effort is being made at the local level of government in addition to the Urban Beautification and Improvement Program under Housing and Urban Development. In large part, these landscaping and tree planting programs are going forward without adequate provision for the expertise and needed assistance to establish and maintain them. The larger nurseries accounting for 85 percent of production are now operating at 95 percent capacity.

This proposal would be a start in filling this need recognized as a drawback to the future success of urban beautification and improvement.

The proposed program would begin as a pilot operation. A start would be made in the first year in 25 urban areas (as described in Title 7 of the Housing Act of 1961, amended). This will require 25 technical men and supporting personnel. Cost-sharing on the purchase of available nursery stocks plus a start in urban forestry research work would complete the program for the first year.

The costs of the program for the first year are estimated as follows:

25 technical men and supporting staff	\$1,000,000
Nursery stock	2,000,000
Research	300,000
	<hr/> \$3,300,000

Costs will be shared fifty-fifty except for research activities. Thus, the Federal portion will be \$1,800,000 for the first year. The program would be expected to triple in five years if pilot operation is successful.

OUTLINE OF A PROPOSAL
FOR AN
URBAN FORESTRY PROGRAM

Legislative authority is needed for the Secretary of Agriculture to provide a grant-in-aid program that will help establish, improve, and protect trees and shrubs in open spaces, greenbelts, protection zones, community parks, woodlands, and private developments in urban and suburban areas.

Administration of the program would be by the States through cooperative agreement between the Secretary of Agriculture and the State Agency designated by the Governor. This could be the State Forest Service or equivalent agency. Under this basic agreement, ancillary agreements will determine the sharing of costs by the Federal, State, and urban governments.

A. The Federal Government would:

1. Provide Federal technical assistance in cooperating States, and provide matching funds to those States and to their legal subdivisions and communities, and other legally constituted public bodies for the purpose of providing technical forestry assistance.

Under this provision Federally-employed experts when needed would provide technical support to cooperating State Forestry agencies, and through them to cooperating legal subdivisions, communities, and legally constituted public bodies of the State.

2. Provide Federal matching funds through the cooperating State Agency to legal subdivisions and communities, and other legally constituted public bodies for work on publically-owned lands. A planting of trees and shrubs, improvement of trees by pruning and thinning or other practices, protection from insects and diseases, and development of vistas are examples of measures that would qualify.

The Secretary of Agriculture would be responsible for developing technical standards and otherwise assuring technical adequacy for carrying out the work. He would be guided by an advisory group. This group would consist of the State Forester; a member designated by the State Agricultural Extension Service; and others such as a representative of the commercial nurseries within the State or adjoining States and a representative of the commercial or consulting landscape engineers within the State or adjoining States.

3. Provide Federal matching funds for the purchase or production of tree and shrub planting stock for use in urban and suburban areas of a State. Planting stock will be purchased from commercial

nurseries in a State or adjoining State to the extent they can supply the needed stock. However, when such nurseries cannot supply these needs, assistance will be provided for growing the stock in public nurseries. In determining the need for applying this provision within a State, and the extent of such application, the Secretary of Agriculture would be guided by an advisory group. This group would consist of the State Forester; a member designated by the Director of the State Agricultural Extension Service; and two representatives of commercial nurseries within the State or adjoining States.

The same or a similar group would advise the Secretary of Agriculture in establishing specifications for planting stock to be used and reasonable levels of costs for carrying out this provision.

The Secretary of Agriculture would be responsible for administration of matching Federal funds; for

providing guidance in the most efficient, effective, and economical techniques and equipment; for encouraging research and the application of research results in producing and using genetically-improved kinds of trees and shrubs particularly well adapted urban environment and need; and for assisting the cooperating agencies with training programs.

4. Provide financial assistance up to 50 percent of the cost of carrying out provisions 1, 2, and 3 above.

B. The Cooperating State Agency would:

1. Provide technical assistance under ancillary agreements to legal subdivisions, public bodies, and communities, or to their inhabitants in the establishment, improvement, protection, and maintenance of trees, trees and shrubs for noise abatement, hydrologic, screening, natural beauty, or other multiple use purposes desirable for reaching the objectives of the program.

Under this provision the cooperating State Agency could provide technical assistance either with its own personnel or through contractual arrangements with other public agencies or private agencies.

Arrangements would vary to make the best use of available qualified technical personnel. This could involve the sharing of technical and financial resources of neighboring communities under a single agreement. One professional forester or other qualified technical expert could serve several communities and could supervise non-technical personnel.

2. Provide technical assistance to commercial nurseries in the production and sale of planting stock to meet the need of urban and suburban communities or public bodies with which there are agreements to provide technical assistance as stated in "1" above.

Technical assistance for nursery layout and equipment; irrigation systems; soils treatment; stock grading and handling; selection and procurement

of seed; promotion of the use of improved sources of seed and plant materials; protection from animals, insects, and diseases; and making effective use of research-developed information are some of the areas in which assistance would be provided.

C. Urban Forestry Research

Research is an essential endeavor in providing the necessary knowledge to support progress in technical and financial assistance for forestry in an urban environment. Some of the more important problems in which research would address its efforts include: the effect of air pollutants on various tree species, development of genetically superior trees for severe site conditions, the best location of tree plantings so as to effectively screen undesirable sounds and sights, achieving the maximum effect of plantings on ameliorating local climate, and improving air quality, reducing the loss and damage to trees from diseases and insects under urban conditions, managing urban-fringe-woodlands so as to perpetuate and improve such

areas and how to prevent tree losses during construction which upsets the supply of nutrients and moisture. The wide range of conditions encountered in urban locations makes such problems complex. Yet they must be resolved if an urban forestry program is to move ahead successfully.

FARM VACATIONS FOR URBAN YOUTH

I. STATEMENT OF PURPOSE

This is a proposal to place city youngsters from low income families between the ages of 12 and 15 in the homes of family farmers in small groups, not to exceed 6 per family, in order to give them a summertime, character-building work-recreation opportunity that will also help in beautifying the rural environment. This will have multiple benefits.

In the first place, it will strengthen the bodies as well as the minds of young Americans whose environment has been limited to the asphalt jungles. These young people who have not had the advantage of experiences in the great out-of-doors will learn some of the wonders of nature: how plants grow, how animals grow, and some of the economic problems that confront farmers. They will learn the joys of recreation in the great out-of-doors in such forms as fishing, hiking, nature-study, swimming and other forms of physical exercise.

In the second place, this program will benefit farmers who are in need of additional income, farmers whose homes contain extra bedrooms or bunkhouses that can be fixed up to accommodate a few youngsters without much expense. The farm women will be good cooks, who are accustomed to providing ample and healthful meals for their hard-working men. Many of these farm people will be in the middle

and senior age group where their own youngsters have left home. They will be stimulated by the excitement of serving and teaching another generation of youngsters from an entirely different environment.

A third benefit from this program will be beautification of the countryside, because these youngsters will be guided in doing useful work. This will be work which the farmer would not otherwise have a chance to do and will consist primarily of improving the beauty of the farm and the local environment. It will encompass such jobs as gardening, cutting and burning brush, planting flowering shrubs and trees, and other conservation and beautification improvement projects.

II. YOUTH TO BE INVOLVED

- A. How selected: The youth to be involved in this program will be selected from city neighborhoods in overcrowded and underprivileged situations. The welfare agencies will be responsible for selecting the youngsters to be given this opportunity. It may be that they will be selected from the Aid to Dependent Children rolls. They should at least be taken from those families that qualify under the poverty program. They should be given a medical examination to be sure that they are both free from communicable diseases and physically fit. They should be given a dental examination, and the indicated dental care.

- B. Length of Stay: It is contemplated that the youngsters will be taken to their farm-vacation homes as soon as possible after school is out and will stay until approximately the middle of August.

III. FARM FAMILIES TO BE INVOLVED

A. How Selected:

1. The farm families should be certified by a joint committee representing the Farmers Home Administration, the Agricultural Stabilization and Conservation Service, the Soil Conservation Service, the Extension Service, and the Welfare Agency.
2. The farms should be within a reasonable distance of the city homes in order to avoid excessive transportation costs.
3. They should be not larger than family-size farmers.
4. Preference should be given to older, more experienced couples and to those with large enough homes or bunk-houses to accommodate the youngsters.

B. Other Requirements:

1. The homes should be inspected for cleanliness and other qualities by the Home Demonstration Agent of the Extension Service or the Home Supervisor of the Farmers Home Administration.

2. Provisions should be made in each case for liability insurance to protect the farmer and life and accident insurance to protect the youth and their families.
3. Water supply should meet Public Health standards.
4. Someone should arrange to take pictures of each of these farm homes "Before and After" the summer experience.

IV. METHOD OF OPERATION

A. Youth:

1. School buses should be secured to deliver all of them to their farm homes during one week's time, as soon as possible after school is out.
2. Meetings should be held with families and the youngsters to explain the purposes of the program, how they are expected to behave, the clothes they will need, and other items of personal equipment, athletic equipment, etc.

B. Farmers:

1. Farm families should be given training by the Home Demonstration Agent or the Home Supervisor in how youngsters should be supervised, the importance of establishing rules of conduct and cleanliness, and instruction in how they are to take care of their own room and their bedmaking, etc.

2. Each farm family should be given a list of safety measures and given a thorough indoctrination in enforcing rules of safety with the youngsters.
3. A schedule of work and recreation, should be emphasized, and should be planned ahead in writing before the youngsters arrive. A balanced, healthy schedule of work-recreation should devote half of each weekday to work and half to recreation. Here are some of the activities that might be suggested on a typical farm:

Play and Learning Experiences:

- a. Resource conservation
- b. Plant and animal life
- c. Hunting and fishing
- d. Hiking
- e. Visits to local county fairs, rodeos, etc.

Work Experiences:

- a. Paint the barn, fences, etc.
- b. Plant and care for garden, trees, shrubs
- c. Cut up junk cars
- d. Clean up brush in woodlots
- e. Control weeds around farmstead
- f. Prune trees

V. FINANCIAL

- A. Payments to the farmer should be at least \$40 per week and would be "People Conservation Payments" similar to the payments made now by the Agricultural Stabilization and Conservation Service for soil and water conservation purposes.
- B. Payments to youth for the work they do would be variable and should be left up to the farmer. Most youngsters would not become adept enough to be of any real financial benefit to a farmer the first summer. However, most farmers would be willing to give a youngster, at the beginning of the summer, a chicken or pig or an interest in a calf that they could care for and then sell at the end of the summer and retain the proceeds.

VI. ESTIMATED COST OF PROGRAM

The cost of this program should be divided into two portions:

- A. The main project should have a funding of approximately \$40,000,000 the first year. This is estimated on the basis of a cost of \$40 per week for room and board for each youngster. The length of stay envisioned would be

eight weeks so that the total summer cost for room and board for each youngster would be \$320. It is estimated that approximately 125,000 young people would be able to participate in the program the first year.

- B. The second phase would cost an estimated \$2,000,000 the first year. This would be used for conducting some pilot projects that would test various methods of improving the operation of the overall program.

VII. NUMBER OF PEOPLE INVOLVED

As indicated above, the number of youngsters in the first year's operation of the program is estimated at 125,000. If the groups averaged 4 youngsters each, this would permit 31,250 farmers to participate in the program. It is believed that most of these should be concentrated in relatively compact groups of counties surrounding the principal large cities to facilitate administration of the program.

Most of the personnel to supervise this program would be on a volunteer basis and would come from such organizations as Future Farmers of America, 4-H Clubs, farm organizations, and VISTA Volunteers. The addition of \$40,000,000 to the rural areas would make a substantial impact on the economy of the counties in which this program would

operate, especially, since it would be money going to farmers whose incomes were limited.

SURFACE MINED AREA RESTORATION

Need for National Policy

The United States is today the world leader in industrial development. This high level of economic achievement has resulted in part from the development of our Nation's vast mineral resources. About 15,000 surface mines, producing some 50 mineral commodities, account for approximately 83 percent of the total coal and crude ore tonnage mined in the United States annually. Surface mine production in the United States totaled 2.3 billion tons in 1961, and this figure is continuing upward.

While the Nation has flourished through use of these vast mineral resources, it has failed to recognize the problems that have developed and are developing as a result of this mining activity. There are large areas of both public and private land in the United States which have been damaged by surface or strip mining which have never been restored or rehabilitated. Such lands are seriously impairing the beauty of the natural landscape, causing erosion of soils, the deposit of sediment into stream channels and reservoirs, the pollution of water by sediment and acid drainage, and injury to public health and safety.

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The present efforts to rehabilitate surface mined areas are inadequate. Damages to adjacent lands, water, fish, wildlife, and beauty continue. Much needs to be done and can be done to restore these areas and make them assets to the communities where they exist. The incentive of Federal participation is needed to stimulate local action. The necessary local organizations already exist and are ready to participate in sponsoring needed improvements when assistance is available.

Because of the magnitude of the task, the administration and reclamation of surface-mined lands in the United States requires a comprehensive National policy and a long-range, multi-million dollar program.

Proposed National Policy

There are large areas of land in the Nation which have been damaged by surface or strip mining and which have never been restored or rehabilitated. Such lands are seriously impairing the beauty of the natural landscape, causing erosion of soils, the deposit of sediment into stream channels and reservoirs, the pollution of water by sediment and acid drainage, and injury to public health and safety. The majority of the States have failed to provide the needed laws and regulations that will provide sufficient authority to regulate surface mining and to insure the reclamation of lands affected, or to prohibit such mining if reclamation is not feasible.

It is the National policy to provide Federal assistance in the restoration and rehabilitation of such lands and thereby to contribute to the restoration of natural beauty, flood prevention, control

and prevention of soil erosion and sediment damage, abatement of pollution, promotion of public recreation, development of fish and wildlife and other natural resources, improvement of the economy and stability of the affected areas, and promotion of the public health, safety, and general welfare.

In the public interest, Federal legislation is needed that will accomplish rehabilitation of surface-mined lands through:

1. Stabilizing the areas and prevent sediment washing onto adjacent lands and sediment deposition in stream channels and reservoirs.
2. Reducing water pollution resulting from sediment and acid drainage from affected areas.
3. Reducing air pollution--fumes and smoke from burning coal and refuse in abandoned areas.
4. Eliminating or controlling attractive nuisances created by deep pits and steep spoils and often constituting safety hazards.
5. Restoring much of the natural beauty of the area.
6. Restoring desirable habitats for fish, birds, and wildlife.
7. Restoring the productive functions of watersheds and stream courses damaged by mining in streambeds.
8. Encouraging the States, not having such laws, to enact legislation to assure reclaiming of newly surface-mined areas.

National Forest programs for watershed improvement, soil restoration, timber production, wildlife enhancement and public outdoor recreation are especially well suited to restoring forest and watershed lands that have been strip mined or otherwise depleted or impaired through destructive activities of men. Within National

Forests the Department of Agriculture will plan and carry out programs for acquisition of depleted lands and for their restoration to a condition reasonably safe and usable for outdoor recreation, wildlife habitat, growing of forest products, and reduction of erosion and excessive runoff. Additional National Forest units will be formed to encompass areas where substantial amounts of land have been strip mined or otherwise depleted and where such action is the practical and effective way of initiating restoration work or will through practical demonstration promote additional private, State, and local efforts.

Implementation

In the implementation of this policy, the following programs will need to be undertaken:

1. Acquisition of severely damaged surface-mined lands for incorporation into the National Forest System, where private rehabilitation is not economically feasible.
2. The establishment and expansion of programs for demonstration and research in methods of effective mining and reclamation practices.
3. The establishment and revision of Federal mining and reclamation requirements on Federal lands.
4. The establishment, through industry-government cooperation, of standards and reclamation requirements for the administration and regulation of future surface mining operations on public and private lands.

5. Federal technical and financial assistance will be made available to private landowners for reclaiming previously mined areas that have been adversely affected by mining operations and have not been reclaimed in accordance with modern standards and which continue to cause damage to the Nation's natural resources. This assistance will be provided directly or through State or local units of government.

Legislation

1. Enact legislation providing for the use of donated funds and funds from the Land and Water Conservation Fund for the acquisition of those severely damaged surface-mined lands for inclusion in the National Forests System. New units initially should be acquired in the following order: southeastern Kentucky, in the headwaters of the Kentucky, Cumberland, Licking and Sandy Rivers; in southwestern Virginia; in southern West Virginia; and in the headwaters of the North Branch of the Potomac River in north central West Virginia. Cost may be estimated at \$6 million per unit of 100,000 acres for land acquisition over a 20-year period for each location stated above. An additional \$10 million would need to be invested in improvements for full return of all resource values. Thus for the four areas above, an annual expenditure of \$800,000 per unit per year recommended for 20 years for a total of \$3,200,000 per year.

2. Enact legislation authorizing Federal technical and financial assistance for mined-area rehabilitation on privately-owned lands and non-Federal public lands.
3. Appropriate adequate funds to accomplish rehabilitation within 10 years on all disturbed areas requiring reclamation. The estimated costs for rehabilitating approximately 800,000 acres of these lands in Appalachia is \$250 million (Interim Report PL 89-4). Thus, the national program on this same basis could approximate \$750 million.

Why New Legislation is Required

Eight States have enacted laws requiring reclamation of surface-mined areas (Kentucky, Maryland, Ohio, Pennsylvania, Virginia, West Virginia, Illinois, Indiana). Obligations under these laws extend only to areas mined after the effective dates of the laws. It is the areas mined prior to enactment of these statutes that create the continuing problem and which require Federal attention.

Existing cost-sharing programs do not fit the needs for restoring surface-mined areas. These programs were designed to assist landowners in the treatment of land having capacity for profitable production of grass, trees, or field crops. Current financial assistance programs are operated on an annual basis, and primary attention goes to individual landowners and operators. Furthermore, establishing satisfactory cover on most surface-mined areas requires two or more years, depending upon the nature of the spoil. It is absolutely essential that any effort to deal with surface-mined lands cover a sizable area. The need is for a continuing effort on a massive scale

and over a period of several years. The sedimentation and water pollution problems will require action on several land units and to be effective must involve these land units constituting small drainages making up small watersheds.

Methods for Protecting New Mining

1. Provide public programs of:
 - a. Information on availability of minerals; costs of excavation; spoil capabilities; costs of reclamation; and the utilization potential of the restored areas.
 - b. Technical assistance to landowners and surface miners for removing mineral products, rehabilitating surface-mined areas; minimizing the damages to other resources such as land, water, air, plants and fish and wildlife; and facilitating the maintenance of reclaimed areas.
 - c. Developing through both basic and applied research new and improved plant materials for spoil stabilization; classifications of mine spoils for rehabilitation; methods of mining for most efficient site restoration; improved equipment for uncovering the minerals, removing the ore and replacing or readjusting the spoils in the most economical manner and with minimum damages to adjacent areas.
2. Enactment of legislation, Federal, State, or local as necessary to protect the public health, provide the public safety, protect individuals and the general public from damages caused by surface-mined areas, protect the public's investment in rehabilitated areas and prevent windfalls to individuals from public reclamation programs.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

WASHINGTON, D.C. 20410

OFFICE OF THE ASSISTANT SECRETARY

NOV 21 1966

TO James C. Gaither
The White House

FROM Charles M. Haar

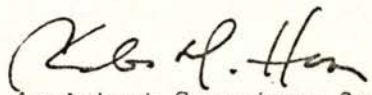
SUBJECT Recommendations of Task Force on Resources and Recreation

One of these recommendations -- the proposal for grants for major recreational facilities such as swimming pools and gyms, to be funded from Title VII of the Housing Act of 1961 -- has much promise. The second -- a suggestion that grants of up to 90 percent be made available to nonprofit groups for "do it yourself" environmental grants -- may be applauded in general terms, but has so many administrative complexities that it does not seem fruitful to pursue it further.

Neighborhood improvements such as recreational facilities are sorely needed, especially in the ghetto areas of our older cities. But such projects are no different from any other public activity in that, to be successful, they require expert administration and a point of continuing responsibility. It seems no more likely that these basic requirements could be satisfied by a neighborhood organization than that the local PTA could do a good job of administering the school. Moreover, there are a half dozen local public agencies now concerned with providing these kinds of facilities -- park, recreation, welfare, education, even police departments are involved. So are Federal programs -- the Community Action Program of CEO, Neighborhood Facilities Grants, and local public housing agencies, to name a few. Much can be done to coordinate all of these efforts so that the neighborhoods needing help are served more efficiently. HUD intends to concern itself with this need. But I don't believe the job could be successfully undertaken on a national basis by a host of private agencies, however well intended. There are just too many contractual, regulatory and administrative requirements to be met if the work is to be carried on successfully.

The notion of extending authority of the Open Space Land and Urban Beautification Program to include grants for major recreational facilities, such as swimming pools and gyms, has considerably more merit. These facilities are desperately needed in many older, graying or slum neighborhoods. On a benefit-cost basis it can be held that more healthful hours of useful recreation activities are generated by a swimming pool or a gym than by any other single recreational facility. There is presently no Federal program providing direct assistance for such facilities. The program proposed would be a natural complement to the neighborhood facilities grants authorized by the Housing and Urban Development Act of 1965. Administrative machinery already available to most communities would be adequate to make an early and effective beginning. Federal financial support could be modest. Altogether, this is a most attractive suggestion, and we support its adoption.

I hope these comments are helpful to you in evaluating these recommendations of the Task Force. Please let me know if I can be of any further assistance.


Assistant Secretary for
Metropolitan Development

September 23, 1966

EYES ONLY

MEMORANDUM FOR

The Honorable Stewart L. Udall
The Secretary of the Interior

In accordance with our discussion on Thursday, September 15, 1966, this memorandum establishes under your chairmanship a Task Force on Resources and Recreation. The Task Force should include representatives from the Department of Agriculture and the Bureau of the Budget, and may be broadened at your discretion.

May I suggest that you discuss with the heads of these agencies individuals to represent them on the Task Force. As you know, we should have the finest possible talent on the Task Force.

This special Task Force effort reflects our desire to protect our natural resources and to improve recreational opportunities for all Americans. We hope to develop, with your help, a vigorous and imaginative program for consideration by the first session of the 90th Congress.

We would like you to conduct staff studies on the ideas and proposals listed below. It should be understood that these are merely ideas resulting from our discussions and that no decisions have been made with respect to any of them. Furthermore, you are encouraged to add any other proposal which you feel is worthy of consideration.

. Resources

-- A comprehensive program for mining area restoration.

. Recreation

-- Improvements in and expansion of our National Park System, including a multi-year plan which will complete the major elements of the system by 1972.

ADMINISTRATIVELY CONFIDENTIAL

-2-

- Natural beauty (additional steps to preserve and restore the physical face of America).
- Historic highways program.
- A program to protect game fisheries from exploitation (consider need for legislation or international agreements concerning long-line fishing which threatens game fish population).

We would like you to submit by October 31, 1966, a detailed outline of legislative recommendations in each of the areas mentioned above. The outline should contain the following information:

1. A short statement of the legislative proposal.
2. A detailed statement of the problem giving rise to the proposal.
3. A statement of related on-going programs, including costs, the people whom the programs reach, and the inadequacies of the present programs.
4. A discussion of the proposal, with emphasis upon the pros and cons and the costs and benefits of implementation. (Of great importance here is a detailed statement of the arguments and factual material which can be advanced in support of the proposal.)
5. A statement of the alternative proposals which were considered and the reasons for rejection thereof.

Ten copies of the outline should be submitted to me and five copies to the Director of the Budget.

Joseph A. Califano, Jr.
Special Assistant to the President

ADMINISTRATIVELY CONFIDENTIAL

cc: The Secretary of Agriculture
Director, Bureau of the Budget

UNITED STATES GOVERNMENT

Executive Office of the President
Bureau of the Budget*Memorandum*

TO : The Director

DATE: November 23, 1966

FROM : Resources and Civil Works Division (Landis) *Landis*

SUBJECT: Department of Agriculture new program proposals related to the recent Resources and Recreation Task Force report

The memorandum of November 18, 1966, from Secretary Freeman to Mr. Califano discusses four program proposals:

1. Expansion of a western avalanche warning system on the national forests. The present program of \$125,000 annually would be expanded to about \$1,000,000 annually by 1977 to provide snow volume and character measurement, and weather forecasting. The justification is based on a five-fold visitor winter-use increase on a greatly increased area by 1977. The proposal is designed to reduce deaths and entrapments due to avalanches. The Division concurs in the potential value of the program, but recommends that the existing program be expanded through reprogramming within existing funds. No legislation will be required.
2. Establishment of a USDA urban forestry program. This proposal would provide Federal 50-50 cost sharing for: (a) technical forestry assistance to urban areas; (b) forestry work on publicly owned lands; and (c) purchase or production of nursery stock for planting in urban areas. As proposed by Agriculture, legislation would be required to authorize administration of this program. It also provides for a Federal research program to develop superior trees for severe site conditions in urban areas, as well as to develop appropriate cultural practices for successfully growing trees in urban and suburban areas. The annual Federal cost would be \$1,800,000 (\$1,500,000 cost share and \$300,000 research) in the first year for 25 urban areas with a potential for tripling in 5 years.

The Department of Housing and Urban Development at present has an \$8,000,000 program for urban beautification, a portion of which is used by cities to plant trees and shrubs. HUD lacks technical forestry expertise and institutional ties with State forestry agencies. The Housing examiner advised that this proposed program would have relatively lower priority than a number of other HUD programs; however, given the recent emphasis on beautification, this program appears to be relatively sound.

If implemented, the Division would recommend that HUD, rather than Agriculture, finance the program. HUD could then advance funds to Agriculture, thus utilizing existing technical skills and institutional arrangements while retaining control of the program. HUD should be in

the best position to judge the effective demand for such a program. Additional legislation is probably not necessary if this program is administered under HUD authorities.

3. Farm vacations for urban youths. This proposal would place poverty stricken urban youths (from ages 12-15 and in groups of up to six) in the homes of "older" family farmers (low-income farmers) during the school summer vacation. The farmer would be paid at least \$40 per week per youth, a total of \$40,000,000 for 125,000 youths. In addition, \$2,000,000 would be used for pilot experimental projects and program evaluation. A schedule of work-recreation would be established for the youth for such things as painting buildings and fences, gardening, etc. Payment to the youth would be up to the farmer. Program supervision presumably would be provided on a volunteer basis by various farm and farm-related organizations like the Future Farmers of America and 4-H Clubs. It is probable that new legislative authority would be required for Agriculture administration of this proposal.

Major concern is whether an urban deprived youth would gain much, if anything, from spending a summer with a low-income farm family. The urban youth's problems involve relating himself to an urban culture -- the low-income farm family will aid little in achieving this objective. At best, much more attention would need to be given by a sponsoring agency (possible CAP's) to supervision of such a program. Greater emphasis should be placed on work projects of direct community-wide benefit and interest.

Consideration could be given to placing an earlier-youth-age group (pre and early teens) in more adequate homes (on more adequate farms) and possibly varying the term of stay (some short, some long). An alternative is to consider a low-income, urban/rural youth exchange program, whereby youth would be placed in more adequate family environments. Hopefully, the payments to families taking in the youths could be lowered.

It is likely that urban areas could develop worthwhile community beautification projects that could utilize youth in combined work-recreation activities at a cost considerably less than this proposal. It appears that the Agriculture proposal is in large part a subsidy program for low-income farmers.

The Division recommends that CAP's be utilized for any such program. It is doubtful whether additional legislative authority is needed. Pilot experimental projects could be carried out through CAP's (utilizing Extension Service and possibly other Agriculture agencies) and provide a basis for evaluating the program prior to any commitment to a sizable program.

4. Proposal for surface-mined area restoration. This proposal is essentially threefold:

- a. It would establish a Federal policy to restore and rehabilitate all strip-mined lands in the U.S.
- b. Partial implementation of this policy would be achieved through acquisition of four new national forests of 100,000 acres each in Kentucky and West Virginia at an acquisition cost of \$6,000,000 each. Development cost would average \$10,000,000 each. Total program cost of \$64,000,000 over a 20-year period would average \$3,200,000 annually.
- c. The remainder of the problem would be met through a Federal program of technical and financial assistance on all non-Federal strip-mined lands in the U.S. The proposal states that a national 10-year program to accomplish this objective is estimated to cost about \$750,000,000. New legislation would be required for this proposal as well as the new national forest proposal.

The Division would support a modest program of Federal acquisition and rehabilitation, but would rank it considerably lower in priority than added investment in the people-oriented Appalachia programs. We believe that it is premature at this time to consider a major strip-mine rehabilitation program in view of the study of this whole subject which is currently underway in the Appalachian region. A memorandum to you from Mr. Shepard on November 7, 1966, discusses the current status of mining area restoration proposals and identifies the need for effective State enforcement of reasonable standards for reclamation of future mining areas. It should be noted that Secretary Udall withdrew his support of the earlier Task Force strip-mine restoration proposal in favor of moving forward with the Agriculture national forest acquisition proposal.

The Director

November 7, 1966

Resources and Civil Works Division (E. Fenton Shepard)

Report of the Task Force on Resources and Recreation

The task force report contains a large number of legislative proposals. However, they have been assembled without careful consideration of the relative priorities and importance of the various proposals involved. In total they would represent additional commitments by the Federal Government costing several billions of dollars. Even when spread over a number of years the budgetary effect would be to add hundreds of millions of dollars to existing program levels.

Staff believe that before Presidential endorsement, most of these proposals should have very careful review from the standpoint of priority, cost effectiveness, and relation to existing programs to improve recreation opportunities and to enhance natural beauty.

The following material summarizes the principal recommendations in the task force report and provides preliminary comments and recommendations regarding the task force proposals.

1. Mining Area Restoration

Recommendation: Create an Office of Mined Land Conservation in Interior, with authority to acquire and conserve lands and water affected by mining, and authorize Federal assistance to reclaim abandoned mines which damage the Nation's economy and environment. In addition, set standards for reclamation of future surface mined areas, enforce exemplary mining area restoration standards for Federally-owned land, and expand environmental and technological research in mining area restoration.

Comments: Federal assistance to reclaim abandoned mines would inaugurate a very expensive Federal program. The recent interim report by the Secretary of the Interior to the Appalachian Regional Commission on strip and surface mining in Appalachia estimated the cost of basic reclamation in the Appalachian area alone at not less than \$250 million. For the Nation as a whole the 2 million acres of land needing reclamation would involve a cost of at least \$1 billion.

The interim report was prepared pursuant to a provision in the Appalachian Regional Development Act which authorized a comprehensive study of the reclamation and rehabilitation of surface-mined lands for the entire country. A subsequent report for the Nation as a whole is to be completed by July 1, 1967, and is to contain recommendations to the President and to the Congress for a long-range mining area reclamation program. The interim report, while helpful in describing the problems in Appalachia,

does not provide answers as to the best means of carrying out a mining area reclamation program. Further study under the present authorization should be completed before recommendations are endorsed by the President.

States, particularly in the Appalachian area, are making some progress in requiring better reclamation of newly mined areas. Initiation of a large Federal aid program could undermine efforts to achieve sound standards for State regulation and effective enforcement of such standards. Before adoption of a Federal assistance program, means should be found to assure effective State enforcement of reasonable standards for reclamation of future mining areas. On abandoned mining lands, further investigation is needed of the benefits and the cost effectiveness of various means of achieving reclamation and analysis of the extent of Federal as against State and local or private responsibility for reclaiming these lands.

A major difficulty in any reclaiming program will be to prevent private windfalls. The task force proposal to acquire forest areas, discussed under item 2, would provide one way of minimizing this problem.

If budget impact is a problem, a means of minimizing the impact over time would be to place the reclamation work on a buy-reclaim-sell basis.

Staff recommendation: Support the intensification of efforts to achieve adequate standards for State adoption to require reclamation of all future surface-mined areas, but delay adoption of a new Federal assistance program until the Interior Department completes its report and recommendations to the President and Congress on strip and surface mining problems due July 1, 1967.

2. Additions to the National Forest System

Recommendation: Authorize establishment of several new national forests in the eastern United States to acquire and rehabilitate despoiled land, and authorize acquisition and administration by the Forest Service of the Massanutten Recreation Area in Virginia as part of the Potomac River development plan.

Comments: The proposal for additional national forests in the eastern United States would involve about 20 forest units of about 100,000 acres each, or two million acres. The total cost of acquisition and development would be in the neighborhood of \$320 million spread over a period of about 20 years. The proposal for the Massanutten Recreation Area is estimated to require \$40 million. The general proposal for areas in the eastern United States is similar to the program inaugurated under the Appalachian Regional Development Act, but would apply to other areas of Appalachia, to the New England area, the Central Hardwood area, the Lake States, and the Ozarks. The inauguration of such a program does not appear to have high priority. The proposal for the Massanutten Recreation Area should be deferred pending consideration of Interior's final report relating to the Potomac River development plan.

Staff recommendation: Defer consideration of the Massanutten proposal until decisions are reached on the Potomac River development plan, and consider proposals for acquisition of additional forest areas in the eastern United States in relation to any future Federal program for reclamation of surface-mined lands.

3. Control Land Price Escalation

Recommendation: Make more funds available for purchase of new park areas by adding to the Land and Water Conservation Fund all non-earmarked Federal receipts from the mineral leasing laws and offshore mineral leases; authorize Interior and Agriculture to incur obligations by entering into contracts to purchase land before appropriations are made up to the amount provided in legislation authorizing a new recreation area; and authorize the heads of Federal agencies to zone private lands within and immediately adjacent to newly authorized Federal recreation areas.

Comments: Escalation of land prices is one of the major problems facing the Federal Government in the acquisition of recreation lands. No effective means has been found to prevent price escalation short of providing large additional appropriations to expedite the acquisition of lands by Federal, State and local governments.

The task force proposal to use receipts from mineral leases is an effort to overcome the dollar shortage in the Land and Water Conservation Fund. The proposal, however, is objectionable not only because of the additional earmarking of Federal receipts but also because the amount of such receipts is subject to wide variation in view of the large amount of funds now held in escrow which would presumably become available to the Land and Water Conservation Fund if this recommendation were adopted.

Beginning in 1968, the present law permits the use of advance appropriations to the Conservation Fund. While use of this authority would not provide as large amounts as would be available from mineral receipts, it does provide a means of meeting part of the problem if budget constraints will permit, and at the same time it would retain control through the budget process.

The proposal to permit Interior and Agriculture to incur obligations in advance of appropriations for land purchase amounts to the use of open-ended contract authority (backdoor financing), and would commit the Government to appropriations to pay for the purchase of newly authorized areas. Current acquisition costs of new recreation areas not yet funded which have been either authorized by the Congress or recommended by the President amount to about \$300 million. In addition, a number of other proposals will come forward next year and are recommended in other parts of the task force report. Authorization to use contract authority would remove from the appropriation process the control of acquisition of new Federal land areas.

The Department of Justice is preparing a draft bill which may be supportable to permit the zoning of private lands within or adjacent to Federal recreation areas. While this recommendation seems desirable, there is some question whether it will be constitutionally acceptable.

Staff recommendation: Consider use of advance appropriations to the Land and Water Conservation Fund for the 1968 budget in lieu of earmarking Federal receipts from mineral leases for inclusion in the Fund. If

Interior can show that congressional acceptance of this proposal would be poor, consideration should be given to a limited earmarking of certain receipts. Oppose the use of contract authority for acquisition of new areas but give favorable consideration to the possibility of Federal legislation for zoning private lands within and immediately adjacent to Federal recreation areas.

4. National Park Acquisitions, Wild Rivers, and Nation-wide System of Trails

Recommendation: Expand the National Park system by authorization and acquisition of additional National Park areas; authorize the preservation of several rivers in their natural state; and authorize a nation-wide system of trails with the Appalachian Trail as the first unit of the nation-wide system.

Comments: These proposals have been endorsed by the President in special messages or in the 1967 budget. However, the specific park areas to be authorized and the specific wild rivers to be preserved in their natural state should be carefully reviewed before final Presidential commitments are made. Of the park areas proposed, the Redwood National Park has been recommended; there may be some problem in reaching agreement on the North Cascades National Park in Washington; and some of the others, including the Potomac Valley Park in Maryland, Virginia, and West Virginia, may have problems which should be resolved before recommendations are made to the Congress. Others of the proposed areas have not yet been reviewed in the Bureau.

The financing of additions to the park system, the acquisition and preservation of wild rivers, and the nation-wide system of trails would be financed from the Land and Water Conservation Fund. In view of the heavy commitments on the Fund, the problem of escalation of land values, and the heavy costs involved in many of the specific proposals, further commitments beyond those already made by the Administration should take into account the impact on the Land and Water Conservation Fund.

Staff recommendation: Support legislative proposals for a wild rivers system and a nation-wide system of trails with limited commitments as to the specific rivers or trails to be authorized, and reserve specific recommendations on additional National Park areas so that there is good assurance of ability to purchase promptly when authorized to minimize cost escalation.

5. Demonstration Grants for Recreation and Natural Beauty

Recommendation: Provide authority to Federal agencies to plan and develop recreation and natural beauty demonstration projects; authorize 90 percent demonstration grants from the Land and Water Conservation Fund to State and local governments to acquire and develop new, imaginative recreation and natural beauty projects; and authorize the Secretary of Agriculture to establish "conservation showcases" to dramatize new techniques for the improvement of the environment and promotion of conservation ideas.

Comments: The first recommendation is directed primarily to urban areas and would entail costs of up to \$30 million annually. The proposal as it relates to urban areas would overlap with the present authority under the Demonstration Cities and Metropolitan Development Act of 1966. This Act broadened the authority in the Open Space program for beautification demonstration grants to include urban park and other open space acquisition and development demonstration projects as well. Demonstrations in urban areas should be carried out under the present authority and programs of the Department of Housing and Urban Development. Demonstration grants by other resource management agencies in non-urban areas would seem to have low priority.

The proposal to provide additional grants up to 90 percent from the Land and Water Conservation Fund would require up to \$10 million annually and would further encroach on the limited funds available. The additional cost sharing up to 90 percent would make the program almost entirely a Federal responsibility and might divert regular projects eligible only for 50 percent cost sharing to the 90 percent cost sharing.

Staff recommendation: Avoid endorsement of a new demonstration grant program in urban areas and utilize the authorities of the Demonstration Cities and Metropolitan Development Act in urban areas. Avoid additional demonstration grant programs financed from the Land and Water Conservation Fund.

6. "Do-it-Yourself" Environmental Grants

Recommendation: Provide grants of up to 90 percent of project costs to approved neighborhood organizations to construct public trails, swimming pools, and other recreation facilities, plant trees and shrubs in public areas, control silt and water runoff, air or water pollution, and provide community centers.

Comments: This program would be of benefit primarily to well-to-do neighborhoods which would be in a position to take advantage of the new Federal grant program. As recommended by the task force, it would not require coordination with a city-wide plan although specific projects would be approved by State officials and the grants would be made through the States. The proposal appears to bypass existing political entities at the local level and could result in a substitution for higher priority on going city activities.

Staff recommendation: Staff believe that Federal assistance for this purpose should not be necessary for urban areas beyond the authorities now provided and that programs of this nature should be coordinated with city-wide comprehensive plans. Higher priority should be given to low-income areas. Accordingly, staff oppose the recommendation.

7. Recreation Facilities for Low-Income Neighborhoods

Recommendation: Authorize the Department of Housing and Urban Development to make grants for the construction or renovation of major

indoor and outdoor recreation facilities, such as swimming pools, recreation areas, and field houses in low-income neighborhoods.

Comments: Authority provided in the Housing Act of 1965 authorizes grants to cover two-thirds of the cost of land acquisition, design and construction of multiple-purpose neighborhood centers in low-income areas. The task force proposal would provide similar authority for single-purpose recreation facilities. Present authorities are broad enough to include recreation purposes and have the advantage of considering all purposes and uses of neighborhood facilities. The proposal is estimated to cost \$75 million a year.

Staff recommendation: Avoid commitment to a new grant program limited to recreation facilities and continue to utilize present authorities for multiple-purpose neighborhood centers in low-income areas.

8. Historic Highways Program

Authorize aid to State highway departments to mark and publicize routes, protect scenic corridors, develop visitor-use facilities, and provide information on approved historic highways; and authorize feasibility studies of the George Washington Country Parkway, Virginia, and the Abraham-Lincoln Parkway, Illinois, Indiana, and Kentucky.

Comments: The proposal is to authorize a new Federal aid program for historic, scenic State highways at a cost of approximately \$60 million per year for a 10-year period. There would appear to be merit in this type of program as a minimum effort to increase the availability and use of historic State highways without commitment to the very large costs required for construction of new highways and facilities.

The proposal to authorize feasibility studies of the George Washington and Abraham Lincoln Parkways would likely open the door for feasibility studies of additional parkways. Most feasibility studies would result in congressional authorization of such parkways with resulting large Federal commitments to finance their construction. Policy questions on scenic roads and parkways have been under study under the auspices of the President's Council on Recreation and Natural Beauty. The proposals for scenic roads and parkways involve large Federal commitments and have been developed without adequate consideration of cost effectiveness of various alternative proposals.

Staff recommendation: Give consideration to the possibility of a limited-size package of low-cost steps for recreational driving such as (a) marking of selected existing routes, (b) corridor protection of selected existing routes, (c) complementary facilities, and (d) other relatively low-cost (no road construction) steps. Avoid commitments on feasibility studies for additional parkways at this time.

9. Preservation and Protection of Estuarine Areas

Recommendation: Authorize Interior to protect and preserve estuarine areas of the Nation valuable for sport and commercial fishing, wildlife conservation, etc.; and require permission from the Secretary of the Interior for dredging, erosion control, or other projects in navigable estuarine areas of the United States.

Comments: The Bureau has cleared legislative proposals which would authorize study by the Department of the Interior of the desirability of a national system of estuarine areas. Pending conclusions reached from further study, no commitments should be made to authorize the establishment of estuarine areas under Interior's jurisdiction. The proposal for issuing permits for water resource projects in such areas is controversial and opposed by the Department of the Army.

Staff recommendation: Support proposal for an Interior study of estuarine areas, but defer consideration of authorization of areas until completion of studies. In the meantime, steps should be taken to resolve the conflict between Army and Interior on dredging permits.

10. Loans to Rural Landowners or Tenants to Convert Entire Farms to Recreation

Recommendation: Amend the Consolidated Farmers Home Administration Act of 1961 to permit making and insuring loans to rural landowners and tenants to shift the entire use of the farm lands from the production of crops to income-producing recreation enterprises.

Comments: The proposal would overcome a limitation in present authority which now requires continuation of part-time farming to be eligible for a recreation loan. Credit for recreation enterprises in rural areas is not generally available through the private market. The existence, however, of a statutory maximum interest rate of 5 percent on FHA loans raises the question of a reasonable interest rate under tight money market conditions.

Staff recommendation: Support a legislative proposal to broaden the Farmers Home Administration lending authority but seek a change in the maximum interest rate which may be charged on such loans.

11. Land Use Planning and Development Act

Recommendation: In order to protect open space, encourage model State rural zoning laws and local ordinances to control land use; authorize financial and technical assistance to local governments adopting approved rural zoning laws; authorize contracts with private landowners to control land use.

Comments: No doubt zoning will have to be relied on to influence or control the use of privately owned lands for "open space" (and also "natural beauty" or "quality of environment") purposes. The proposal for contracts with private owners raises the question of how large an acreage would be desired under Federal contract and whether the amount of payment the owners would insist on would be within the Federal ability and willingness to pay (datum: lower 48 States \approx approximately 2.1 billion acres (datum: Marrywood cost U.S. about \$3/4 million for "scenic easement"). Proposal did not mention State (not city or county) zoning which may be a useful approach, especially on riverways.

Staff recommendation: Support efforts along this line to develop more fully proposals for better land use planning and control.

12. Studies of the Public Lands

The task force report's summary of its recommendations states that no legislative proposals are being made at this time with respect to the public domain lands "because the Public Land Law Review Commission is now studying the entire range of policies relating to the use of public lands." We call this matter to your attention, not because there are urgent legislative recommendations relating to recreation and the public lands, but because of the precedent this reasoning would place on the consideration of other actions affecting the public lands - such as grazing fees, timber sales practices, and minerals disposal - prior to the time that the Public Land Law Review Commission completes its report. We urge that the task force reasoning not be accepted as a basis for taking no action of any kind affecting the public domain lands.

13. Other Proposals

The Task force report contains a number of additional proposals, some of which are non-controversial but others of which may be questionable for immediate implementation. Among the non-controversial proposals are ones to:

- Authorize commemoration of the centennial of the Yellowstone National Park, 1972, which would cost about \$500,000 over a three-year period, beginning in 1970.
- Abolish the existing National Park Trust Fund Board and establish a new National Park Foundation to encourage tax-free gifts for the benefit of the National Park system.
- Extend for eight years beyond 1968 the authority of the Wetlands Loan Act, which permits appropriations to supplement duck stamp funds for acquisition of migratory waterfowl lands.
- Authorize Agriculture to establish an avalanche warning system in the mountainous areas of the western states.

Proposals which may be subject to question include:

- Authorize the Forest Service to provide technical and financial assistance to protect and improve trees and shrubs in urban areas and to produce nursery stock for ornamental shade trees to enhance the urban environment. This proposal may raise objections from private interests. It also would extend Forest Service responsibilities into urban areas when it is not clear that private or State forestry programs are unable to meet the need with the stimulus of the Land and Water Conservation Fund, the Open Space program, and other beautification programs. Consideration might be given to research assistance by the Forest Service if this is found to be necessary.
- Authorize Interior to provide technical and financial assistance for studies and plans to protect significant natural, historical, and archeological resources in foreign countries. Interior now cooperates with AID in providing advice on foreign aid projects. Worthwhile foreign aid projects can probably be accommodated within present foreign aid authorities.
- Extend existing Soil Conservation Service authority for resource and conservation development type projects by adding recreation and fish and wildlife purposes to those eligible for technical and financial assistance. In view of the authority for recreation loans to public bodies and non-profit groups authorized by amendments to the Food and Agriculture Act of 1962, and the general assistance provided under the Land and Water Conservation Fund, it is not clear that additional authority is needed by the Department of Agriculture, although we would not generally object to having authority for resource and conservation development type projects comparable to authority for watershed projects.

MEMORANDUM

THE WHITE HOUSE
WASHINGTON

November 2, 1966

SUMMARY: Task Force on Resources and Recreation
(from Secretary Udall's Office)

Resources: Mining Area Restoration

- Create an Office of Mined Land Conservation - to acquire and conserve mined lands and waters affected by mining.
- Reclaim abandoned mines which damage the Nation's economy and environment. Also set standards for mined area restoration.
- Cost: \$500 per acre of land reclaimed.

Recreation and Natural Beauty

1. Control land price escalation
- near parks and recreation areas.
2. Expand National Park System
- 11 priorities given. First three are: (1) Redwoods National Park, California; (2) North Cascades National Park, Washington; (3) Potomac Valley Park (Maryland, Virginia and West Virginia), etc.
3. Preserve several Wild Rivers
- e.g., Skagit in Washington, Salmon in Idaho.
- cost varies with the river (from \$400,000 to \$18,000,000).
4. Establish a nationwide system of trails
- Cost: \$6.5 million for Appalachian Trail. Higher costs for other National Scenic Trails.
5. Demonstration grant for recreation and natural beauty
- Establish "conservation showcases" to show and dramatize new methods and techniques.
- Amend Land and Water Conservation Fund Act to authorize demonstration grants to state and local governments of up to 90 percent of project costs.

*Redwoods
Washington
North Cascades*

deep third

*The task force on
land*

*separate
question
on this*

Top priority

*fulfiller
complement to
park system
recreation
background*

*1. Current legal
situation
2. Statement
of policy*

6. "Do-It-Yourself" Environmental Grants

- Extend grants of up to 90 percent of project costs to approved neighborhood organizations to construct public trails, swimming pools, plant trees, etc.
- Cost: New program to be financed from general funds of the Treasury.

7. Recreation facilities for low income neighborhoods

- Authorize HUD to make grants (through states or local public bodies) to low income neighborhoods for recreation centers, gyms, swimming pools, etc.
- Cost: \$75 million initially.

8. Historic Highways Program

- Aid State Highway Departments to provide better facilities, maps, etc.

9. Additions to National Forest System

- Acquire and rehabilitate despoiled lands in Eastern United States - added as new National Forests.
- Cost: \$6 million per new forest.

10. Preservation and Protection of Estuarine Areas.

- Conservation of these areas.
- Protect against dredging or fill operations in navigable areas.
- Authorize 4-year Interior study of estuarine areas.
- Cost: \$250,000 to process permits; \$3,500,000 to do study.

11. Proposed Study to Protect Game Fisheries from Exploitation

- Needs an appropriation.

12. Extend Wetlands Loan Act - Extend time limit on law to

- save lands for migratory waterfowl, etc. using duck stamp funds.

13. Massanutten National Recreation Area, Virginia

- Authorize Forest Service administration as part of Potomac development plan.
- Cost: \$39,500,000.

From
and to
staff

① House
② Senate
Develop this
program
ask for
to fund
this

Study this
and program
have

① National
Policy
② Legislation
policy needs
③ Budget
④ How to
start slow
⑤ Question
priorities

Budget
item

Look to new highway program
Should there be parking
consideration?

National Policy
and money
legislation

Study here
and area of
interest
Look at Red
point section

Put into
Potomac
Valley
dev. program

Libby
strong
for this

1/2 acquisition
1/2 development

14. Commemorate the Centennial of Yellowstone National Park, 1972
- Cost: \$500,000.
15. National Park Foundation
- This would replace existing National Park Trust Fund Board.
16. A Cooperative Urban Forestry Program
- Allow Forest Service to render advice and technical assistance to help beautify etc. in urban areas.
17. Loans to Rural Landowners or Tenants to Convert Entire Farms to Recreation
- Amend 1961 Consolidated Farmers Home Administration Act to allow this. ← CEA
18. Land Use Planning and Development Act → see page 90
- To create a Federal-State local partnership to protect open space.
- Offer assistance, long-term contract agreements, etc.
- Cost: No estimate yet.
19. Foreign Aid in Park, Historic, and Conservation Programs
- Exchange technical information.
- Provide technical and financial assistance for studies.
- Cost: No estimate provided.
20. Avalanche Warning System
21. Recreation and Fish and Wildlife Improvement in Resources Conservation and Development-type Projects
- Amend P.L. 46.

Studies

1. Islands Study
- Study now going on.
- Certain islands of national significance should be carefully protected.
- Study cost: \$100,000.
2. Studies of Public Lands
- Western State and Alaskan lands by Bureau of Land Management.

Put this off

Full to Sunlight

Hard

Herbivorous animals in summer

What is way to encourage them?

deep thing

Can we make more progress?

State & Fed
Authority, Control

change in
authority

How being
done by State
Rural Dept
Working up

- p 90090 → not found
get good to -

seems to be
a little paying -



THE SECRETARY OF THE INTERIOR
WASHINGTON

October 31, 1966

MEMORANDUM to Mr. Joseph Califano

Subject: Report of Task Force on Resources and Recreation

In accordance with your request of September 23, I am pleased to enclose a report of the Task Force on Resources and Recreation which you asked Secretary Udall to chair.

As you know, the Secretary has been travelling almost constantly since a week or so before the adjournment of Congress, and it will not be until after the campaign has ended that he can give this his full attention. On his behalf I submit the enclosed summary of program proposals with the understanding that he probably will want to make some changes or additions within a week after the election.

The full report will consist of two documents. In addition to the summary, we will have an explanatory backup statement on each proposal, and these are in the process of being duplicated and will be delivered to your office tomorrow.

For the preparation of this report, Secretary Udall established a Task Force consisting of the following agencies in addition to Interior bureaus: Agriculture, Bureau of the Budget, Commerce, HUD, HEW, Defense, GSA and FPC.

I would like to draw your attention to the following points:

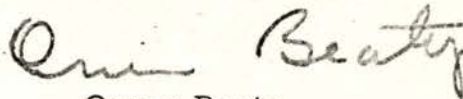
As you know, Secretaries Freeman and Udall are not in agreement as to the overall recreation development on the North Cascades area. The Department of Agriculture, therefore, does not concur in the inclusion on the attached list of the North Cascades National Park as a proposed addition to the National Park System.

The attached recommendations with respect to the National Park System do not literally call for the completion of the National Park System by 1972. Rather it proposes to add to the System the outstanding areas which

are definitely known at this time to be of National Park System caliber. It would not be feasible or wise to attempt to complete the National Park System by 1972 since we do not at this time know all the areas which ultimately should be added. The System should always remain open for the addition of historic areas as their significance becomes established and for national recreation areas as future needs are identified.

The Department of Commerce requested that we transmit to you their recent report on scenic roads. They recognize, however, that the subject of this report is still under consideration by the President's Council on Recreation and Natural Beauty and do not suggest a legislative proposal on this subject at this time.

I would also like to call attention to item 1 c under the sub-heading, "Recreation and Natural Beauty". There is a difference of opinion within the Department over the constitutionality of federal zoning, and we are giving this additional thought.

A handwritten signature in cursive script, reading "Orren Beaty".

Orren Beaty
Assistant to the Secretary

Attachment

ADMINISTRATIVELY CONFIDENTIAL

10/31/66

TASK FORCE ON RESOURCES AND RECREATION

Summary of Recommendations

RESOURCES

1. Mining Area Restoration

- a. Create an Office of Mined Land Conservation in Interior with power to acquire and conserve mined lands and waters affected by mining. (Possible coordination by Inter-Agency Council.)
- b. Authorize Federal assistance to reclaim abandoned mines which damage the Nation's economy and environment. This program could very materially assist in restoration of natural beauty in many parts of the country.
- c. Set standards for reclamation of future surface mined areas through industry-government cooperation.
- d. Enforce exemplary mined area restoration standards for Federally-owned land.
- e. Expand environmental and technological research in mining area restoration.

Cost: \$500 per acre of land reclaimed.

RECREATION AND NATURAL BEAUTY

1. Control Land Price Escalation

- a. Make more dollars available for immediate purchase of new park areas by adding to the Land and Water Conservation Fund all non-earmarked Federal receipts from the Mineral Leasing Laws and off-shore mineral leases.
- b. Authorize Interior and Agriculture to incur obligations by entering into contracts to purchase land before appropriations are made up to the ceiling provided in legislation authorizing a new recreation area.

ADMINISTRATIVELY CONFIDENTIAL

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- c. Authorize the heads of Federal agencies to zone private lands within and immediately adjacent to newly authorized Federal recreation areas to permit only compatible development.

Cost: Substantial net savings to the Government in reduced land prices.

2. Expand the National Park System

- a. By 1972 add to the National Park System the outstanding areas which are definitely known at this time to be of national park system calibre. It would not be feasible or wise to attempt to complete the National Park System by 1972 since we do not at this time know all the areas which ultimately should be added. The System should always remain open for the addition of historic areas as their significance becomes established and for national recreation areas as future needs are identified.
- b. Priority units in order of their importance:
 - (1) Redwoods National Park, California
 - (2) North Cascades National Park, Washington
 - (3) Potomac Valley Park, Maryland, Virginia, and West Virginia
 - (4) Glen Canyon National Recreation Area, Arizona and Utah
 - (5) Sonoran Desert National Park, Arizona
 - (6) Glacier Bay National Park, Alaska (redesignation)
 - (7) Death Valley National Park, California (redesignation)
 - (8) Flaming Gorge National Recreation Area, Utah and Wyoming
 - (9) Kauai National Park, Hawaii
 - (10) Channel Islands National Park, California
 - (11) Apostle Islands National Lakeshore, Wisconsin

3. Wild Rivers

- a. Preserve several rivers in natural state, such as:

Skagit, Washington
Salmon, Idaho
Clearwater, Idaho
St. Croix, Minnesota-Wisconsin
Wolf, Wisconsin
Cacapon, West Virginia
Eleven Point, Missouri

- b. Study other rivers for inclusion.

Capital Cost: Varies with river. Clearwater, acquisition \$102,000; development, \$327,000; St. Croix, acquisition \$5,870,000, development \$12,117,000.

4. Nationwide System of Trails

- a. Authorize Appalachian Trail as first unit of the Nationwide System.
- b. Direct immediate studies of Cascade Crest, Continental Divide, and Potomac Heritage Trails; authorize others later.
- c. Promote park and forest trails on Federal and State lands.
- d. Aid trail development in metropolitan areas.
- e. Provide technical and financial assistance to private landowners to build trails for public use on their lands which connect with trails on public lands.

Cost: \$6.5 million for Appalachian Trail. Somewhat higher costs in other National Scenic Trails.

5. Demonstration Grants for Recreation and Natural Beauty

- a. Amend the organic authorities of Federal agencies having direct resource management authorities so that they can plan, develop, and manage demonstration projects in areas administered by them. Such demonstrations would be aimed at promoting public awareness of new and innovative ways of planning, developing, landscaping, interpreting, and managing for natural beauty and recreational purposes.
- b. Amend Land and Water Conservation Fund Act to authorize demonstration grants to State and local governments of up to 90 percent of project costs to acquire, develop, and manage projects for recreation or natural beauty in new and imaginative ways which give promise of widespread application.
- c. Establish "Conservation showcases" to show and dramatize new methods and techniques for the control and enhancement of our environment and for the promotion of new conservation ideas.

6. "Do-It-Yourself" Environmental Grants

- a. Extend grants of up to 90 percent of project cost to approved neighborhood organizations to construct public trails, swimming pools, and other recreation facilities, plant trees and shrubs in public areas; control silt and water runoff; screen unsightly areas; bury utility transmission lines; control air or water pollution, or provide community centers.
- b. Vary percentage of grant on average annual income of households in neighborhood organization's membership from 90 percent for below \$5,000 to 20 percent for above \$20,000.
- c. Permit funding for project operation and maintenance on a declining basis for first 5 years of project life.
- d. New program financed from general funds of the Treasury.

7. Recreation Facilities for Low Income Neighborhoods

- a. Authorize Housing and Urban Development to make grants for the construction or renovation of major indoor and outdoor recreation facilities such as swimming pools, recreation centers, and field houses in low income neighborhoods.
- b. Grants would cover two-thirds of cost of land acquisition, design, construction, and outfitting.
- c. Grants could be made to States, local public bodies, or nonprofit organizations serving the needs of low income people.

Cost: \$75 million initially.

8. Historic Highways Program

- a. Aid State Highway Departments to mark and publicize routes, protect scenic corridors, develop visitor-use facilities, and provide interpretative materials on approved historic highways.

(Draw data from Scenic Roads and Parkways Study recently completed by Commerce. Close cooperation with National Park Service)

- b. Authorize feasibility studies of George Washington Country Parkway, Virginia; and Abraham Lincoln Parkway, Ill, Ind., Ky.

Cost of Aid Program: Open. Can be set at desired level.

9. Additions to National Forest System

- a. Acquire and rehabilitate despoiled land in the eastern United States. This could make a major contribution to natural beauty.
- b. Authorize establishment of several new National Forests of about 100,000 acres each to encompass the despoiled lands.

Cost: \$6 million per new Forest.

10. Preservation and Protection of Estuarine Areas

- a. Authorize Interior to protect and preserve in their natural condition those estuarine areas of the Nation the Secretary determines to be valuable for sport and commercial fishing, wildlife conservation, outdoor recreation, scenic beauty, and scientific study.
- b. Require anyone proposing to dredge or fill in navigable estuarine areas of the United States to first obtain a permit from the Secretary of the Interior. As a condition to issuing such permits, Secretary could require modifications in the work contemplated to preserve or protect fish and wildlife resources, outdoor recreation, and natural beauty.
- c. Require Army shore erosion control, dredging, filling, or beach protection projects on lands and waters within any estuarine area to be in accordance with a plan which is mutually acceptable to the Secretary of the Army and to the Secretary of the Interior and consistent with the purposes of the Estuarine Protection Act.
- d. Authorize a 4-year Interior study of estuarine areas.

Cost: \$250,000 per year to process permits, \$3,500,000 to do study.

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11. Protect Game Fisheries from Exploitation

- a. No legislation appropriate now. Need better data and research. Interior has authority to study, lacks appropriations.

12. Extend Wetlands Loan Act

- a. Extend time limit on law to save lands for migratory waterfowl, using duck stamp funds. Law expires in 1968 with less than half of authorized funds appropriated.

13. Massanutten National Recreation Area, Virginia

- a. Authorize Forest Service administration as part of Potomac development plan.

Cost: \$39,500,000.

14. Commemorate the Centennial of Yellowstone National Park, 1972

Cost: \$500,000.

15. National Park Foundation

- a. Abolish existing National Park Trust Fund Board.
- b. Establish a National Park Foundation with 8 member Board, 6 private, 2 public members to encourage tax-free gifts for benefit of National Park System, help in buying new park lands and controlling price escalation.

16. A Cooperative Urban Forestry Program

- a. Authorize Forest Service to provide technical and financial assistance to protect and improve trees and shrubs in urban areas.
- b. Authorize Forest Service to produce nursery stock for ornamental shade trees and other plans to enhance urban environment.

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17. Loans to Rural Landowners or Tenants to Convert Entire Farms to Recreation

- a. Amend the Consolidated Farmers Home Administration Act of 1961 to permit making and insuring loans to rural landowners or tenants to shift the entire use of their farmland from production of crops to income-producing recreation enterprises.

18. Land Use Planning and Development Act to create a Federal-State local partnership to protect open space.

- a. Encourage rural zoning by authorizing Federal development of a Model State Rural Zoning enabling act.
- b. Encourage local ordinances to preserve continuity of land-use in developing areas by authorizing Federal preparation of a model Land Planning and Control Ordinance and by authorizing long-term contracts or agreements between private landowners and appropriate agencies of the Federal, State, or local governments to control land use so that conversion takes place according to plan.
- c. Authorize Agriculture to provide technical and financial assistance to units of local government adopting approved rural zoning laws and land control ordinances to effectuate such programs. This authority would be supplemental to Interior's authority and the two programs would have to be closely coordinated.

Cost: No estimate available.

19. Foreign Aid in Park, Historic, and Conservation Programs

- a. Exchange technical information.
- b. Provide technical and financial assistance for studies and planning to protect nationally significant natural, historical, and archaeological resources.

Cost: No estimate provided.

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20. Avalanche Warning System

- a. Authorize Agriculture to establish avalanche warning system.

Cost: No estimate provided.

21. Recreation and Fish and Wildlife Improvement in Resources
Conservation and Development-Type Projects

- a. Extend existing Soil Conservation Service authority under P. L. 46 by adding recreation and fish and wildlife purposes to resource and conservation development-type projects which are not included in watershed projects under P. L. 566.

STUDIES

1. Islands Study

- a. Interior is undertaking a comprehensive study of American islands in oceans, lakes, and rivers to determine recreation and natural beauty values. No authorization required now.
- b. Legislation may be appropriate later to protect or preserve recreation and scenic values of islands having national significance.

Study cost: \$100,000.

2. Studies of the Public Lands

The public domain lands, consisting of some 1 1/5 million acres in the lower western States (plus 282 million acres in Alaska) administered by the Bureau of Land Management offer many opportunities for the provision of outdoor recreation and the preservation of natural beauty.

No legislative proposals with respect to the public domain lands are made at this time, however, because the Public Land Law Review Commission is now studying the entire range of policies relating to the use of public lands.

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10/28/66

MINING AREA RESTORATION

This proposal is based primarily on results of the Interim Study on Strip and Surface Mining in Appalachia, completed in June, 1966. The report was directed only at conditions resulting from the surface mining of coal in the region. It was not intended to be a study of a comprehensive, long-range program for the purpose of reclaiming surface mining areas in the entire United States; such a study is underway and is scheduled for completion by June 30, 1967.

1. Legislative Proposal: To develop and conserve natural resources, eliminate water and land pollution, increase outdoor recreation, and enhance the natural beauty of the countryside, restoration and rehabilitation of private and public lands which have been damaged by past mining should be provided, along with adequate regulation of future strip and surface mining.

It is proposed that legislation be enacted to permit participation by the Federal Government with private landowners and States in a long-range, comprehensive program to reclaim surface lands and waters that have been adversely affected by all types of mining, on-site and off-site. It should aim to eliminate damage to the Nation's environment from future surface and strip mining operations through--

- a. The creation of an Office of Mined Land Conservation within the Department of the Interior* to establish and coordinate programs in cooperation with other Federal agencies, for the reclamation, acquisition and conservation of mined lands and waters adversely affected by mining; to provide guidelines for the regulation of future surface mining; and to coordinate programs of technical assistance, demonstration and research.

*Agriculture suggests in lieu thereof, a Cabinet-level Council of Mining Area Restoration.

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- b. Establishment of a national advisory council representing various government and private interests, to propose standards and reclamation requirements for the regulation of future surface mining operations.
- c. The establishment of uniform mining and reclamation requirements on lands owned or managed by the Federal Government in accord with the established standards.
- d. The establishment and expansion of technical assistance through formal training and demonstration, and environmental and technological research in methods of effective mining and reclamation.
- e. Federal financial assistance for reclaiming previously mined areas, public and private, that have been adversely affected by mining operations and have not been reclaimed in accordance with modern standards and which continue to cause extensive damage to the Nation's economy and environment.

Benefits derived from the rehabilitation of lands damaged by surface mining are largely public and, therefore, governmental assistance is needed to accomplish the task.

2. Problems Giving Rise to the Above Proposal: The United States is today the world leader in industrial development. This high level of economic achievement has been possible because of the development of our Nation's vast mineral resources. While the Nation has flourished through use of these mineral resources, it has failed to recognize the problems that have developed and are developing as a result of this mining activity.

Nearly 3 million acres have been disturbed by surface mining in the United States, most of which has not been reclaimed. This results, in many areas, in acid and sediment pollution of the streams, massive slides along outcrops, destruction of forests, erosion damage to watersheds, land isolated or made hazardous by highwalls, wasted natural resources, health and safety hazards, and impaired aesthetic and economic values. These problems have had a pronounced detrimental effect on the Appalachian region where nearly one-third of the disturbed land is concentrated.

Reclamation of surface-mined lands is being conducted by many different agencies and organizations. But the total effort toward rehabilitation of mined lands has been limited. Despite past and present reclamation efforts there are thousands of abandoned mining operations which continue to damage our lands and pollute our waters.

Efforts have been unsuccessful because of (1) the failure to recognize the problem; (2) the absence, or inadequacy, of legislation in some States; and (3) inadequate knowledge of feasible solutions to problems.

3. Statement of Related Programs: Under Interior, a Federal-State program to control mine water, by surface rehabilitation and the installation of deep-well pumps in the anthracite coal-producing region of Pennsylvania, was established by the Act of July 15, 1955, as amended (30 U.S.C. 571-576).

The 89th Congress enacted the Appalachian Regional Development Act which authorized the Secretary to make financial contributions to all States in the Appalachian region to seal and fill voids in abandoned coal mines and to reclaim existing strip and surface mine areas on publicly owned lands. However, because of the restriction of projects to economic growth areas and to public lands only, the program has been quite limited. (Ninety-six percent of the mined areas of Appalachia are privately owned.)

Interior is also conducting research, through demonstration projects, to determine the most effective and least costly methods to prevent and control acid mine-water pollution at the source.

Interior has partial, or complete, responsibility for the administration of mineral resources on approximately 800 million acres, or about 28 percent of the United States. On most of these lands, surface mining is subject to Departmental management. Provisions for reclamation of land leased for mining purposes is required.

The Soil Conservation Service has conducted research and has provided technical assistance to owners and operators of surface-mined land within Soil and Water Conservation Districts.

The Forest Service regulates surface mining on 187 million acres of National Forests, and also has conducted research and demonstration programs.

TVA has assisted various reclamation demonstration and research projects with other Federal agencies, coal companies, and private landowners. TVA has provided technical information and seedlings for the voluntary reclamation of approximately 3,000 acres of strip-mined land. TVA now requires reclamation in its coal purchase contracts.

4. Discussion of the Proposal: The interests of the public in reclaiming strip-mined lands are both numerous and diverse, ranging from a simple longing for scenic beauty to an aroused demand for the alleviation of all deleterious effects of strip mining. Many of these interests can be placed in perspective by examining some of the benefits the public may expect from land reclamation projects.
 - a. The improvement of water quality through the alleviation of acid and sediment pollution from mines.
 - b. The protection of public health and safety through the elimination of dangerous highwalls, outcrop and waste pile fires and the prevention of subsidence.
 - c. The establishment of recreational areas on mined lands.
 - d. The restoration of fish and wildlife habitat for better fishing and hunting opportunities.
 - e. The restoration of aesthetic values.
 - f. The provision of industrial, commercial and public service sites on reclaimed lands.
 - g. The over-all improvement of the environment to provide economic growth.

In the Interim Report, \$250 million was suggested as the approximate cost of "basic reclamation" in Appalachia; nationwide costs have not been estimated yet. Although an order of magnitude for the total cost nationwide can be derived from the acreage needing reclamation (2 million acres as a preliminary estimate) and an average cost that might range from \$200 to \$500 per acre,

a more pertinent consideration is the cost per year for an orderly, long-range program, including research, demonstrations and oversight of State enforcement. An effective National program might attain an annual level of \$50 million.

An Interstate Mining Compact has been proposed as a means of encouraging better future surface mining conditions and possibly as an alternative to Federal legislation. The Compact has no enforcement power; it is expected to become effective in at least four States during 1967. Various mining industry groups are making progress toward the multiple land use principle. However, they probably would prefer that regulation of the surface mining industry, if any, be left to the States rather than the Federal Government. Some State officials also are of this opinion. In recent years a few States, under pressure from the public, have passed surface mining laws and some are doing a good job in enforcing them. Other States have no regulations or inadequately enforced regulations because of personnel or budget problems.

5. Statement of Alternative Proposals: No alternative proposals have been considered or rejected.

10/28/66

RECREATION LAND PRICE ESCALATION ABATEMENT AND CONTROL

1. Legislative proposals: It is proposed:

- (a) To amend the Land and Water Conservation Fund Act to authorize the deposit into the Fund of all those receipts from public lands received pursuant to the Mineral Leasing laws (except receipts from land within naval petroleum reserves) and the Outer Continental Shelf Land laws which currently go into miscellaneous receipts of the Treasury. These additional revenues to the Fund are needed to prevent or alleviate the rising cost of recreation land to the public agencies which participate in the Land and Water Conservation Fund. They will be available, as existing revenues are now, to the States for planning, acquisition of land, and construction of recreation facilities; to the National Park Service, Forest Service, and Bureau of Sport Fisheries and Wildlife for acquisition of land and water areas for recreation and the preservation of species of fish and wildlife that are threatened with extinction; and for partial offset of capital costs of future Federal water development projects which are allocated to public recreation and enhancement of fish and wildlife values.
- (b) To enact general legislation to authorize the Secretary of the Interior and the Secretary of Agriculture to incur obligations and to enter into contracts for the purchase of land up to the limit of the appropriation ceiling provided in the Act authorizing the establishment of a Federal recreation area. This authority would be in advance of appropriations.
- (c) To enact general legislation to authorize the heads of Federal agencies to zone newly authorized Federal recreation areas to permit only such development within the area which is consistent with the purposes of the authorization Act.

000014

2. Problem: In recent years, the rapid rise in land price has become a mounting problem that threatens the preservation and the setting aside of some of our countryside and part of our cities for beauty and recreation. While land prices generally are rising on the average of from five percent to ten percent annually, prices of lands suitable for public recreation use and administration are rising at a considerably higher rate.

The problem comes into sharp focus in connection with those Federal recreation areas which have statutory dollar limitations for land acquisition. Of the 48 areas of the National Park System authorized in 1965 or earlier having such limitations, it now appears that for some 18 of them the statutory limitation is inadequate to carry out the purposes of the acts, even although in most instances such limitations at the time of the enactment seemed adequate. A lifting or raising of the statutory limitation on acquisition is needed to fulfill the program. For some 22 of these areas, it is now not known if higher ceilings are needed. Only 8 of the 48 areas have had adequate ceilings.

The rapid rise in land prices, due in part to the Federal Government's interest in the area and a resulting change in land use, have placed a strain on the Land and Water Conservation Fund. Newly authorized areas in 1966 have placed an additional burden on the Fund. Further demands on the Fund will be made in the 90th Congress if the urgently needed areas such as a Redwood National Park, Wild Rivers System, Nationwide Trails System are authorized.

Lands in recently authorized areas and in areas already established need to be acquired promptly before they become prohibitively costly. A seven percent annual rate of increase in land prices will double the cost in ten years. At this rate, \$100 million would be needed a decade hence to buy what \$50 million will now. A higher annual rate of increase shortens the period during which the cost would double.

Land price escalation problem is not solely a Federal problem. The States and local governments, which share in moneys from the Fund, are similarly harassed by the problem.

Existing revenues to the Fund are inadequate to meet the insatiable demands of the American people in recent years and those of the immediate years ahead.

3. On-going programs: The Land and Water Conservation Fund, established by Public Law 88-578, has a 25-year life. The Fund has been in operation for about a year and a half. Under the formula governing the allocation of revenues accruing to the Fund, the Federal share for land acquisition has not been adequate to meet needs nor to permit the rapid acquisition of lands in newly authorized recreation areas. Also, because of the inadequacy of funds, the tools available to the acquiring agencies to cope with the escalation problem are inadequate. During fiscal years 1968-1977, it is estimated that Fund revenues for Federal purposes (40 percent of total revenues) will fall short of Federal needs by \$550 million, or an average of \$55 million annually during the ten-year period. The program is nationwide and designed to reach all citizens.

The 701 comprehensive urban planning and open space and urban beautification programs administered by the Department of Housing and Urban Development provide funds to the States and their political subdivisions for land acquisition, development and comprehensive urban planning, including recreation and beautification. They do not provide assistance to Federal agencies for land acquisition as does the Land and Water Conservation Fund program. Grants to States for development under the HUD program are limited to areas acquired under the open space program. Land and Water Conservation Fund program is not so limited. HUD programs are aimed at urban areas, while the Land and Water Conservation Fund program covers both the cities and the countryside.

4. Discussion of proposals:

- (a) Additional revenue sources for the Land and Water Conservation Fund--

The deposit in the Fund of unearmarked receipts of the Department of the Interior obtained from mineral leasing

and Outer Continental Shelf lands would increase annual revenues for recreation purposes from the current level of about \$120 million to about \$220 million annually.

These revenues, if authorized to be deposited in the Land and Water Conservation Fund, will be used to accelerate land acquisition in important areas such as Delaware Water Gap National Recreation Area, Pennsylvania-New Jersey; Assateague Island National Seashore, Maryland; Fire Island National Seashore, New York; Spruce Knob-Seneca Rocks National Recreation Area, West Virginia; Whiskeytown-Shasta-Trinity National Recreation Area and Point Reyes, California, where land price escalation has been especially rapid.

These additional revenues also would enable a substantial start on land acquisition to be made in important areas authorized this year such as Guadalupe National Park, Texas; Cape Lookout National Seashore, North Carolina; Indiana Dunes National Lakeshore, Indiana; Pictured Rocks National Lakeshore, Michigan; Mt. Rogers National Recreation Area, Virginia; and Bighorn National Recreation Area, Montana, as well as providing for much needed potential new Federal recreation areas as a Redwood National Park, California; a North Cascades National Park, Washington; Wild Rivers System; a Nationwide Trails System; Flaming Gorge National Recreation Area, and others.

Equally important, these additional revenues would be used to augment the grant program for planning activities, land acquisition, and the development of facilities to the States and, through them, to local public bodies. The States and their political subdivisions are faced with land escalation problems in their programs similar to those of the Federal Government. Because of this, many of the lands needed for public recreation are being preempted each year for other uses and are lost permanently to recreation use.

The proposal involves the investment of income from the development of public lands into capital assets that will

improve and protect outdoor recreation environment. This, in turn, will provide opportunities for healthful outdoor experiences for all our people. The additional revenues will continue the fiscally sound method established in Public Law 88-578 to finance the national investment in permanent recreation resources which will steadily appreciate in value.

These additional moneys would permit the adoption of a "buy now" policy. Implementation of this policy requires substantial revenues to the Land and Water Conservation Fund. Any delay in acquisition means a much higher cost to the public. America cannot afford to delay. The people need these areas. America needs them.

(b) Authority to incur obligations in advance of appropriations--

Several Federal agencies now have authority to incur obligations and to enter into contracts in advance of appropriations. Under the Federal highway program, for example, the Secretary of the Interior may contract in advance of appropriations for the purchase of lands in connection with the construction of Indian reservation roads, parkways, and public lands highways not to exceed the total amount authorized to be appropriated for this purpose. The Bureau of Public Roads and the Forest Service have similar authority. The Federal National Mortgage Association and Federal Deposit Insurance Corporation also have this obligational authority.

It is proposed to enact legislation to provide the same contracting authority for the head of any department which is authorized to acquire lands for newly authorized Federal recreation areas. Contracting authority would be available up to the appropriation ceilings contained in the Act authorizing the establishment of such areas.

This authority in advance of appropriation will permit the head of the acquiring agency to enter into firm contracts with landowners and to then request the Congress to provide funds to satisfy the legal obligations of the United States.

This approach will enable the head of the acquiring agency to fix the value of the land at the time of the contractual agreement and to prevent further escalation in the value of the land needed to establish a Federal recreation area.

- (c) Federal zoning of lands within newly authorized Federal recreation areas--

Another possible method of protecting Federal land acquisition agencies from rising costs of land for outdoor recreation purposes would be Federal zoning of land use within the authorized boundaries of the Federal recreation area. The desired effect of Federal zoning regulations would be to insure the orderly development of the area in keeping with the purposes for which the Federal recreation area is established and to prevent uses of land inimical to such purposes. It is expected that a by-product of such zoning would be abatement of speculative developments.

In all situations, however, it must be clearly established that the purpose of any Federal land use regulations is in the public interest.

Zoning regulations aimed primarily at suppressing land values in advance of acquisition by the regulating body would undoubtedly be held to be unconstitutional. However, use of zoning regulations can still help in the speculation problem without being held to be unconstitutional.

Some argue that Federal zoning is unconstitutional because Federal Government lacks a jurisdictional basis for Federal regulation. It is further argued that Federal zoning conflicts with the reserved "police powers" of the States, whether exercised in zoning ordinances or not.

However, it is argued that authorization by the Congress of a new Federal recreation area per se establishes a sufficient Federal interest to issue zoning regulations either: (1) in the legislation itself, or (2) by authorization to the head of a Federal agency to issue regulations contained in the legislation.

One alternative to the issuance of zoning regulations by the head of a Federal agency would be to establish zoning standards which local authorities must meet. If local authorities issue regulations in accordance with the standards which presumably protect the Federal interest in the lands, then the agency head would not exercise his zoning authority.

It is concluded that, although risks are inherent in the assertion of a Federal power over a subject long thought to be solely within the province of the individual States, the beneficial results to be obtained from successful Federal regulation warrant that the attempt be made if reasonable efforts to obtain local zoning in accordance with Federal standards are unsuccessful.

5. Alternative solutions considered: During the course of the Department's study of the land escalation problem, 17 separate methods or approaches to the solution of the problem were examined. The three alternative approaches discussed herein, which require legislation, are considered to have the most promise at this time. A final report, including recommendations, will be transmitted to the Secretary shortly for his consideration and subsequent transmission to the Bureau of the Budget for Executive Branch review.

October 21, 1966

PROGRAM FOR EXPANSION OF THE
NATIONAL PARK SYSTEM

Several outstanding new areas should be added to the National Park System by 1972, the Centennial of the first National Park. Among them are most of the greatest remaining scenic areas in the United States.

The National Park System cannot literally be completed by 1972. Historic areas should be added as their significance is established--whether that be next year or 100 years from now. New national seashores and recreation areas should be developed as the changing needs of the American people require. Other areas, proposed for inclusion in the National Park System, should be thoroughly investigated and, if qualified, be proposed to the Congress from time to time. Thus the National Park System should be viewed as an evergrowing and ever-changing service to the American people which will never be completed.

The outstanding new units should be added in the following order of priority:

- (1) Redwoods National Park, California
- (2) North Cascades National Park, Washington
- (3) Potomac Valley Park, Maryland, Virginia, and West Virginia
- (4) Glen Canyon National Recreation Area, Arizona and Utah
- (5) Sonoran Desert National Park, Arizona
- (6) Glacier Bay National Park, Alaska (redesignation)
- (7) Death Valley National Park, California (redesignation)
- (8) Flaming Gorge National Recreation Area, Utah and Wyoming
- (9) Kauai National Park, Hawaii
- (10) Channel Islands National Park, California
- (11) Apostle Islands National Lakeshore, Wisconsin

009021

REDWOOD NATIONAL PARK
California

1. Legislative Proposal

- Authorization and establishment of national park for administration by National Park Service
- Approximately 45,000 acres in two units, including two outstanding redwood state parks, plus balance of Mill Creek watershed and approximately 14 miles of outstanding Pacific Coast shoreline
- Provide economic assistance to local Governmental bodies affected
- Authorize Secretary to transfer to State of California certain lands under his jurisdiction in Kings Range area and Muir Woods National Monument.

2. Statement of Problem

- Increased harvest of redwoods in last two decades hastened reduction of original redwood forest from estimated two million acres to approximately 300,000 acres of virgin growth
- Remaining Redwood National Park opportunities reduced to two significant potentials
- Estimated that remaining virgin growth will be gone within twenty to thirty years

3. Related Programs

- No conflict with on-going public programs
- Proposal would be significant contribution to Natural Beauty Program
- Also supports and contributes to objectives of International Biological Program
- Complements present system of redwood state parks
- Continued attrition from highways, adjacent cutting, erosion, flood control and other intrusions is reducing effective preservation of 50,000 acres virgin growth in redwood state parks

4. Pros and Cons

- Proposal would preserve additional 9,000 plus acres virgin redwoods plus significant sections of coast line and Smith River
- Would complete ownership and control of total watershed affecting the park proposal
- Would take major holding of one large lumber firm and close down their redwood operations, reducing county employment in first few years

4. Pros and Cons (continued)

- Economic impact study, however, indicates significantly increasing employment after seventh year
- Park acquisition costs estimated at \$56 million
- Preliminary estimate full development costs \$20 million

5. Alternative Proposals

- Three alternative proposals for major redwood park suggested
- Industry, conservation and local interests developed several other alternates
- Suitability and feasibility factors narrowed prime consideration to two potentials and led to Administration's proposal as contained in S. 2962 and H.R. 13011, 89th Congress
- Alternate proposal by conservation interests presented to Congress in H.R. 11705 and companion legislation, 89th Congress

NORTH CASCADES NATIONAL PARK
Washington

1. Legislative Proposal

- Authorization and establishment of national park for administration by National Park Service
- 700,000 acres of pristine wilderness, alpine lakes and incomparable mountain scenery in the North Cascades of Washington

2. Statement of Problem

- Recognized for years as containing outstanding natural and scenic values that should be accorded national park designation
- Joint study by the North Cascades Study Team, composed of representatives of the Departments of Interior and Agriculture, resulted in several recommendations for management--one being a national park

3. Related Programs

- Area currently administered by Forest Service, Department of Agriculture
- Supports Natural Beauty Program

4. Pros and Cons

- Superlative area should be accorded national recognition
- Minor acquisition costs as lands primarily under Federal administration
- Development costs comparable under Forest Service or National Park Service administration
- Preliminary costs: Lands--\$2,320,000; Development--\$10,896,000

5. Alternative Proposals

- Designation as national recreation area under Forest Service administration
- Development of resources for timber, power, and other purposes which would seriously reduce outstanding qualities

October 20, 1966

000024

POTOMAC VALLEY PARK
Maryland, Virginia, West Virginia

1. Legislative Proposal

- Authorization and establishment of park for administration by National Park Service in cooperation with States
- 185-mile, 100,000-acre linear park extending from Washington, D.C. to Cumberland, Maryland, including the Chesapeake and Ohio Canal, the shores and islands of the Potomac River, four major reservoir sites, and other related historic, recreation and scenic sites

2. Statement of Problem

- Represents nation's most important opportunity to create a model of recreation and scenic beauty
- Potomac River is badly polluted in certain areas and uncontrolled development is spoiling its natural beauty
- Its relationship to Nation's Capital underscores necessity for creating an outstanding example of river conservation for other sections of the country and indeed the world

3. Related Programs

- Part of President's Natural Beauty program
- Supports Wild Rivers Program
- Complements and coordinates Federal, state, and local efforts in the region
- "Backbone" for conservation and natural beauty program for entire Potomac River Basin

4. Pros and Cons

- Provides immensely varied recreation, historic preservation, and water conservation opportunity near to many millions of people
- Largely private ownership may lead to serious public relations problems
- The "Nation's River" must not be lost to pollution, both biological and environmental
- Land and development costs not yet determined

5. Alternative Proposals:

- Full federal ownership and management
- Combined federal, state, local action can distribute costs and provide model of cooperation
- Acquisition of key sites only would not provide continuity of resource protection

October 20, 1966

000025

GLEN CANYON NATIONAL RECREATION AREA
Arizona-Utah

1. Legislative Proposal

- Authorization and establishment of national recreation area for administration by National Park Service
- 1,051,055 acres of land and water, including 186 mile-long Lake Powell, magnificent canyon walls, remarkable arches, bridges, coves, and numerous wild areas

2. Statement of Problem

- Glen Canyon Dam created vast recreation resource in spectacularly scenic country demanding protection and development to reap full benefits
- Area now administered by National Park Service under cooperative agreement with Bureau of Reclamation
- Legislation establishing as National Recreation Area would facilitate funding and management and further support recognition and protection of nationally significant recreation and natural values

3. Related Programs

- Proposal not in conflict with any existing programs
- Supports Natural Beauty Program as part of Parkscape USA
- Augments efforts to capture full recreation potentials of entire Colorado River

4. Pros and Cons

- Provides water-oriented recreation area in arid zone
- Offers access to otherwise inaccessible canyon recesses and natural features
- Allows alienation of lands not needed for recreation purposes and acquisition of small tract of needed private lands
- Activities, such as grazing and mining, could be provided for so long as scenic, scientific, and recreation values were not compromised
- Preliminary costs: Lands--\$175,000; Development--\$21.2 million (to complete)

5. Alternative Proposals

- This is an existing situation needing only congressional action to facilitate administration and use of the nationally significant area and to provide a more stable basis for its management
- No feasible alternative exists to this proposal

000026

SONORAN DESERT NATIONAL PARK
Arizona

1. Legislative Proposal

- Authorization and establishment of a national park for administration by National Park Service
- Enlargement and redesignation of the present Organ Pipe Cactus National Monument embracing most of the Cabeza Prieta Game Range and about 80,000 acres of public domain
- Total park would contain approximately 1,242,000 acres of nationally significant natural value
- Repeal law which permits mining in existing national monument

2. Statement of Problem

- Unique area is seriously threatened by grazing and mining activities
- Creation of national park would consolidate major scenic-scientific desert resources into single management unit

3. Related Programs

- Proposal not in conflict with any current program
- Possesses natural values of nationwide interest plus recreation dividends
- Provides large, protected unit for scientific research in desert formation, ecology and geology

4. Pros and Cons

- National Park proposal would provide uniform and coordinated management of the entire area
- Outstanding natural features now receiving incompatible use from park standpoint
- Excellent opportunities for outdoor recreation, particularly desert wilderness use
- Grazing and mining activities would be eliminated

5. Alternative Proposals

- Several boundary alternatives considered
- Proposal represents the last sizeable expanse of relatively unspoiled Sonoran Desert
- Continued management under separate Federal agencies

October 20, 1966

000027

GLACIER BAY NATIONAL PARK
ALASKA

1. Legislative Proposal

- Change in status from national monument to national park
- Continued administration by National Park Service

2. Statement of Problem

- While the natural features of the monument are of great scientific interest, the area by virtue of its spaciousness, its wilderness character, its outstanding scenery, and its broad range of public appeal belongs in the category of a national park

3. Related Programs

- Proposal not in conflict with any current program
- Complements State of Alaska interests in increasing tourism

4. Pros and Cons

- No additional Federal costs involved
- Would eliminate mining in the area
- Proposal would provide additional protection to natural features not now provided by existing laws

5. Alternative Proposals

- Consideration may be given to boundary adjustments to exclude highly mineralized areas upon receipt of mineral survey report scheduled for completion by January 1967

October 20, 1966

000028

DEATH VALLEY NATIONAL PARK
California

1. Legislative Proposal

- Change in status from national monument to national park
- Continued administration by National Park Service and termination of mining

2. Statement of Problem

- The area by virtue of its nationally significant natural features should be classified as a national park

3. Related Programs

- Proposal not in conflict with any current program
- Related to Interior program to accord proper designation and recognition of units of the National Park System

4. Pros and Cons

- Change in status will provide proper classification of this nationally significant area and would reduce public confusion and assure proper management
- No additional federal funds required
- Mining will be terminated to insure preservation of area values

5. Alternative Proposals

- Retention in current classification as a national monument

October 20, 1966

009029

FLAMING GORGE NATIONAL RECREATION AREA
Utah and Wyoming

1. Legislative Proposal

- Establishment of a national recreation area to be jointly administered by the Departments of Agriculture and Interior
- 200,000-acre area includes Flaming Gorge Dam and Reservoir, a unit of the Colorado River Storage Project, possessing outstandingly varied scenic and recreation appeal

2. Statement of Problem

- Need for statutory authorization for this recreation area now being administered jointly by the National Park Service and the Forest Service under cooperative agreements with the Bureau of Reclamation
- Additional lands needed for protection and full utilization of existing area can only be acquired with additional legislative authority
- National Recreation Area designation will accord recognition of significance to this outstanding resource

3. Related Programs

- Proposal will facilitate administration, development, and operation of existing recreation area
- Augments supply of recreation opportunity called for in Outdoor Recreation Resources Review Commission Report

4. Pros and Cons

- Area will provide outstanding recreational opportunities particularly water-oriented activities in region lacking in such resources
- National recreation area will become an important tourist attraction when area has been developed for recreation use
- Mining and grazing values of area not significant
- Preliminary costs: Lands - (No land costs as all private and state lands expected to be acquired by exchange); development - \$6,135,000 (additional)

5. Alternative Proposals

- As Flaming Gorge Dam and Reservoir have been built now, alternative consideration to managing the reservoir and surrounding lands for recreation not pertinent
- Administration completely by the Department of the Interior or completely by the Department of Agriculture rather than a joint administration

October 20, 1966

000030

KAUAI NATIONAL PARK
Hawaii

1. Legislative Proposal

- Authorization and establishment of national park for administration by National Park Service
- 97,000 acres of unique tropical island scenery containing outstanding combination of natural, scientific and historic values

2. Statement of Problem

- Residents of Hawaii and conservationists elsewhere have urged inclusion of area into National Park System
- Increased island travel threatens urbanization of prime coastal regions and loss of public recreational opportunities
- Studies substantiate area values are of national significance and should be accorded national park status

3. Related Programs

- Most of area currently administered as state parks, state forests, and by Hawaiian Homes Commission
- Defense installations not incompatible with park objectives
- Supports International Biological Program, legislation for National System of Estuarine Areas, Marine Natural Resources, and Island Inventory

4. Pros and Cons

- Area could provide development, interpretation and preservation difficult to attain under state programs
- Local opposition due to proposed exclusion of hunting, acquisition of private lands and assimilation of state parks
- Designation as national park would stimulate local and state economy
- Preservation of superlative values within national park compatible with national interest
- Preliminary costs: Lands (not yet determined); Development--\$17,000,000

5. Alternative Proposals

- Three smaller boundaries considered; larger area proposed to insure preservation of unique values and to permit development for public use.
- Consideration of deletion of state parks rejected as incompatible with national preservation interest
- Studies underway to consider reduction in size while protecting values and reducing opposition to proposal

CHANNEL ISLANDS NATIONAL PARK
California

1. Legislative Proposal

- Authorization and establishment as a national park for administration by National Park Service
- 132,350 acres comprising islands of Santa Cruz, Santa Rosa, San Miguel, Santa Barbara and Anacapa together with lands and submerged lands within one nautical mile of each island plus 30 acres on mainland for administrative site
- Island group possesses unique combination of island seashore, and related marine values, particularly those forms of life resulting from a million year isolation from the mainland

2. Statement of Problem

- Pacific Coast Recreation Survey of 1959 recognized this area as containing a unique combination of seashore scenery, marine fauna, rookeries of nesting birds and significant geological and archeological values of national interest and concern
- Private ownership now precludes accessibility to public. impending private development should constitute a serious additional obstacle

3. Related Programs

- Proposal not in conflict with continued Navy administration of San Miguel Island
- Further supports International Biological Program, legislation for National System of Estuarine Areas, Marine Natural Resources, and Island Inventory
- Complements State and County interests in providing recreational and educational opportunities for burgeoning coastal populations

4. Pros and Cons

- Private development proposed on Santa Cruz Island incompatible with preservation and public use objective
- Proposal represents one of the finest opportunities in America to preserve combination of unique values
- Preliminary costs: lands - 117,000 acres, \$10,000,000; development - \$12,000,000

5. Alternative Proposals

- Studies since 1933 have resulted in selection of this proposal as significant addition to National Park System
- No other group of islands possess similar resources of such importance

October 20, 1966

APOSTLE ISLANDS NATIONAL LAKESHORE
Wisconsin

1. Legislative Proposal

- Authorization and establishment of a National Lakeshore for administration by National Park Service
- 57,500 acres of islands, shoreline, sloughs and waters on Lake Superior containing outstanding biological, geological, scenic and recreational resources

2. Statement of Problem

- Unique resource threatened by proposed subdivisions, and resort developments
- Lack of other economic resources made this area one of the poorest in northern Wisconsin
- Survey identified this area as one of few remaining outstanding lakeshore resources of national importance

3. Related Programs

- Proposal not in conflict with any current program
- Supports Natural Beauty Program as part of Parkscape U.S.A.
- Indian assistance programs for recreational facilities and service industries; economic assistance to rural areas
- Redevelopment area under Public Works and Economic Development Act of 1965

4. Pros and Cons

- Lakeshore proposal combines important recreational and conservation opportunities with economic improvement based on tourist industry
- Preliminary costs: Lands - \$3,000,000; Development - \$9,097,300

5. Alternative Proposals

- Recreational development of Indian lands by the Indian Bands
- State recreation developments on three of the 21 islands
- Zoning by local communities
- Some alternative boundaries were considered during the study of this area; present proposal determined to be best of all considered

October 20, 1966

000033

WILD RIVERS SYSTEM

1. Legislative Proposal: To preserve some of America's few remaining free-flowing streams by establishing a national system of scenic rivers.

About a dozen rivers or segments thereof would be designated as the initial units in the system, such as portions of Salmon and Clearwater in Idaho, Rogue in Oregon, Rio Grande in New Mexico, Eleven Point in Missouri, Cacapon and Shenandoah in West Virginia, Missouri in Montana, Skagit in Washington, Wolf in Wisconsin, and St. Croix in Minnesota and Wisconsin.

Portions of a couple score or more rivers would be studied and if found worthy, also designated by separate Acts of Congress for inclusion in the System. The studies would be completed within ten years. Portions of additional rivers may be recommended for study in cooperation with other Federal and State agencies.

Scenic rivers included in the System would be classified according to the degree of wilderness, accessibility of roads, and amount of shoreline development. Each river or river segment would be managed in the manner classified.

Federally managed portions of rivers in the System would be administered by the Secretary of the Interior or where National Forests are involved, by the Secretary of Agriculture. The area so administered would be limited to narrow corridors along the river with limitations on acquisition by condemnation. The proposal provides for assistance to the States in planning and financing scenic river programs.

Dams or other projects would be prohibited within scenic river areas except by Acts of Congress.

2. Problem: Through the years, there have been many efforts to harness rivers to aid navigation, control floods, produce electrical power, and increase farm productivity. Little thought has been given, however, to the value of rivers for recreation and the possibility that a portion of the Nation's river mileage should be retained in a free-flowing condition for recreation purposes. The problem is in selecting the rivers to be protected, since proposals exist to develop virtually all rivers. Designation of a stream or a wild river is not irreversible as is the construction of a large dam. Should the situation demand, a wild river could at any time be developed. On the other hand, once a stream has been developed, its free-flowing condition has been permanently lost.

3. Present Programs: A number of the States have acted to protect certain of the rivers, including Oregon, Wisconsin, Minnesota, California, New York, and Maine. In addition, in 1964 the Congress enacted Public Law 88-492, providing for establishment of the Ozark National Scenic Riverway in Missouri, at an estimated cost of \$8 million during the first five years of operation. Present programs, State and Federal, do not begin to meet the need for assuring wild river recreation opportunities in close proximity to all sections of the country.
4. Pros and Cons: The complexities and pressures of a highly urbanized America calls for Federal leadership in providing opportunities where people can go to relax the body and restore and revitalize the spirit. Areas of beauty and restfulness to supply this human need would be provided by preservation of narrow corridors along portions of a few of our remaining free-flowing rivers--some near to urban areas, others more distant.

The President, in his Natural Beauty Message to the 1st Session of the 89th Congress, called for the establishment of a national wild rivers system, as follows:

"Those who first settled this continent found much to marvel at. Nothing was a greater source of wonder and amazement than the power and majesty of American rivers. They occupy a central place in myth and legend, folklore and literature.

"They were our first highways, and some remain among the most important. We have had to control their ravages, harness their power, and use their water to help make whole regions prosper.

"Yet even this seemingly indestructible natural resource is in danger.

"Through our pollution control programs we can do much to restore our rivers. We will continue to conserve the water and power for tomorrow's needs with well-planned reservoirs and power dams. But the time has also come to identify and preserve free-flowing stretches of our great scenic rivers before growth and development make the beauty of the unspoiled waterway a memory.

"To this end I will shortly send to Congress a bill to establish a national wild rivers system."

The President, in his Natural Heritage Message to the 2d Session, 89th Congress, further urged action by stating:

"I am encouraged by the response to my proposal for a national wild rivers system, and I urge the Congress to complete this pioneering conservation legislation this year."

The cost of this proposal varies with the river. For example, the cost of acquiring and developing the Clearwater, Eleven Point, Rio Grande, Rogue, and Salmon Rivers designated for wild river status in the wild river bill that passed the Senate during the first five years has been estimated at approximately \$16.5 million. Estimated cost of acquisition and development of the St. Croix would be about \$18 million.

5. Alternatives: There is no alternative to preservation of rivers in their free-flowing state for recreation purposes. Water development projects provide many important opportunities for recreation, but not of the type needed which the scenic and wild river concept would provide.

NATIONWIDE SYSTEM OF TRAILS

1. Legislative Proposal: To establish a Nationwide System of Trails consisting of three general types of trails; a relatively small number of lengthy National Scenic Trails; improvement and expansion of trails in our Federal and State parks, forests, and other recreation areas; and metropolitan area trails to serve people near their homes. Technical and financial assistance to private individuals for connecting links and access to public trails is proposed. The proposal would designate the Appalachian Trail as the initial unit of the National Scenic Trail System and provide for its improvement.
2. The Problem: There is a serious shortage of opportunities for hiking, cycling, and horse riding for recreation purposes, especially in and near our metropolitan areas. Moreover, there is serious creeping encroachment of incompatible uses of long-established trails, such as the Appalachian Trail, which threatens to destroy their usefulness for a pleasurable outdoor experience. Needed progress in improvement and expansion of Federal trails is lacking. Greater encouragement to State and local bodies is needed.
3. Present Programs: Through the years, some trails have been developed by private and public interests. In the East, hiking clubs maintain a few major trails, including the famous Long and Appalachian Trails. Trail networks exist in the national parks and national forests. Trails are found in some State and municipal parks, but many date back to the CCC program of the thirties and are in need of improvements. Recently, grants totaling \$367,436 were made under the Land and Water Conservation Fund program to twelve cities to promote and assist their trail development efforts.

However, large areas of the country and many urban areas are virtually lacking in trails.

4. Pros and cons: Trail development promises maximum benefits from minimum expenditures, and opportunities for trail location are almost unlimited. With Federal-State-local-private partnership, trails can be located in or near urban areas where whole families could enjoy using them for the day or, having more time, might use the more distant trails out in the country where auxiliary facilities for over-night camping might be available.

Trails could be developed along portions of the great historic routes such as the Lewis and Clark Trail, Santa Fe Trail, and Oregon Trail. Virtually no trails exist as yet in the millions of scenic acres found in the national wildlife refuges, Indian reservations, Bureau of Reclamation projects, and public domain administered by the Bureau of Land Management. Nearer to centers of population, trails should be located in the growing number of State and local parks, and along utility rights-of-way, abandoned railroad lines, canal banks, and the shoulders of interstates. Special efforts should be made to lace the green space of the congested urban areas with trails.

Guaranteeing the continued existence and availability of the Appalachian Trail, designated as the initial unit of the proposed National Scenic Trail System, would cost an estimated \$4,665,000 for obtaining a right-of-way over 866 miles of the 2,000-miles of trail that are now located on private lands, and \$250,000 a year for maintaining the trail once fully established. Shorter trails, as in State parks and recreation areas and in metropolitan areas, would be built in part with funds allocated to States from the Land and Water Conservation Fund. Standards for metropolitan trail development of 25 miles of foot trails, 25 miles of bicycle trails, and 5 miles of horseback trails have been proposed for each 50,000 residents.

The President, in his Natural Beauty Message to the 1st Session, 89th Congress, requested the Secretary of the Interior to "recommend to me a cooperative program to encourage a national system of trails." He stated that--

"The forgotten outdoorsmen of today are those who like to walk, hike, ride horseback, or bicycle. For them we must have trails as well as highways. * * *

"As with so much of our quest for beauty and quality, each community has opportunities for action. We can and should have an abundance of trails for walking, cycling, and horseback riding, in and close to our cities. In back country we need to copy the great Appalachian Trail in all parts of America, and to make full use of rights-of-way and other public paths."

The President, in his Natural Heritage Message to the 2nd Session, 89th Congress, again emphasized the need for a Nationwide Trail System as follows:

"In my budget, I recommended legislation to extend Federal support to the Appalachian Trail, and to encourage the development of hiking trails accessible to the people throughout the country.

"I am submitting legislation to foster the development by Federal, State, and local agencies of a nationwide system of trails and give special emphasis to the location of trails near metropolitan areas."

The President further stated, during the signing ceremony for Cape Lookout National Seashore Bill on March 10, 1966, as follows:

"* * * I see an America where bicycle paths, running, through the hearts of our great cities, provide wholesome, healthy recreation for an entire family. Instead of our having to appropriate hundreds of millions to take care of juvenile delinquents, how much better it would be if we would just spend a part of it where they can enjoy themselves and have useful recreation."

5. Alternatives: To proposed a major program of trail development, including (1) initial establishment of four national scenic trails-- Appalachian Trail, Pacific Crest Trail, Continental Divide Trail, and Potomac Heritage Trail; (2) the large scale construction or reconstruction of trails in Federal parks, forests, and recreation areas; and (3) financial and technical assistance to the States and their political subdivisions in trail development. This proposal was abandoned for the time being because of other Government commitments abroad and at home.

RECREATION AND NATURAL BEAUTY DEMONSTRATION PROJECTS

1. Legislative Proposal

Provide, (1) additional legislative authority to certain Federal agencies so that they can plan, develop, and manage demonstration areas and facilities, (2) financial assistance to State and local governments and private organizations undertaking demonstration projects, (3) financial and technical assistance for State and local conservation showcases. Demonstrations would be undertaken according to yet-to-be-developed criteria, to demonstrate the feasibility of new ideas, new techniques, and new materials of widespread utility. The purpose would be to lead the American people into new and better ways of meeting recreational needs and of producing a more beautiful and esthetically pleasing environment. Examples include:

- a. Development and operation of part or whole of a National Park or Forest to demonstrate certain kinds of planning, development, landscaping, interpretive, or management techniques--individually or in combination--where such an effort would make an important contribution to learning.
- b. Development and management of an urban bikeway radiating throughout a neighborhood or community, competing with highways for traffic but coordinated with highway and other transportation programs and plans.
- c. Acquisition and development of a combination school and outdoor education area, to enable school children to learn and appreciate the values of our out-of-doors.
- d. Planning, development, operation and maintenance of a complex of recreational areas managed by Federal, State, and local agencies to demonstrate the value of coordinated management so that each area serves its best and highest recreational purpose.
- e. Operation by a local park authority of a childrens recreational program found to be of significant value in another country but not tried in the United States.
- f. Demonstration of community wide application of acquisition at less-than-fee programs, or tax forgiveness programs, or zoning programs, etc. to control the on-rush of urban development.
- g. The establishment of "conservation showcases" to show and dramatize new methods and techniques for the control or enhancement of our environment.

General criteria and regulations governing the establishment and operation of demonstration projects would be developed by the Bureau of Outdoor Recreation and adopted by the Recreation and Natural Beauty Advisory Council. An integral part of the concept is the preparation by the sponsor of a report analyzing and characterizing--for the benefit of all public and private outdoor recreation agencies--the lessons that have been learned. The report would be published jointly by the Bureau of Outdoor Recreation and the sponsoring agency.

a. Federal Agency Participation.

Federal resource management agencies, such as the Forest Service, National Park Service, Bureau of Sports Fisheries and Wildlife, Bureau of Land Management, and Tennessee Valley Authority--would be authorized, by amendments to their organic acts, to undertake demonstration projects in areas administered by them. Each Agency would be authorized to seek additional appropriations expressly to undertake demonstration projects. While refined cost estimates cannot be obtained at this time, it appears that a total additional authorization of \$30 million annually would give the Federal Agencies an opportunity to form and prosecute imaginative programs.

b. State and Local Participation.

The Land and Water Conservation Fund Act would be amended to authorize "demonstration" grants of up to 90 percent of the cost of certain selected State and local government outdoor recreation projects for project planning, acquisition, development and certain management activities.

The additional percentage of the Federal cost share--the Fund program is a 50-50 matching program--is proposed in order to help distinguish between the routine and conventional projects and those which offer better quality or more economic public investments, and thereby encourage quicker demonstration and acceptance of new ideas.

Financing of this demonstration grant program would be from the Fund, up to \$10 million annually. The existing Federal, State, and local machinery for processing "regular" Fund grants would be used.

c. "Conservation Showcases."

The Secretary of Agriculture would be authorized to provide financial and technical assistance to State and local organizations to help them acquire and develop land sites for demonstration purposes. Purposes would include establishment of unique nature areas, the use of new interpretative features, museums to show and interpret our natural wonders in new or innovative ways, the demonstration of the efficacy of new conservation practices for improving the quality of our environment and recreational facilities, the demonstration of a well landscaped farm, etc.

The problem giving rise to the proposal.

The public needs to be shown that the quality of our living environment can be improved and that there are better ways to provide for healthful satisfaction of outdoor recreation needs, especially in cities. Otherwise, we will come to settle for outdoor recreation areas and facilities located far from the point of use and we will become inured to asphalt, concrete, bricks and mortar as a back drop everywhere we go. Human beings can be educated to appreciate, use and demand an esthetically pleasing environment; they can probably be conditioned to hovels and havoc. Our job is to educate and to up-lift. We do not seem to be making enough progress in this job. Witness the progress of the bulldozer, the continuing loss of our majestic landscapes, the steady growth of conventional box-like urban housing developments, the new communities being established without adequate provision for nearby recreational facilities, the fact that renewal programs in cities still do not adequately provide for natural beauty and recreation, the unsightly dumps and blemishes in our city and rural areas. There are several reasons for this lack of awareness:

- a. Outdoor recreation needs are running ahead of "supply"--particularly in the most crowded metropolitan centers where needs are most urgent and most difficult to satisfy. The great bulk of demand must be met during after-work and weekend hours and the larger cities have the fewest recreation facilities per capita and the highest land costs. While progress is being made, conventional approaches are not catching up fast enough with today's fast-growing needs.
- b. The local and State outdoor recreation official--hard pressed to keep up with immediate demands--tends to use his limited money and the limited Federal aid available to him for what he has been used to doing, rather than for the new approaches. Although the new approach may be more economic in the long run, especially when applied widely, it costs more for one agency to do something new the first time. Faced with a choice between a conventional project and an innovative one, the local administrator usually sets the new idea aside.
- c. Federal agencies have the expertise but too often lack the legal authority to establish showcases and promote new concepts. Sometimes, they don't have the appropriations to do so, either. So an untapped resource is available and should be used.

3. Related On-Going Programs.

In the 1930's forty some Recreation Demonstration Areas were developed by the Resettlement Administration and the National Park Service.

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During the 1940's most of these areas were transferred by the Department of the Interior to States and other agencies for administration. This was a highly successful program and even today many of the areas are looked upon as being models of what can be done.

The Demonstration Cities and Metropolitan Development Act of 1966 authorizes the development of demonstration cities, and undoubtedly in this context, certain urban recreation and natural beauty areas will be developed. Understandably, there has been little if any progress in this regard to date. The TVA is moving ahead with its Land-Between-The-Lakes Recreation Demonstration Area. The recreation research program of the Forest Service features demonstration camping areas. The Appalachian Regional Act of 1965 authorizes study of the restoration of mining areas, while recognizing that recreational opportunities might be created through such a program.

The President has asked that the Potomac River Basin be developed through a model river basin development program, to show what could and should be done elsewhere in the country. Although much progress has been made in the planning for the Basin, the area at this time is far from the demonstration project stage. Certain specific projects of the National Park Service in the National Capital Region were developed to demonstrate what could be done, particularly in regard to beautification. Other than the projects mentioned above, there are probably few if any specific demonstration projects today in the United States, although many projects in the planning, development or operation stage at different levels of Government could serve this purpose through an organized effort.

The most directly related on-going financial assistance programs with demonstration-grant authority are administered by HUD and necessarily are restricted to urban areas. The L&WC Fund Program is not so limited.

- a. The pioneering Federal grant-in-aid program to use the demonstration-grant principle is HUD's Urban Renewal Program. Financing up to \$10 million by annual appropriation from general Treasury funds is authorized. Few of the reported Urban Renewal demonstration projects, however, cover the kinds of outdoor recreation projects covered by the L&WC Fund Program.
- b. HUD under its Urban Beautification and Improvement Program is authorized to use up to \$5 million of the total \$36 million authorized for demonstration grants. While some projects eligible for assistance under this program conceivably also could qualify under the L&WC Fund Program, the mainstream-purposes of the two programs are quite different.
- c. HUD's Urban Planning Program authorizes demonstration-grants. While the Federal match for "regular" "Section 701" urban planning projects is two-thirds, up to 100 percent Federal financing may be made for urban planning demonstration projects.

- d. Title VI of the new Demonstration Cities Act authorizes demonstration-grants of up to 90 percent for HUD's Open Space Land Program. Appropriation of up to \$10 million--without a specified termination date--was authorized for demonstration-grants. This program now covers acquisition of Land for preservation of open-space and also for certain limited kinds of compatible development for--among other purposes--outdoor recreation.

There are no Federal programs directly comparable to the "conservation showcase" concept.

4. Discussion of the proposal.

The American people will likely have only the current generation to preserve the countryside environment without great cost in money and effort. The cityscape, so left to chance and plunder, requires even more "face lifting" if the inhabitants are to live healthy lives in pleasant surroundings. So the present generation also faces the expensive task of undoing some of our past deeds. Finally, our generation must find better ways to obtain parkland and areas of natural beauty and then to retain them for public use and enjoyment. We have the challenges. We're got much more to learn.

Seizing and mastering the challenges requires massive public investments, improvements in governmental structure and procedures, greater authorities--kept discrete and in bounds by enlightened broad legislative policies--for public executive agencies, and education.

The proposal would place in use an old concept, used and found successful, once discarded by Federal agencies having outdoor recreation related missions and recently resurrected. It puts the "bee" on Federal resources management agencies to create conservation, recreation and natural beauty showcases and to lead the less well trained by demonstrating techniques found useful elsewhere.

One of the most critical problems facing all who have responsibilities for meeting public outdoor recreation needs is the spiraling costs of land acquisition. This is the subject of priority concern of the Congress and of high level Executive Branch officials of the Federal Government. While Federal concern to date has concentrated on rapid escalation of prices for land sought for Federal areas, the problem is much more acute at the State and local levels. It is apparent that with land prices throughout the Nation rising at a rate of from 5 to 10 percent a year, traditional methods of financing and conventional methods of acquisition are inadequate if the future outdoor recreation needs of the great majority of our people are to be met.

So demonstration grant authority would be particularly valuable to stimulate development and testing of new and improved land acquisition and

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financing techniques and methods. Full fee-title acquisition is very expensive, especially in urban areas, and traditional zoning does not appear suited to control price escalation. Techniques must be developed to bridge the gap between traditional regulation by zoning on the one hand and outright purchase of full fee-title on the other. Projects which might be funded under this authority are the use of scenic easements and other less-than-fee acquisition techniques in a variety of situations, the testing of a variety of compensable regulations, and application and evaluation of various tax tools to encourage preservation of land in private ownership for public outdoor recreation purposes. Many of these techniques have been proposed, but they need to be tested in a wide variety of controlled situations, and fully reported.

The demonstration-grant authority would also beneficially "surface" valuable State and local ideas and leadership. Some of the most experimental recreational and environmental control programs have been undertaken at the local levels. When local and State leaders are willing to try practical theories, they should be encouraged. Our aim of these demonstration project programs is to offer that encouragement. By doing so, we offer examples and tempt others to try. Another aim also is to convert the innovative to the conventional, through showing its value. Finally, all programs aim to increase public awareness.

The Panel on Citizens Action and Education of the White House Conference on Natural Beauty recommended projects that would create public awareness and support through improved public understanding of natural beauty goals and recreation needs. As a part of building this understanding the panel recommended field trips to sites of outstanding success stories, public conferences, projects to demonstrate new approaches and techniques through educational and research grants as a part of a comprehensive public awareness program.

The Panel on Federal Coordination of the White House Conference recommended extension of technical and financial assistance programs where needed "for and affecting recreation and natural beauty." It also recommended that demonstration grants be more broadly applied to on-going Federal aid programs affecting recreation and natural beauty in order to stimulate innovation and testing of new ideas and techniques.

The Panel on Suburbia recommended that recreation and natural beauty considerations be more strongly incorporated into public and private land management.

The Panel on the Farm Landscape recommended that consideration be given to nationwide recognition of outstanding farm landscapes as agricultural landmarks.

The demonstration approach, historically so effective in launching all natural resource development programs, has hardly been tried for

outdoor recreation and natural beauty. It should be placed in full use again, to serve in concert with the pertinent demonstration and other programs of HUD to increase public awareness, health and morale.

5. Alternative proposals.

Insofar as financial aid to State and local governments is concerned, several alternatives exist. They are enumerated in the order of increasing effectiveness in program achievement:

- a. One alternative is to do nothing to amend the L&WCF Act to authorize demonstration grants. This was rejected, because we believe the status of today's human environment demands immediate attention and the stimulation of innovative efforts.
- b. A promising alternative would involve the identification, study, and report of existing examples of innovative and imaginative accomplishments in the various States and localities. The question immediately arises as to "who" would do the study and reporting. Such an effort could involve many more Federal employees. This was rejected because local people and local governments must become activists.
- c. The federal cost-share could be less than 90 percent. The fact that on-going programs in this field are concentrating on the more orthodox activities highlights the need for increased incentive and stimulation. The present Federal-State cost-sharing ratio is 50-50. This means that more than 50 percent Federal funds must be made available to the demonstration projects. And what should the Federal share be? Long experience in Federal programming has shown that innovative works and plans, to be really successful, must be largely Federally financed.

In essence, this calls for 90 percent Federal funds. The use of 100 percent Federal funds could be justified in some cases (as approved by Congress for the "701" Urban Planning Program.). But some local financial commitment is to be preferred; thus the 90-10 ratio was selected as the best alternative for the same reasons it already has been selected by the Congress for the Open Space Land Program and Urban Beautification Program.

- d. Create a new financial assistance program aimed directly at demonstration projects. This was rejected as unduly complicating. It would require a new and unnecessary set of rules, regulations and procedures.

The alternative to direct Federal agency participation is no participation at all. The choice of no participation was rejected because of the tremendous and vital contributions which Federal resource agencies can make to our storehouse of know-how and action. The purpose of demonstration--to "show and tell"--is action. The Federal agencies can give significant aid to that purpose.

Several alternatives exist for the showcase concept, as follows:

- a. Expansion of Soil Conservation Service plant materials centers to conservation showcases--rejected because the program under existing authority is not sufficiently comprehensive.
- b. Development of conservation showcases as a part of Federal-State Cooperative Experiment Station programs--rejected because of inappropriateness under most State laws and regulations governing experiment station work in connection with natural resource development and use.
- c. As a phase of the Land and Water Conservation Fund Act--rejected because of lack of authority to supply grant funds to the private sector.

"DO-IT-YOURSELF" ENVIRONMENTAL GRANTS

Legislative Proposal: "Do-it-yourself" Environmental Grants

Purpose. To provide grants of up to 90 percent to neighborhood organizations for allowable costs of development, rehabilitation, operation and maintenance of neighborhood improvement projects.

The program would be administered within a State by an officer designated by the Governor. Criteria for grants would be established by the Federal Government, but the projects themselves would be approved and administered by the States. Applications would need to be favorably recommended by the top elected officer of the city and/or county in which the project would be located. Public bodies would not be eligible.

To be eligible, a neighborhood organization would need: (1) A membership of at least half the permanent residents of the area it represents; and (2) to agree to supply at its own cost the services needed to conduct the project and to supply its portion of the costs of equipment, supplies, and materials.

The costs of equipment, materials, and supplies would be covered. Services must be supplied by the membership of the neighborhood organization, and their costs could not be subsidized by a public agency. The normal construction and maintenance costs of public areas and facilities would not generally be covered. The additional costs in public areas and facilities could be assisted if the work is done by the neighborhood association. The costs of rehabilitating and maintaining private homes and yards and of business would not be eligible. Examples of eligible projects are:

- Construction and maintenance of a bikeway on private or public property.

- Construction and maintenance of a neighborhood tennis court or swimming pool.

- Additional tree and shrubbery plantings in public areas.

- Siltation control projects.

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- Water runoff control projects.
- Projects aimed at eliminating or screening unsightly and unsafe areas and facilities.
- Burial of overhead power and telephone wires.
- Projects aimed at effective elimination or prevention of air and water pollution or of noise abatement.
- Construction of community recreation centers and of similar facilities.
- Etc.

The percentage of the grant would depend upon average annual household income of the neighborhood organization's membership. Percentages would range from 20 percent when household income is above \$20,000 to 90 percent when income is below \$5,000.

An operation and maintenance grant would provide assistance for no longer than 5 years for a project. Thereafter, operation and maintenance would be supplied by the neighborhood organization or by a local public agency.

An initial funding authorization of \$500 million for a 10-year period is requested. A portion of this could be used to provide organizational support for salaries and expenses of the State and Federal organizations administering the program.

Problem. Citizen involvement and commitment is needed to improve the quality of places where we live. Most public programs do not encourage this commitment, but rather discourage private initiative. This proposal is intended to help resolve that problem by taking a time-tested approach used in community development programs throughout the underdeveloped world. It would offer an opportunity to community "do-it-yourself" organizations by financially rewarding citizens who are willing to use their hands and talents in local improvements. The program, if successful, would heighten local interest in preserving and improving community living standards by helping people help themselves. Participation is the key to this program.

Related on-going programs. There is no domestic Federal program directly related to the one proposed. Several

Office of Economic Opportunity programs are similar but not directly comparable. HUD, HEW, L&WCF and OEO all have on-going programs which skirt the edge of the neighborhood improvement needs. Very few of the current programs reach down to the individuals in a small residential area. Since most assistance under present programs goes to large government agencies, the emphasis tends to center on comparatively large projects. This has two negative results: (1) Local residents resist creation of large developments close to their homes because of noise, trespassing, vandalism, parking problems, etc.; and (2) the small neighborhood project, which is the area of greatest need, does not get attention.

Alternatives. None considered.

RECREATION FACILITIES FOR LOW INCOME NEIGHBORHOODS

Legislative ProposalStatement of Proposal

Amend Title VII of the Housing Act of 1961 to include a new program of Federal grants for the construction or renovation of major indoor and outdoor recreational facilities (such as swimming pools, recreation centers, field houses, etc.) in low income neighborhoods. Grants would represent two-thirds of cost of land acquisition (if necessary), design, construction, and outfitting.

Statement of the Problem

One of the most consistent statements found in the catalog of the causes of the ghetto riots which have rocked the nation over the last three summers, has been a lack of recreational facilities in the poverty areas and ghettos of the cities. This means not only a lack of space for recreational facilities but more importantly a total lack of the type of facilities which most suburban areas take for granted. A study of reports done on the riot areas in Los Angeles, Chicago, Rochester, and Cleveland show the same common complaint; means for relief from the day to day pressures of the ghetto through recreation or organized sports was almost totally lacking or where it existed at all, undertaken under such pitifully inadequate or temporary conditions that participants soon lost interest. These same basic problems exist in other ghetto areas, equally as devoid of facilities, in cities of all sizes throughout the nation.

At present, programs exist for the provision of land for park and recreational facilities in lower income neighborhoods through existing Federal programs, mainly the Open-Space Land Program of HUD and the Land and Water Conservation Fund of the Department of the Interior. However, neither of these programs as well as any other Federal program now enacted, provides a concerted source of grant assistance to communities to meet the need of constructing major recreational facilities in lower income neighborhoods. This is mainly due to a combination of factors including inadequate statutory authority and lack of sufficient funding to meet such a large and specific need as this problem requires.

Statement on Related ProgramsThe Open-Space Land Program

Present legislation denies the use of program grant funds for major construction including swimming pools, and other major recreational facilities. Additionally, the program cannot assist in developing land which was not also acquired under the program's auspices. These limitations make it impossible for the program to assist in providing the type of facilities discussed in this proposal.

The Urban Beautification Program

The legislative history for this program restricts the use of program funds for major construction, or the provision of specialized recreational equipment.

The Neighborhood Facilities Program

Recreational facilities including swimming pools can be constructed under the Neighborhood Facilities Program but only in conjunction with a neighborhood facility. Construction of separate recreational facilities are ineligible for assistance.

The Land and Water Conservation Fund

Development under the program is limited to outdoor recreational facilities, eliminating from eligibility field houses, indoor swimming pools, gymnasiums, and other similar recreational facilities oriented toward meeting the needs of densely populated areas on limited space. State fund limitations also limit the amount of funds which may be allocated within a given State or local recreational project.

Other Federal Programs

Other Federal programs do not provide a direct source of financial assistance for the construction of major recreational facilities.

It can be anticipated that all of the programs mentioned above will have a direct related role to a program directed toward assisting communities in providing recreational facilities for low income areas. In many instances these projects may be related to existing lands acquired under the Open-Space Land Program and Land and Water Conservation Fund. Some facilities may form a complex with existing or planned neighborhood facilities.

The Proposal

This proposal would amend Title VII of the Housing Act of 1961 by providing a new section of the Title authorizing a program of grants for the renovation or construction of major recreational facilities in low income neighborhoods. New authority would be authorized within the total authority for the Title for grants made under this section. The program would have the following features:

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Grant

A grant of two-thirds of the total costs of renovating or constructing a major recreational facility in a low income neighborhood or area. The local share could be provided in cash or kind. Grants could be made to State or local public bodies or non-profit organizations serving the needs of low income people.

Requirements

Only projects located in an urban area as already defined in Title VII would be eligible for assistance. Projects would have to be important to the comprehensively planned development of the locality, a requirement similar to that already in effect for the Urban Beautification and Neighborhood Facilities Program.

Projects involving the renovation or construction of swimming pools (both indoor and outdoor) neighborhood gymnasiums, field houses, spectator facilities for little league or other types of recreational facilities would be considered as eligible for assistance. An applicant would have to demonstrate that the facility would serve low income residents on the basis of criteria to be determined by the Secretary of HUD. Eligible costs could include land acquisition, design and construction (or renovation of an existing facility) and equipment.

Proposed Authority

An initial authority of \$75 million is recommended for the program as a sub-authority of the total authorized for Title VII programs. \$75 million in authority would require an increase in the present limitations of \$310 million for the total Title VII program.

Cost/Benefit Analysis

Due to the dense populations areas in which the facilities would be located and the high and long-term rate of use which they would receive, an extremely high ratio of user benefit can be derived for the costs involved.

National Recreational Association statistics for example, show that urban swimming pools have the highest user-benefit ratio of any type of urban recreational facility. Indoor pools which can be used year around have even a higher degree of user benefit.

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It would be expected that the average cost of the facility constructed under this program would be \$200,000 involving a grant of \$132,000. Most of the facilities which would receive assistance would be of use year around with the exception of outdoor swimming pools and spectator facilities which, depending on the local climate could be used during four to six months of the year. Facilities would usually be open for use from ten to fifteen hours per day depending on the type of recreational facilities which would be placed in the building. In many instances, a single facility can serve several recreational needs from swimming to basketball including spectator stands for neighborhood league basketball tourneys and similar sports events which attract both adult and teenage participation.

With the high degree of user days and large number of persons which each of these facilities can serve, the Federal grant dollar would receive a large return for a comparatively modest grant expenditure per unit.

The following table, based on information gathered from national recreation statistics, indicates the high degree of usability and high cost/benefit ratio derived from the types of facilities which would be assisted:

<u>Type of Facility</u>	<u>Average Cost</u>	<u>Average Use Days</u>	<u>Average users per day</u>
outdoor swimming pool	\$125,000	110	1000
indoor swimming pool	200,000	350	1300
gymnasium	150,000	350	800
field house with ball field	85,000	175	300

Consideration of Alternative Proposals

In considering the development of a new legislative proposal to provide assistance for recreational facilities in low income areas the question arose as to whether new legislation was needed or if technical changes in the legislative history for the existing Title VII program would suffice.

New legislation was considered essential for the following reasons:

1. Changing the legislative history to allow major construction under the existing Open Space Program would still restrict assistance to lands acquired with Open Space assistance.

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There would still be no source of general unrestricted assistance.

2. Because of the special needs involved, a higher grant percentage is needed than under the other programs of the existing title. Hence, new legislation would be required to implement the higher grant percentage for this section of the program.
3. The existing authority authorized for Title VII programs is not large enough to allow diversion of extensive funds into a new program area. Legislation to increase the authority for the whole program and a sub-authority for this particular purpose is needed.

A proposal to make loans for this type of facility instead of a grant was also considered as a method of meeting these needs. However, the present need is so great that grant assistance is considered as being the only way of stimulating action rapidly enough to correct the situation immediately.

October 31, 1966

HISTORIC HIGHWAYS PROGRAM

Legislative Proposal

A Federal historic highways program consisting of grants-in-aid to assist the States to increase public use and enjoyment of existing historic highways and National Park Service studies of two potential outstanding historic parkways could greatly expand the opportunities for recreation driving in the United States. The grants-in-aid could enable the States to make and publicize historic highway routes, protect scenic and historic features along the highway corridors, develop visitor-use facilities such as picnic areas and overlooks, and provide interpretative materials and visitor centers to enhance visitor appreciation and enjoyment of the highways. The studies would examine the feasibility of constructing a George Washington Country Parkway connecting the great historic areas of Virginia and the Potomac Valley, and an Abraham Lincoln Parkway in Illinois, Indiana, and Kentucky to run from Springfield, Illinois, to the Lincoln Boyhood National Monument, Indiana, the Abraham Lincoln Birthplace National Historic Site, Kentucky, and to a point near Mammoth Cave Natural Park, Kentucky.

Problem

Driving for pleasure, determined by the Outdoor Recreation Resources Review Commission to be the most frequent and extensive outdoor recreation activity of the American people, is threatened by expanding roadside developments which blot out historic landmarks and scenic vistas. Once erased, these qualities are lost forever. Demand for such opportunities is expanding as income, leisure time, and ease of transportation increase. Thus, the need arises both to preserve significant historic and scenic values along existing roads and to explore the feasibility of expanding opportunities by building carefully selected new parkways.

Related Programs

The proposed program would be closely related to the existing Federal-aid highways programs and the Highway Beautification Program, the Land and Water Conservation Fund, the Open Space program, the Greenspan program of Agriculture, and the National Parkway program. The Federal-aid highway programs, however, are directed primarily to road construction and reconstruction for the principal purpose of moving people and goods from one point to another as efficiently as possible. The Highway Beautification program, while closely related, is concerned chiefly with the appearance of highways, not with the preservation and development of visitor-oriented landmarks, scenes, and facilities. The Land and Water Conservation Fund, Open Space and Greenspan programs do not assist in the construction or reconstruction of highways.

The two proposed studies would consider additions to the National Parkway program.

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Thus the proposed program would complement the existing programs by developing recreation opportunity along the Nation's highways and expanding the National Parkway system.

Discussion of Proposal

The grants-in-aid program would avoid costly new highway construction and reconstruction, limiting new construction to that necessary to enter overlooks, visitor-use facilities, and interpretative areas. The report, "A National Program of Scenic Roads and Parkways," prepared by the Department of Commerce for the President's Council on Recreation and Natural Beauty, proposed that \$60 million be invested annually for 10 years in such assistance--a sum slightly over \$1 million per State.

Effective administration of the grants-in-aid program would, however, probably require the official designation of particular highways as "historic highways" eligible to receive grants-in-aid for historic preservation and development. The concentration of investment along such highways, however, should make them especially attractive to visitors.

The study program for Historic Parkways should determine whether the estimated visitation would warrant the expected cost of land acquisition, construction, operation, and maintenance.

Alternatives

A program of historic parkways could be developed which would follow closely the historic routes of the country's growth. For example, such roads could follow the path taken by Daniel Boone, Lewis and Clark, Zebulon Pike, and the Santa Fe or Oregon Trails. Such a program would involve extensive major new highway construction.

GEORGE WASHINGTON COUNTRY PARKWAY
Virginia and West Virginia

1. Legislative Proposal

- To authorize a feasibility study by the National Park Service of a historic parkway extending for 680 miles from Mount Vernon to Yorktown, thence along Colonial Parkway, west to Blue Ridge Parkway and Skyline Drive in Shenandoah National Park, north to Harpers Ferry, east to Great Falls, and finally along George Washington Memorial Parkway back to Mount Vernon

2. Statement of Problem

- A continuous conservation tool is needed to connect and promote preservation of a vast array of nationally significant historic, recreation and scenic sites
- Early acquisition of parkway land near a number of cities and towns is necessary in the near future to insure a scenic and historic corridor throughout as right-of-way is threatened by suburban developments in Washington, Fredericksburg, and Richmond areas
- Outdoor Recreation Resources Review Commission studies show pleasure driving number one recreation activity by Americans

3. Related Programs

- Not in conflict with any current program
- A significant contribution to Natural Beauty Program
- Included in the proposed Scenic Roads and Parkways program
- Parkway complements interpretive and recreational programs of Federal, State and local governments
- Private historic preservation activities are encouraged and augmented

4. Pros and Cons

- Connects some of our country's greatest historic sites and monuments
- Provides an inspiring travel experience and a reminder of the dramatic, historical events which occurred in George Washington's country and contributed so much to the founding of our Nation
- Scenic values of the Potomac, Rappahannock, York, and James Rivers and the Blue Ridge Mountains will add interest to this basically historical route

5. Alternative Proposals

- No alternative proposal would accomplish the total effect of this parkway
- Some parkway segments could utilize existing and improved scenic roads

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ABRAHAM LINCOLN PARKWAY,
Illinois, Indiana and Kentucky

1. Legislative Proposal

- To authorize a feasibility study by the National Park Service of a 520-mile national parkway from the vicinity of Springfield, Illinois, south and east to Lincoln Boyhood National Memorial in Indiana, thence to Abraham Lincoln Birthplace National Historic Site near Hodgenville, Kentucky, thence to connect with the Cumberland Parkway near Mammoth Cave National Park

2. Statement of Problem

- Outdoor Recreation Resources Review Commission studies show pleasure driving number one recreation activity by Americans
- Need exists to join together in a scenic corridor numerous historic sites bearing on the life of one of our great Presidents and important recreation, scenic and other historic sites along the route
- Early acquisition of parkway land necessary to insure a scenic and historic corridor throughout, particularly in areas threatened by suburban and industrial development

3. Related Programs

- Not in conflict with any current program
- Included in the proposed Nationwide Scenic Roads and Parkways Program
- Parkway would support and complement other Federal, State and local recreation programs and facilities
- In preserving countryside amenities and cultural values would significantly contribute to Natural Beauty Program

4. Pros and Cons

- Would provide a major Federal recreation facility in an area short in such supply
- Would provide access to a wide range of recreation, historic and scenic sites
- Would stimulate the economic development of the region through increased tourism and recreation activities
- Parkway would allow preservation and interpretation of scenic farmlands adjacent to the roadside thus preserving scenic beauty and foodstuff values of these lands

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5. Alternative Proposals

- Proposed parkway considered best method of achieving union of the many scattered recreation, scenic and historic sites and to present a unified interpretive theme
- Some sections might incorporate the scenic road concept

October 28, 1966

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10/31/66

EXTENSION OF NATIONAL FOREST SYSTEM

Proposal

To authorize the Secretary of Agriculture to establish additional National Forest units in the Eastern United States and to acquire with donated or appropriated funds, including appropriations for the Land and Water Conservation Fund, lands in the National Forest System that are primarily exhausted, depleted, or disturbed by mining. The purpose would be to restore surface conditions and make such lands available for outdoor recreation and conservation of the scenic, aesthetic, and inspirational values of wildlands. This would enhance supplies of clean water, increase production of wildlife and aid in the conservation of natural environment and other forest resources.

The National Need

In the Eastern United States there are substantial areas of high elevation and headwaters land that have been disturbed by mining or on which the vegetative resources have been depleted or substantially exhausted and which are receiving little or no planned management of the soil and surface resources. These lands are badly in need of restoration and proper management if they are to contribute their proper share to the social and economic welfare of the people of the nation, and especially the concentration of people in the urban and suburban communities in the Eastern United States. The proper development and management of these lands are needed to provide outdoor space where people in the concentrated population centers will have the opportunity to recreate on public lands. Addition of these lands to the National Forest System with their development and management under principles of multiple use and sustained yield will do much toward accommodating the needs for outdoor recreation areas, enhancement of watersheds, and the production of wildlife, timber and other commodities.

Of the 186 million acres of public lands in the National Forest System, about 23 million acres lie east of the Great Plains. Existing National Forest units, if adequately consolidated, will fulfill a part of the future requirements of people for outdoor space, water, wood, and wildlife in the heavily populated Eastern United States. There is also need to add to National Forest System these lands with critical watershed and land use problems.

Relation to Present Programs

This would be an extension of the existing National Forest System in the Eastern United States. The Weeks Law of March 1, 1911, as amended, authorizes the purchase of National Forests in the watershed of navigable streams to promote the regulation of streamflow or production of timber and for other uses compatible therewith. Some 50 National Forest units have been established, in which the 23 million acres have in the intervening 55 years been acquired. The Land and Water Conservation Fund, established by Congress in 1964, is available for recreation lands in National Forests as these existed on January 1, 1965.

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This proposal would provide for additional National Forest units oriented to restoration of surface conditions, outdoor recreation, and conservation of natural beauty as well as to the other purposes of National Forest System.

Explanation of Proposal

Under the proposal, additional National Forest units, in which an average of about 100,000 acres would be acquired, would be established in the Eastern United States. These would be designed to accommodate needs of people for open space and outdoor recreation, to encompass watershed lands of particular importance from the standpoint of clean rivers and streams, and provide in due course additional supplies of wood. They would involve, so far as possible, unused or little used wildland--that is, lands which have little or no planned management of resources, or exhausted or depleted lands and areas disturbed by mining for which other means of restoration are not apparent. Such lands are present in New England, throughout the Appalachians, in the central hardwood areas, to some extent still in the Lake States, and in the Ozarks.

Cost may be estimated at \$6 million per unit of 100,000 acres for land acquisition, including scenic easements and partial interests, over a 20-year period. An additional \$10 million would need to be invested in roads and trails, recreation facilities, watershed and forest improvement, reforestation, and administrative facilities. Total cost over a 20-year period, therefore, would be \$16 million or \$800,000 average per unit per year. If 20 such units were established, as is reasonable, average yearly cost would be \$16 million. Benefits at the end of 20 years would be:

- Two or more million acres of restored and protected watersheds;
- outdoor, natural environment space, capable of accommodating 6 million or more recreation visits per year;
- increased supplies of wildlife;
- more clean streams and lakes for fishing, swimming, boating, and other water-oriented sports;
- two or more million acres of improved forests capable of supplying increasing amounts of diverse products for the economy of the Nation;
- an expanded program of conserving and enhancing scenic beauty and 20 or more accessible and publicly owned spacious outdoor areas for the hiking and other activities that enable people to overcome the tensions and frustrations of an increasingly automated urbanized society.

Most of the benefits are intangible ones but well in accord with the stated objective of the President in his proposals to make America a better place to live.

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Advantages and Disadvantages

Advantages of the program are: Substantial people accommodation; effective measures for improving quality water production and enhancing watersheds; provision of convenient green space in the heavily populated Eastern United States; multiple use of the lands to achieve the optimum production of services and commodities therefrom; extension of a going program that can be efficiently handled by existing organization under long-tested policies and procedures. National Forest units offer a combination of benefits, including spaciousness in a natural forest environment, that are not offered by small and more limited use areas such as parks.

Disadvantages are: Extended Federal ownership with possibility of local or State objections; additional costs averaging \$16 or more million per year for 20 years; dilution of available funds and resources that otherwise could be used to consolidate present National Forests.

Alternatives

One alternative is to encourage development and availability of private lands for public use. Such a program can go hand-in-hand with this proposal and will complement profit-oriented recreation on private lands. However, the profit possibilities are small and the risks high in the creation of spacious areas for more extensive types of public use. Risks of forest fires, personal liability and like factors also add to the hazard. Probabilities of private developments which would substantially match the advantages of the National Forest units are not encouraging.

Another alternative is to encourage development and acquisition by State or local governments. To date, State and local parks, forests and wildlife areas go only part-way to meeting people's needs for open spaces and recreation lands. Most are single-use oriented and many meet the prescription of multiple use and optimum benefits to only a limited degree. The Land and Water Conservation Fund will aid in providing more State and local facilities but the emphasis still will be on parks of limited areas and mainly mass recreational use. National Forest units such as proposed here can be fully coordinated with State plans for parks and forests so that the total long-term needs will be more adequately met than if one or the other constituted the entire program.

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A PROGRAM FOR THE PRESERVATION AND PROTECTION OF ESTUARINE AREAS

1. Legislative Proposal: The purpose of the proposed legislation would be to protect and preserve in their natural condition those estuarine areas of the Nation which the Secretary of the Interior determines to be valuable for sport and commercial fishing, wildlife conservation, outdoor recreation, scenic beauty and outdoor laboratories for scientific study. The legislation would require that anyone proposing to dredge or fill in navigable estuarine areas of the United States first obtain a permit from the Secretary of the Interior.

It would authorize and direct the Secretary to examine applications for such permits within a reasonable period of time and determine the effects the proposed work would have on fish and wildlife resources and their utilization, outdoor recreation, and scenic beauty. It would authorize him to deny a permit or require modifications in the work contemplated as a condition to issuance of a permit whenever he found this to be necessary to protect and preserve these values. The legislation would not affect the existing authority of the Secretary of the Army to issue permits for dredging and filling activities in navigable waters after determining that such activities will not have adverse effects on navigation.

The legislation would provide that the authority of the Secretary of the Army to undertake or contribute to shore erosion control, dredging, filling, or beach protection of lands and waters within any estuarine area shall be exercised in accordance with a plan that is mutually acceptable to the Secretary of the Interior and the Secretary of the Army and is consistent with the purpose of this legislation.

The legislation would also authorize the Secretary of the Interior to conduct a study of the estuarine areas of the United States to determine their value from the standpoint of sport and commercial fishing, wildlife conservation, scenic beauty and scientific study and to identify any activities or conditions which may be expected to destroy or seriously damage these values of individual estuarine areas. The activities and conditions would include the exploitation of mineral resources and fossil fuels, urban and industrial development, and various types of pollution. It would authorize the Secretary to make reports to the Congress describing the results

of these studies and containing his recommendations as to corrective action needed to preserve and protect the value of specific estuarine areas for sport and commercial fishing, wildlife conservation, outdoor recreation, scenic beauty and scientific study.

2. Statement of Problem: Estuaries are places where salt water meets fresh water. A meandering river flows to the sea and terminates in an estuary. At this point, the river waters, the ocean tides, the coastal currents, and the contours of the shores interact resulting in the deposition of river sediments and sediments washed up by the sea in the estuary. It is a holding place for nutrients and, in some cases, for pollutants. This sediment slowly settles as the river flow slows when it enters the estuary and forms sand or mud flats which are covered with algae and other plants that can survive in salt and brackish water. These plants also collect more sediment and build up the area upon which more plants grow. Thus, the coastal marsh is formed with its myriad channels and creeks and small potholes with their gently sloping sides. This marginal sea and land area is the environment for many natural resources. It is these areas that we believe should be protected and preserved. When they are destroyed through residential or industrial development or badly polluted, they cannot be replaced. When this happens, the Nation as a whole is the loser.

Estuaries serve as habitat, spawning, and nursery areas for many species of commercially important finfish and shellfish, and finfish of importance from a recreational standpoint. They provide habitat for waterfowl and shore birds. Estuarine areas also attract recreationists for waterfowl and shore birds. Estuarine areas also attract recreationists for waterfowl hunting, birdwatching, swimming, boating, hiking, or just an opportunity to enjoy the beauty of natural resources along coastal areas. They serve as important laboratories for ecological research and nature study.

The destruction of estuarine areas has progressed more rapidly in recent years because of population pressures for housing space, industrial developments, and works of improvement for hurricane protection and control of beach erosion and salt water intrusion. In addition, many estuarine areas are being altered ecologically to the detriment of desirable organisms by pollution and waterflow control. Nearly every past action by man along the coastline has damaged, to some degree, the physical existence or biological quality of the estuarine areas.

The Fish and Wildlife Coordination Act authorizes the Secretary of the Interior and the Fish and Wildlife Service to review applications to the Corps of Engineers, Department of the Army, for permits to dredge and fill in navigable estuarine waters of the United States and to recommend measures for the protection, development, and improvement of these resources. However, the Act does not require the Corps of Engineers to adopt these recommendations. The Corps and the Department of the Army maintain that their primary responsibility in issuing permits for dredging and filling is from a navigation standpoint and that they are required to give consideration to effects on fish and wildlife as only one part of effects on the general public interest. The Corps often issues permits for these activities or fails to require modification in the work contemplated when the Fish and Wildlife Service recommends otherwise. The Secretary of the Army recently supported the Corps of Engineers on issuing a permit to the Bethlehem Steel Corporation to dredge and fill in Lake Erie within 2,000 feet of a unit of the proposed Indiana Dunes National Park in spite of objections by the Secretary of the Interior that the work would degrade the recreation and scenic values of the proposed park.

The Fish and Wildlife Coordination Act similarly authorizes the Secretary of the Interior and the Fish and Wildlife Service to study proposals by the Corps of Engineers to dredge navigation channels and harbors in estuarine areas and to recommend measures for the protection, development, and improvement of fish and wildlife resources. However, it does not require the Corps of Engineers or the Department of the Army to adopt these recommendations. The Corps often carries out dredging operations including the deposition of spoil in a manner objected by the Fish and Wildlife Service because of serious damage to fish and wildlife resources.

3. Related programs: As mentioned above, the Fish and Wildlife Service presently investigates and reports on dredging and filling activities in estuarine areas by the Corps of Engineers and on projects carried out under permits issued by the Corps of Engineers. During FY 1967, the Service will study and report on approximately 300 permit applications at a cost of about \$53,000. During this same period the Service will study and report on approximately 100 dredging projects of the Corps of Engineers at a cost of about \$25,000. These studies will be carried out under the authority of the Fish and Wildlife Coordination Act which does not require the Corps of Engineers to accept the

conclusions or to adopt the recommendations of the Fish and Wildlife Service. As a result, dredging and filling activities damaging to fish, wildlife, outdoor recreation, and scenic values of estuarine areas will continue to be undertaken directly by the Corps of Engineers or under the permits which it issues. The result is a progressive decrease each year in these public values of the estuarine areas throughout the United States.

There is no program at the present time for the systematic study of the estuarine areas of the United States to determine their values from the standpoint of fish, wildlife, outdoor recreation, scenic beauty and scientific value. Similarly, there is no program for a systematic identification of incompatible activities and conditions on an area-by-area basis or for recommending corrective action to the Congress.

4. Details of the Proposal: Commercial finfish and shellfish, which are dependent on estuaries, supported a commercial catch of 3.1 billion pounds in 1963 with an ex-vessel value of 239 million dollars. Sport fishermen spent approximately \$600 million and waterfowl hunters spent about \$41 million in connection with their fishing and hunting activities in estuarine areas of the United States in 1965. A substantial but unknown amount was spent by swimmers, boaters, and other recreationists during 1965. Much of these expenditures represented income to business establishments in the localities adjacent to the estuaries.

The review of applications to the Secretary of the Interior for permits to dredge and fill in estuarine areas would require approximately \$150 thousand a year or about \$100 thousand more than is available for review of the Department of the Army permits in FY 1967. The participation with the Secretary of the Army in the development of mutually acceptable plans for dredging and filling by the Corps of Engineers would require a total of about \$100 thousand a year. This would represent about \$75 thousand more than is available in FY 1967 for review of Corps of Engineers plans for this work.

The study of estuarine areas would require four years to complete. It would cost an estimated \$500 thousand for the first year and \$1 million a year for each of the next three years.

5. Alternate Proposals: An alternative approach would be to continue the present procedure of reporting to the Corps of Engineers on the dredging and filling carried out directly by the Corps or under the permits which it issues and hope that the Corps and the Department of the Army would assume an active role in the preservation and protection of the estuarine areas and the values which they support.

The Secretary of the Interior might seek the assistance of the Secretary of Defense in persuading the Department of the Army and the Corps of Engineers to play an active role in this resource preservation program.

The States might be persuaded to carry out studies of their own estuaries or to join with each other in carrying out studies of joint estuaries to determine the values, damage, and corrective action needed. The Federal Government could encourage the individual States to enact appropriate legislation to protect these areas. In those instances where the estuarine areas are located in more than one State, the Federal Government might encourage the affected States to form some type of interstate compact for estuarine protection.

Since it offers little hope for success, this alternative proposal has been rejected. Following enactment of the 1958 amendments to the Fish and Wildlife Coordination Act, the Fish and Wildlife Service and the Department of the Interior have tried repeatedly to convince the Corps of Engineers and the Department of the Army that fish and wildlife resources should be protected against damage from dredging and filling projects. The results have not been satisfactory.

The individual States are aware of the dangers to their estuarine waters but do not seem to be able to cope with the problems. Individual residents of the States are concerned about the destruction of estuarine values and are constantly requesting the President and the Secretary of the Interior to take corrective action. These people complain about the inability of their State Governments to provide the needed protection.

Additional Federal legislation seems necessary if the estuarine areas of the United States are to be preserved for the enjoyment and enrichment of the general public in the future.

10/20/66

PROTECTION OF GAME FISHERIES FROM EXPLOITATION

1. Legislative proposal: A proposal for legislation or international agreements to protect game fish populations from competition with commercial long-line fishing is not timely. The primary need is not for new legislation but for further scientific investigation and for more complete catch and effort data on a world-wide basis. Such information is necessary to determine whether conservation problems exist in marine fisheries, and how serious these problems are if they do exist. Armed with scientific evidence we can then negotiate bilateral agreements with the other countries involved.
2. The problem: There has been increasing competition between the commercial and recreational users of billfish and tuna resources. The parties to the controversy consist of commercial fishermen of several nations on the one hand and big-game fish anglers, charter boat operators, and businessmen providing angle services on the other.

In the Pacific Ocean the commercial interests are primarily Japanese longliners although there is also some conflict with American tuna fishermen. In the Atlantic Ocean commercial fisheries of several nations including the United States purse-seine fishery compete with sport fisheries. Commercial catches in the western North Atlantic have dramatically increased with the adoption of more efficient fishing techniques and increased world demand for tunas and billfishes.

3. Present programs: Present research and statistical programs are inadequate to provide the information needed. Records are available of total commercial catch, but our understanding of the effects of fishing on the resource is limited to a very few areas and fisheries. In the instance of the important Japanese longline fisheries, the quality and quantity of available information is variable. An adequate survey of the extent of the sport fisheries has not been made. About all we know of both fisheries is that catches and effort have increased dramatically in recent years. There has also been some decrease in average size of the fish in the catch but whether this is indicative of anything abnormal

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is not known because of the scarcity of other related data. There are, for instance, little or no measures of population size or identification of the stocks supporting the fisheries. Indeed, we have not determined that a conservation problem actually exists. We do, however, know that competition for the resource is very real and increasing and that more conflicts are bound to arise.

On-going projects related to this problem are included in the BSFWS marine game fish research program. A cooperative tagging study with the Woods Hole Oceanographic Institution and the International Gamefish Association is concerned with migration studies of marlin, sailfish and other marine game fish. The project is based at Tiburon Marine Laboratory, Tiburon, California, and is funded at \$10,000 in FY 1967. A second project at Panama City, Florida, is studying the abundance, distribution and environmental relationships of the marlins and sailfishes of the Gulf of Mexico. It is funded at \$15,000 in FY 1967. The Atlantic shark investigation based at Sandy Hook Marine Laboratory, New Jersey is obtaining information on the migratory habits of sharks. In FY 1967 it is funded at \$54,000.

A contract is being negotiated with the University of Miami, Florida, for a survey of the angler catch, effort and expenditures on marlins, sailfish and tunas. This will be a one year contract funded in FY 1967 at \$25,000. In addition, contract research on billfishes has been supported at the University of North California and Texas A&M University.

The Bureau of Commercial Fisheries (BCF) is studying the biology of the tunas and gathering catch statistics and other information on the commercial tuna fisheries in both the Atlantic and the Pacific. In Hawaiian waters and in the eastern Pacific, BCF scientists have developed methods for predicting the distributions and general abundance of the fish on the basis of oceanographic factors. They are also investigating tuna behavior, physiology, age and growth, migration, and the definition of subpopulations.

The BCF Biological Laboratory at Honolulu has for many years played an active role in the annual Hawaiian International Billfish Tournament. They measure, determine sex, and examine stomach contents of billfish and tuna caught in the tournament. They analyze and report on the catch in respect to water temperature and prevailing currents, as determined by their research vessel working in the area at the time.

4. Discussion: We do not at this time believe it possible to propose additional legislation designed to eliminate or alleviate conflicts of interest between commercial longline fishermen and sport fishermen. That a conflict does exist is clear enough but the extent cannot be determined until more adequate data are obtained from both commercial and sport fisheries on catch and effort statistics, migrations, stock definition, and biological factors which will aid in the assessment of exploitation rates.

The same general restrictions apply to international agreements. We do not yet have the kind of information we need to approach other nations at the bargaining table.

The Bureau of Sport Fisheries and Wildlife plans to accelerate and expand its research and statistical survey activities so that the condition of the resources can be assessed and management procedures recommended. Included in an expanded program would be the fisheries for striped marlin, blue marlin and sailfish in the eastern Pacific and white marlin, blue marlin and sailfish in the Atlantic and Gulf. This program would include:

- a. Systematic collection of commercial and sport fishing catch and effort statistics and, in the instance of the latter, economic data.
- b. Accelerated tagging programs designed to better define migrations, stocks and assess exploitation rates.
- c. Biological studies of growth rates, fecundity, spawning areas, food habits and distribution and abundance.

The Bureau of Commercial Fisheries will continue its biological and oceanographic programs primarily concerned with the tunas. These programs also produce information related to billfish distribution and abundance. BCF will continue to have responsibility

for gathering catch and effort data on the commercial fisheries, domestic and foreign, that capture tunas and billfish for food. Long experience of BCF in international fishery matters and many contacts in Japan and other countries will be helpful in international negotiations and in obtaining information on catches by foreign commercial fishing vessels.

5. Alternate proposal: Public Law 86-359 was enacted to facilitate research on migratory marine game fish species. This Act also provided for appropriations not to exceed \$2,700,000 in any one fiscal year. The language of the Act is such that the kinds of studies required to find solutions to the present problem are well within its purview. The amount of money provided by this Act has never exceeded \$844,000 in any fiscal year. The kind of program that would be made possible by the full funding of \$2,700,000 would provide the amount and quality of information needed to promulgate required legislation and conclude the kinds of international agreements that would protect game fishes from over-exploitation.

EXTENSION OF THE WETLANDS LOAN ACT

Legislative Proposal

1. Extension of the Wetlands Loan Act of October 4, 1961 (75 Stat. 813; 16 U.S.C. 715k-3-715k-5) for an additional eight-year period.
2. The Wetlands Loan Act authorized the appropriation of not to exceed \$105 million for the seven-year period fiscal years 1962-1968 to supplement receipts from the sale of Duck Stamps so as to accelerate the acquisition of waterfowl habitat for the National Wildlife Refuge System. The goal planned for the seven-year program utilizing both an estimated \$35 million from Duck Stamp receipts and \$105 million from the loan fund was 2.5 million acres of waterfowl habitat. Total appropriations under the Act through fiscal year 1967 were \$38.5 million. With a 1968 estimate of \$7.5 million, a total of \$46 million will have been appropriated for the seven-year period, leaving a remainder of \$59 million authorized to be appropriated. It is estimated that, with a \$7.5 million appropriation in 1968, approximately 1.13 million acres will be acquired during the seven-year period. It is estimated that most of the remaining 1.37 million acres to reach the 2.5 million goal can be acquired if the original authorization of \$105 million under the Loan Act is extended for an eight-year period and appropriations are made at an average of \$7.5 million per year.
3. The programs which utilize the funds authorized by the Wetlands Loan Act are the acquisition of land for national wildlife refuges under the Migratory Bird Conservation Act and the acquisition of land for waterfowl production areas under the Migratory Bird Hunting Stamp Act. Under the former program, a system of refuges to serve the needs of the migratory waterfowl resource for breeding, migration and wintering purposes is being established. Although many of the refuges are completed, there remains a total of some 234,000 acres with an estimated cost of \$42 million which has been approved by the Migratory Bird Conservation Commission and is needed to complete refuges already initiated. Under the Waterfowl Production Area Program, it is estimated that about 900,000 additional acres of land, primarily in the prairie pothole States of Minnesota, North Dakota and South Dakota, but also in Nebraska, Montana, Colorado and Maine should be acquired to preserve sufficient habitat to maintain the waterfowl resource. Both programs reach individuals

with a wide range of interests. They provide on-site hunting and fishing as well as opportunity for bird watching, nature study and general outdoor recreation and make a significant contribution to off-site enjoyment of migratory birds. With the rapid decline of natural areas, these programs supplement other Federal and State programs for preserving areas where the public can enjoy wildlife-oriented outdoor recreation. Existing refuges now serve over 13 million visitors annually with visitors increasing at about 13% per year.

4. Additional funds to complete the refuge system and assure the preservation of waterfowl habitat in the prairie States are needed now. The refuges which are only partly acquired cannot contribute their full potential to either the waterfowl resource or the recreation-minded public until the land acquisition is completed. With escalation of land costs, it is in the public interest that, so far as feasible, lands be acquired while they are still available at reasonable prices. Appropriations under this Act are a loan against receipts from sale of the Duck Stamps and would be repaid to the Treasury out of Duck Stamp receipts beginning with the first year after the eight-year extension. This would be the same provision as in the existing law which provides for repayment beginning in fiscal year 1969 at the rate of 75 percent of annual stamp receipts.
5. An alternative proposal considered was an increase in the price of the Duck Stamp. Although this would furnish some additional funds, it is probable that a higher price would decrease the number of individuals purchasing the stamps. Furthermore, without an extension of the Loan Fund Act, only 25 percent of stamp receipts will be available for land acquisition beginning with fiscal year 1969 and the sums which can be expected would not be sufficient to complete the program.

1. Legislative Proposal

To establish the "Massanutten National Recreation Area" within the Shenandoah Forks Area of the George Washington National Forest in the State of Virginia, to protect the natural beauty of the area and provide additional outdoor recreation opportunities in the development of the Potomac River Basin, and for other purposes.

2. Problem Giving Rise to the Proposal

The Shenandoah Forks Forest Area, in the heart of the widely known Shenandoah Valley is one of the most beautiful and unique combinations of mountains, rivers, streams, forests, farmland and history in America. It is truly an American heritage. This superbly beautiful area which lies within an easy drive of Metropolitan Washington, D. C. and other heavily populated eastern areas has a high potential for development and use as a major outdoor recreation attraction. It could make a significant contribution to closing the gap between the large public demand and the short supply of high quality outdoor recreation in the Basin.

Yet, that part of the area outside the present National Forest boundary is presently extremely vulnerable to despoliation that has already pre-empted so much of the Shenandoah River banks further down stream, committing them to unplanned development, breeding rural slums, destroying the natural beauty and depriving the public access, and protection of a heritage of national significance. The trend toward this type of use is already evident in places along the stream banks. Old buses and temporary shacks on small lots are beginning to appear.

Land values are beginning to rise as lands are subdivided and sold for use which is neither conducive to high quality and high value residential property, or to protection of the natural beauty of the area. The need for protection of the serene beauty and provision for public access along both Forks of the Shenandoah for public recreation is urgent. The current and rapidly growing demand for additional outdoor recreation opportunities is strongly evident in the overuse of existing facilities. The existing National Forest in this area is largely confined to the beautiful Massanutten Mountain range. The adjacent area outside the present boundaries includes the magnificent Forks of the Shenandoah and the Massanutten Peak areas. These could be developed in combination to make a significant contribution to outdoor recreation needs and to afford the urgently needed protection.

3. Related on Going Program

The existing National Forest unit is being developed under the multiple use principle as part of the National Forest Development Program. While the resources within the existing National Forest boundaries would ultimately be developed under the Program, the rate of development is

not consistent with the demand for recreation or the objective of the President to make the Potomac a model of conservation for the Nation. Furthermore, development under Forest Service programs is limited largely to lands within the National Forest boundaries. The lands along the Forks of the Shenandoah River which should be developed for public recreation and should be protected to realize the full potential of the area, lie largely outside existing National Forest boundaries.

4. Discussion of the Proposal

Establishment of the National Recreation Area proposed would require that the existing Massanutten Unit of the George Washington National Forest be enlarged to the limits of the proposed National Recreation Area.

The boundary of the proposed area would include all of the existing Massanutten Units of the George Washington National Forest, the rivers and banks of both Forks of the Shenandoah River, and an extension of the existing area to the southwest to include the largely unpopulated forested area at the south end of the Massanutten Mountain range. Land in the vicinity of adjacent cities would not be included.

The proposed extension would increase the gross area by 129,400 acres from the present 133,000 acres making a total gross area of 262,400 acres. Of the 129,400 acres in the extension area, only 37,654 acres would need to be purchased in fee simple. Scenic easements on an additional 34,000 acres would adequately protect the public interest without full public ownership.

The present National Forest ownership of 72,600 acres increased by 38,469 acres proposed to be acquired in the existing Massanutten Area and 37,654 acres to be acquired in the extension area would place 158,723 acres in public ownership in the Shenandoah Forks Area.

The cost of land, structures and development, and operation during the first 10 years to accelerate development of the potential of the proposed National Recreation Area is estimated to be \$39,500,000. Approximately \$15,835,100 of the amount would be cost of land and easements.

This program would result in the provision of outdoor recreational facilities and provision of service for 14,900,000 days annually by the 10th year.

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Significant returns to the government could be expected through charges for this recreational use.

Under multiple use management, other benefits would accrue in protection of natural beauty of the area, reduced erosion and sedimentation, improved hydrologic conditions, improved game habitat and improved timber quality. Development and benefits arising from these activities are much less significant than recreational benefits, however.

Cons

There has been some local opposition to extension as suggested in the preliminary Report of the Recreation and Landscape Sub-Task Force on the Potomac River Basin. Opposition was heaviest in Warren County. Public hearings were arranged in the County Seat, Front Royal, Virginia by Congressman Marsh to explain the proposal. He has publicly opposed extension of the National Forest boundaries but may very well change as the public gains better understanding. He has asked that decisions be delayed on this for two months or so.

Objections to the proposal in Warren County have been; (1) that the government would purchase large areas and, thereby, reduce the county tax base; (2) that it would prevent development of industry in the area; and (3) that it would displace large numbers of residents. These fears are unfounded. Purchase and development would attract many visitors to the area and would promote the development of high quality real estate in the area. It is not anticipated that a large part of the extension area would be purchased, only that needed for public purposes and protection of the area from despoliation. Industry and other development which is compatible with use of the recreation resource would not be restricted. Local residents would be left largely undisplaced. Bonafide residents in the area would benefit from the proposed plan to protect and develop the area. Local speculators wishing to subdivide the area would suffer some loss.

5. Alternatives Considered

- a. The area could be left as it is now and the development could be confined to the existing National Forest Area.

This alternative was rejected because it would fail to protect the Shenandoah River from despoliation which could be corrected in later years only at great cost and displacement of residents. It would preclude development of the full potential of the area which can only be achieved by the development of a variety of recreation which is dependent upon the use of the river area as well as the mountain area already within the National Forest boundary.

- b. The proposed extension area could be designated and managed as a State Park.

This alternative was rejected because the area is so closely tied to the development and administration of National Forest units and would logically be developed as a part of it. Management by the State would be far less efficient from the standpoint of administration. It is doubtful that State finances would be adequate to provide for full development needed in the area.

- c. Local governments and the State could zone the area to regulate development.

This alternative was rejected because past experience on the lower reaches of the Shenandoah River indicate that zoning ordinances have not been imposed or enforced to prevent despoliation. This alternative would also fall short of the President's objective to make this part of the Potomac a model of conservation.

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PROPOSAL TO COMMEMORATE THE
CENTENNIAL OF THE CREATION OF THE FIRST NATIONAL PARK

1. Legislative Proposal

It is proposed that a National Park Centennial be observed in 1972, marking the 100th anniversary of the establishment of the first national park, Yellowstone. To prepare the overall program, plan, direct, and coordinate such a centennial, it is recommended that legislation establishing a National Park Centennial Commission be enacted by the Congress. It is further recommended that the legislation include a request to the President that a Second World Conference on National Parks be convened in Yellowstone and Grand Teton National Parks in 1972.

2. Statement of Problem

Yellowstone National Park, established by the Congress of the United States on March 1, 1872, was the first national park in the world. It ushered in a new concept of land use--namely, the preserving of a great natural area in perpetuity as a "pleasuring ground" for the benefit and enjoyment of present and future generations. Since 1872, 32 additional national parks have been established in the United States and some 80 nations in the world have established National Park Systems. Therefore, because of the national and international impact of the National Park Concept, a unique American contribution to world culture, it is appropriate that the inception of the national park idea and its approaching centennial be appropriately observed in the United States and throughout the world through the medium of a National Park Centennial.

3. Related Programs

The national parks today continue to preserve the natural and historic objects and the wildlife therein for the benefit and enjoyment of the people. They are, in fact, some of the Nation's largest and most important wildlife preserves. Yellowstone National Park alone is visited by approximately two million persons annually, and it is expected that this number will grow rapidly in the years ahead.

To adequately provide services for the National Parks Centennial Commission, it is estimated that \$500,000 will be required in appropriations spread over the fiscal years 1970-73.

4. The above proposal has such overriding national merit, both from the standpoint of personal services to large segments of the public

and to the conservation of our natural, historic, and wildlife resources, that we do not foresee contrary or negative results from implementation. The holding of a Second World Conference on National Parks at Yellowstone and Grand Teton would have wholesome benefits for the American people and would exert significant influence in conservation and park management throughout the world. The United States of America has been the historic leader in national park development. In recognition of this, the First World Conference on National Parks, held in Seattle, Washington, in 1962, recommended that a Second World Conference be convened in Yellowstone National Park in 1972 as part of a worldwide observance of the 100th anniversary of its establishment. Further, the creation of a National Park Centennial Commission and the yearlong observance of the centennial with many special events, university lectures, motion pictures, television programs, and books to be published would have a profound effect on the conservation education of young people in our elementary, secondary, and college levels.

October 20, 1966

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NATIONAL PARK FOUNDATION

1. Legislative Proposal

- To abolish existing National Park Trust Fund Board and create instead a National Park Foundation consisting of a Board with greater private representation and more freedom in accepting and administering gifts

2. Statement of Problem

- Private philanthropy must be encouraged to help preserve historic, scenic, and recreational lands for the public. This proposal offers an attractive vehicle for individuals and organizations to help realize a vital objective of our society. It will set up a body which is authorized to accept, administer, and deal with both real and personal property which is bequeathed or donated for purposes of the National Park System.
- The existing body with a similar purpose, is inadequate, primarily because it cannot accept donations of real property and it must invest its funds in Treasury bonds. The existing National Park Trust Fund Board has a majority of governmental officials, with only two members from the general public. The new body would have at least 8 members, of whom at least 6 must be private citizens of the United States.

3. Related Programs

- Existing National Park Trust Fund Board has had donations of only \$117,000 in the 27 years of its existence
- Secretary of the Interior may accept donations of funds and property under existing law, but property must be within authorized boundary of a park area or he cannot administer the property

4. Pros and Cons

- Will encourage tax-free gifts for the benefit of National Park System
- Will assist in stopping land price escalation at areas being proposed for Federal establishment, by permitting body to acquire property (with donated funds) in advance of authorization
- Permits essentially private control over funds donated for a public governmental purpose, but limits activity to benefit the National Park System.

5. Alternative Proposals

- Not applicable

October 20, 1966

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10/18/66

A COOPERATIVE URBAN FORESTRY PROGRAM

I. THE PROPOSAL

The Secretary of Agriculture will be authorized to:

- A. Provide trained forestry specialists to promote the establishment, culture, and protection of trees and shrubs, and to generally supply technical assistance to city, county or similar units of government through cooperative arrangements.
- B. Cost-share with units of State or local governments in forestry-related conservation projects such as tree planting, pruning, spraying, etc., aimed at establishing, or improving trees and shrubs.
- C. Cooperate in producing nursery stock through financial and technical assistance to State and local governments and private individuals in the growing of ornamental shade trees and other types of plants needed to enhance the urban environment.
- D. Conduct research on the requirements, establishment, protection and culture of trees and shrubs in an urban environment.

II. THE PROBLEM

Urban sprawl is a creeping blight that is annually consuming hundreds of thousands of acres of our precious American countryside. A growing portion of our people are moving to cities and suburbs. Today 70 percent of the people live on only 1 percent of the available land; and the trend continues. The subdivisions built to house them are often stripped of trees before construction begins. These skinned areas contribute to erosion, sedimentation and local flooding.

III. RELATED ON-GOING PROGRAMS

A cooperative urban forestry program would not supplant or duplicate existing related programs. It would supplement them and build upon the proven framework of cooperative forestry programs already well established. It would strengthen urban planning; beautification; and related existing programs by bringing needed forestry-related skills to help as needed on the ground.

IV. DISCUSSION

A cooperative urban forestry program will be patterned in part after the strong and highly successful Cooperative Forest Management programs such as those established under the Clarke-McNary Act of 1924. These provide financial and technical forestry assistance to forest landowners through and in cooperation with States. The proposal also includes direct grants

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to localities for forestry measures on a cost-sharing basis, along the lines of the ACP program of ASCS. Further, the package will include broadened forestry research activities to support the action program. Some research will be done in cooperation with universities and other public and private organizations.

A. Technical Assistance--Urban Forestry Specialists

The Department of Agriculture, through the Forest Service, will share with local units of government the costs of providing trained urban forestry specialists. These specialists would work at city, county or similar levels. Cost-sharing, on a 50-50 basis, would be direct with the local units involved or through a State organization if appropriate and desired.

Functions of the urban forestry specialists would fall within two major types of activities:

1. Promoting and advising private property owners on the establishment and care of trees for ornamental purposes under urban conditions. Not as a person-to-person consultant but through talks, newspapers, publications, radio and T.V., and similar activities. Specialists would also encourage and participate in natural beauty activities sponsored by citizen groups.
2. Advising local governmental agencies and other organizations with respect to forestry aspects of programs of open-space, land-use planning, zoning, landscaping and related matters. Specialists would serve as forestry consultants on all available Federal, State and local programs encouraging beautification and environmental improvement, including other parts of the urban forestry program discussed below.

State resource and recreation agencies would participate as needed by furnishing technical supervision, training, and coordination within the State. However, local units of government may elect to work directly with the USDA through appropriate cooperative agreements.

B. Financial Assistance for Urban Forestry Projects

This part of the program would be similar to the Agricultural Conservation Program. Grants would be made for specific urban forestry practices, under the supervision of urban forestry specialists.

C. Production of Nursery Stock

One of the principal aims of the proposed cooperative urban forestry program is to get trees and shrubs planted in cities and suburbs. Even if technical assistance and cost-sharing measures to help meet

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the cost of planting are provided, there must be a sufficient quantity of nursery stock ready when needed.

This aspect of the program would provide for technical advice and cost-sharing by the Secretary of Agriculture to promote the production, distribution, and use of trees and shrubs for ornamental and conservation purposes in urban areas.

D. Research on Urban Forestry and Environmental Quality

An expanded program of research on urban forestry problems is an essential part of the overall urban forestry program. Specific authority and additional funds to carry out such research would give new direction and impetus to urban forestry programs and related projects.

Study areas would include, for example:

1. Effects of air pollution on trees.
 2. Ameliorating effects of trees on climate and air quality.
 3. Protection of trees during construction of residences, etc.
 4. Protection and management of wooded strips, patches and individual trees in urban conditions.
 5. Urban tree insect and disease control.
 6. Feasibility of pre-planning construction in urban areas to protect soil and vegetation. Evaluation of and planning of construction on wooded sites and maximize preservation of a pleasing environment.
- Cost to benefit discussion is in back-up material.

V. ALTERNATIVES CONSIDERED:

- A. The principal alternative to a Federal cooperative urban forestry program is to let the States carry the whole load -- Federal activity would be limited to emphasis on beautification and urban forestry within the framework of existing programs.

This is rejected because the present situation is a product of this approach. Only recently has Federal emphasis on beautification made inroads in the obvious disregard of our natural environment at local levels. This has stimulated Federal funds and Federal programs -- such as the Land and Water Conservation Fund, the Highway Beautification Act, and the Open Space Program, etc. This proposal is a part of the total effort needed within the concept of creative federalism.

President Johnson has eloquently described why protection and enhancement of natural beauty are a national need. Clearly the size of the job that has to be done is beyond the resources of State governments. The financial resources of State treasuries and local units of government are already severely strained. State and local programs that meet material needs usually must take precedence over environmental improvement programs with their basically intangible benefits.

- B. A second alternative would be for Federal agencies to assume a dominant role -- allowing them to inventory, evaluate, and carry out forestry and related projects in urban areas directly through contracting, field organizations, etc.

This would bypass the local capability and function that is perhaps the most essential part of environmental improvement -- land use planning. Zoning and master planning are traditionally local responsibilities. A natural beauty program can be effective only if governmental activities are carried out with a full appreciation of their effects on the environment and with full support and participation by the people concerned. Federal programs would not have much chance of success without full use of the planning functions and local government programs which relate to the character of the environment.

10/20/66

LOANS TO RURAL LANDOWNERS OR TENANTS TO CONVERT
ENTIRE FARMS TO RECREATION

1. Legislative Proposal: Amend the Consolidated Farmers Home Administration Act of 1961 to permit making and insuring loans to rural landowners, including small family corporations and partnerships, or tenants to shift the entire use of their farmland from the production of crops to income-producing recreation enterprises.
2. The Problem: Many farmers are making more from their recreational enterprise than from farming. FHA authorizations, however, requires that they continue to get some income from farming to be eligible for a loan. So they must continue to devote some of their time and land to the least productive enterprise on their land instead of concentrating on that one which brings the greater return for their efforts.

Applicants on small acreages often farm and hold down a full time job off the farm. They would like to give up tilling the soil but keep their salaried job while working into the recreation business. This they cannot do if they are to qualify for an FHA loan under present regulations.

Present FHA authorizations limit loans to individuals for recreation enterprises to not greater than family-size farmers. This does not necessarily stimulate the greatest use of recreational resources in rural areas which, as the ORRRC report pointed out must depend heavily upon development by the private sector.

Present restrictions limit FHA loans for recreation purposes to present farmers or those who are experienced in farming. This eliminates many worthy applicants who could make good use of the recreational resources on farmlands but who are not present or experienced farmers.

The present limitation prohibits making FHA loans for income-producing recreation enterprises to small family corporations or partnerships or to landowners whose farms are operated by tenants. In many cases, this again would deny the ultimate development of recreational use of the land resources.

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3. Inadequacies of Present Program: The restrictive limitations placed on the FHA loan program prevent this agency from rendering maximum assistance in helping the private sector to make available the land and water resources needed to fill the great public demand for recreational facilities, even though this organization has the field staff already set up that could well make the kind of loans needed.

The Small Business Administration, while it may have the authority to carry out greater recreational development does not in practice make loans on farmlands. The SBA organization is not set up to make their loans immediately available directly to landowners in rural areas. Their loans are likewise made in larger amounts for bigger developments than would be the common need in rural areas.

The Economic Development Administration operates only in designated areas which oftentimes may not be those areas where the natural resources are best suited to recreational development.

Private lending institutions are limited by statutory requirements in most states and are further limited by their own policies from making long-term loans that would be of any material assistance in the development of recreational enterprises.

The ORRRC report pointed out the great shortage of recreation facilities in relation to the need and emphasized that the greater amount of such facilities would need to be provided by the private sector. The results thus far show that the private sector has failed to increase its contributions to the total supply in the amount needed.

When FHA first announced the new loan for recreation purposes it received more than 5,000 letters of inquiry. Since then 1,900 have filed applications and 500 have actually received loans.

4. Costs and Benefits: The liberalization of the authorizations for FHA to make loans for recreational purposes would result in an expansion of this lending activity by perhaps five to ten fold.

This is based on the fact that FHA has received an estimated ten thousand inquiries over the past four years in addition to the original five thousand. Many of these who inquired would be able to qualify under broadened authorizations.

The Farmers Home Administration, with a field staff already deployed could increase the number of loans for recreation purposes by ten fold without any extensive increase in administrative costs. The organization is already trained in making this type of loans.

The FHA organization has had 30 years of experience in making loans based primarily upon the economic feasibility of the proposed enterprise without regard to the collateral which the borrower is able to pledge. This places the Farmers Home Administration in a unique position in the matter of being able to meet requirements for this type of operation without any substantial change in their organizational pattern or administrative costs.

One of the greatest benefits to the broadening of this program would be, in addition to making facilities available to the public for recreation, the fact that it would provide employment and additional income to farmers and rural people where such income is most urgently needed.

The cost of increasing the number of loans and the amount of money loaned in this category by approximately ten fold would cost only an approximate one to one and one half million dollars additional for personnel.

The money that would be needed to expand loans for this purpose would continue to come primarily from local private lending institutions and would be guaranteed by the Federal Government, thus eliminating the need for direct appropriations.

5. Alternative Proposal: To set up an entirely new agency for making loans of this type could be done only at greatly increased cost.

The expanding of any other Federal lending agency to serve all agricultural counties would involve a massive personnel expansion.

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The expansion of any agency which has been experienced only with grant funds to the point where it would be able to render sound judgements upon the economic feasibility of recreation proposals would require a substantial amount of personnel training.

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LAND USE PLANNING AND DEVELOPMENT ACT

1. Legislative Proposal: Legislation to be known as Land Use Planning and Development Act should be enacted by Congress to create a Federal-State-Local partnership, the purpose of which would be to assure maintaining open spaces for agriculture, recreation and natural beauty in a pattern that would contribute to development and protection of environmental qualities. Two major provisions should be:

- a. Direct the Executive Department (the President or the Secretary of Agriculture) to submit to the several State Governors for consideration of State legislatures a standard State enabling Act to provide for local adoption of necessary zoning and ordinances that would assure continued use of selected privately owned lands and waters for the above stated land use purposes through long-term contracts or agreements, with tax or other economic considerations permitting fulfillment thereof.

Parties to the contracts or agreements should be an appropriate agency of the Federal Government, the state or its local subdivision and the private landowner.

- b. Authorize the Department of Agriculture to make available specific types of technical and financial assistance to those local units of government adopting appropriate open land use zoning ordinances and which develop necessary local programs and plans for effectuating and enforcing such ordinances.

2. Problems Giving Rise to this Proposal: Increasing difficulty in maintaining agricultural and other open land uses that contribute to the quality of the environment, especially in rural fringe areas near centers of population and along major travelways;

Competition for use of open space lands for purposes other than agriculture, recreation and natural beauty;

Inequitable taxation on lands remaining, or which should remain, in open space uses;

Difficulty of conservation and effective open land use practices including flood prevention, erosion control, and vegetative practices that would assure natural beauty environmental qualities and long-term economical return;

Without effective open land use ordinances, broad area resource planning and development in many sections of the country is difficult, if not impossible.

3. Related On-Going Programs: No Federal program for open land use zoning and ordinances now exists.

Historically, zoning and ordinances as a means of land use control have been reserved to the States and local sub-divisions thereof. Statutes permitting effective application of zoning and ordinances to rural areas are lacking in most States.

In a few States where local governments have adopted rural zoning or ordinances governing land use, the constitutionality of such controls have been contested in the courts; - in certain ones declared unconstitutional.

It should be noted, however, that progress has been made in recent years in a few states toward getting broad citizen support for such legal instruments of rural land use planning and development. Among these are Massachusetts, Delaware, New Jersey, California, and Wisconsin. Other States need to be encouraged in doing so. All lands in Hawaii are subject to zoning by State authority.

4. Discussion of Proposal - Pros and Cons: The White House Conference on Natural Beauty made many different recommendations respecting effective zoning and ordinances as a means of assuring equitable taxation, and under certain conditions, providing subsidization of designated open land uses for agriculture, outdoor recreation and natural beauty. Certain panels requested the Federal Government to initiate such a program in cooperation with the States.

Unless tax or other economic concessions are allowed private owners of lands highly suited for agriculture, open spaces, outdoor recreation and natural beauty in the rapidly growing suburban and outer-urban areas of the country, such uses will disappear, thereby completely spoiling the environment otherwise conducive to good living, working, and playing for increasing millions of urban people.

Several specific questions and comment from the Proceedings of the White House Conference on Natural Beauty indicate the significance of this recommendation.

"Dr. Darling. I feel that the policy of taxing land can be rather upside down. If you tax lands when development takes place, then you retard development insofar as somebody wishes to keep a farm as a farm. If you tax on potential, as is now general in the United States (but not over-all--there are counties that have changed in this respect,) it means that the farm between two subdivisions is squeezed out. It has to develop."

"Mr. Wenkam. Hawaii's unique land use legislation providing for zoning of all the land in the State, public and private, urban and farm, may well set an example for the Nation to follow or adopt."

"Mr. Monk. We need a program of technical assistance, cost-sharing, and perhaps loans to help convert abandoned, idle, or little-used farmland from the ugliness of weed and brush infestation to some constructive uses -- whether these be for wildlife, nature trails, water development or purely aesthetic enjoyment."

"Mrs. Morse Erskine. I speak definitely from the point of view of a frustrated citizen. I want to know why we shouldn't head into the question that has been so successful in the northern countries of Europe, the question of greenbelt zoning. In this, agricultural zoning is placed upon areas around cities that should be preserved for that use alone. The owners are left in possession of the land, they are compensated if necessary. It is a zoning that cannot come from a local level. It must come from either Congress or State. Without that, citizens at my level are perfectly helpless to fight all sorts of decisions that are made in the belief that urban use is a higher use and agricultural lands must give way to it.

"I don't have to go into it. You know far more about it than I do. This is help for the citizens."

"Dr. Graham. The question, it seemed to me, was whether or not local zoning, which means in this case county zoning, is sufficient, whether or not we don't need, in fact, statewide zoning, or possibly some kind of Federal zoning.

"As I understand it, there are very few counties actually in the United States that have zoning ordinances. Hawaii, I suppose is the only State that has statewide zoning. I am not sure there is Federal zoning, but this is something that we don't desire; we can handle it some other way. Am I not right?"

"Phillip Alampi. We have in New Jersey the highest land tax in the Nation. In order to assess farmland on an agricultural use basis rather than on the basis of nearby industrial land values, we had to seek a public referendum to revise constitutional provisions relating to property assessment. This we did in the Garden State with a program identified not only as a project to preserve agriculture but also to 'Save Open Spaces.' The referendum was approved by a majority of 3 to 1, and now qualified farmers who have 5 acres or more are taxed on the capacity of that land to produce agricultural crops and not on the basis of adjacent industrialized or residential land areas.

"In considering the difficulty of preserving agriculture in highly urbanized New Jersey, I think this is a lesson for other States concerned with the loss of farmland. It also presents an opportunity to the fellow who would like to invest in farmland and make a profit after paying a rollback penalty. Such a three-year rollback tax must be paid when the land is sold for a higher use. To a degree, this discourages the speculator from buying up a lot of farmland. Our experience in New Jersey may offer a challenge to residents of other States who would like to maintain, at least for a period, more open space as an asset to our urbanized society."

5. Alternative Proposals: Federal zoning and ordinances to control use of private lands - eliminated as being impractical and undesirable in the United States.

Statewide zoning and ordinances to control use of private lands - rejected as being politically undesirable, impractical and, in many states, perhaps unconstitutional.

Outright public purchase of all desirable open space areas -- rejected because it is politically and economically unsound under our form of government.

10/20/66

NATIONAL PARK, HISTORIC AND ARCHEOLOGICAL SITE,
AND WILDLIFE CONSERVATION ASSISTANCE PROGRAMS IN OTHER NATIONS

1. Legislative Proposal

Legislation is proposed which would advance the Congressional policy set forth in Part I of the Foreign Assistance Act of 1961, as amended, (75 Stat. 424; 22 U.S.C. 2151 et seq.), by enabling the Secretary of the Interior, with the concurrence of the Secretary of State--

- (a) to provide, or exchange with, any nation with which the United States maintains diplomatic relations technical information and assistance with respect to establishing, operating, and maintaining national park, historic and archeological site preservation and wildlife conservation programs; and
- (b) to enter into an agreement or agreements with the developing nations to provide technical and financial assistance for a cooperative study of a program or programs leading to the establishment or improvement of national parks, historic or archeological sites, and wildlife reserves or management systems, and for related purposes. The study may include, where it is considered feasible by the Secretary of the Interior, the Secretary of State, and the nation involved, the preparation of plans for implementing such programs through the acquisition of lands and waters within such nation and their preservation and enhancement for purposes of conserving the nationally significant natural, historical, and archeological resources, and for the preservation and management of wildlife and fish resources, and thereby to protect the cultural, educational and scientific values of these resources and to develop economic returns to the developing nation through increased tourism and sustained wildlife and fish resources.

The Secretary of the Interior, with the concurrence of the Secretary of State, would submit to the President implementing plans prepared in accordance with (a) and (b) above, together with recommendations as to the feasibility of providing technical assistance and financial aid to the nation involved in order to carry out such plans, and the extent to which such assistance is necessary or desirable. The plans or portions of plans approved by the President would be implemented through technical and development grants pursuant to Part I, Section 211, of the Foreign Assistance Act of 1961, as amended.

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2. Statement of Problem

The Department of the Interior, and specifically its National Park Service and Bureau of Sport Fisheries and Wildlife, does not have authority nor direct appropriations to assist other countries in the development of park and wildlife conservation programs. The United States is a leading world authority in these fields, and opportunity to give tangible assistance to the developing nations would advance world-wide conservation objectives and thus assist them in their cultural, educational, and scientific development. Through tourism and related industrial programs, protection and development of these resources also will provide significant economic benefits. Without such assistance, a great many natural, historical, archeological, and native wildlife resources of world-wide importance are vanishing or are threatened with destruction. Unless the United States and the other developed nations can give substantially more encouragement and assistance to the developing nations, population pressures and un-coordinated industrial and agricultural developments will needlessly destroy the remaining opportunities for the preservation and wise use of these resources for the unique benefits they provide for public enjoyment and welfare.

The Foreign Assistance Act of 1961, as amended, confers authority on the President to make grants of funds "in order to promote the economic development of less developed friendly countries and areas, with emphasis upon assisting the development of human resources through such means as programs of technical cooperation and development." (22 U.S.C. 2171). Under this authority the United States is carrying out vast programs of agricultural, industrial, and educational assistance throughout the developing nations. However, only in cases where tourism is clearly the major source of income to a developing nation has this authority been applied to park and wildlife assistance programs. We believe that the resources with which the proposed assistance programs would be concerned are basic to the long-range welfare of the developing nations, and that they represent a very significant portion of the total world heritage of natural beauty, historical and scientific values, and the plant and animal life that has evolved on the earth.

For these reasons, we believe it is necessary and desirable to obtain legislation that will enable the Department of the Interior to specifically carry out these conservation purposes of world-wide importance.

3. Related Programs

The National Park Service has a Division of International Affairs which carries forward assistance and exchange programs with other nations in national park conservation and related fields. With notable exceptions, the program is limited to arranging training programs for foreign park administrators who seek information from the Service through variously sponsored public and private projects, the giving and exchanging of information through correspondence, and participation in international conferences such as those of the International Union for the Conservation of Nature and Natural Resources of which the Department is an agency member. The program is able, because of fund and authorization limitations, to meet only a small part of the demand for assistance that is evident from both the developed and developing nations wishing to share information or obtain it from the United States. The approximate annual cost of these on-going programs to regular appropriations is \$92,000.

The exceptions referred to above are as follows:

- (a) Under an Agency for International Development agreement, the Service provides one interpretive specialist who is teaching at the College of African Wildlife Management at Mweka, Tanzania. This is a two-year program, the annual cost of which is approximately \$20,000, for which the Service is reimbursed by A.I.D.
- (b) Under an Agency for International Development tourism development project, the Service is providing a planning and development supervision team of twelve for two years to Jordan for the purpose of guiding that country in developing a national park and monument system. Six historical and archeological sites of world-wide significance are specifically designated for protection and development. In addition, a park advisor is being provided, also for two years, to serve in an administrative capacity to the Government of Jordan.

The average annual cost of the total Jordan program is approximately \$325,000, which is financed by A.I.D.

- (c) The Government of New South Wales, Australia, has requested the services of a park administrator for one to 1-1/2 years to assist that state in developing its national park program. A park administrator has been selected for this assignment and the Government of New South Wales is currently making arrangements to provide funds to cover his salary and expenses to be

made available to the National Park Service through appropriate channels in the Department of State. The annual cost to the Government of New South Wales is approximately \$25,000.

- (d) A private foundation in the United States is providing funds to the Government of Tanzania with which that government may request the services of a 3-man park planning team to study the national park potential of the Mount Kilimanjaro area of that country. Negotiations are under way for a transfer of \$12,000 to the National Park Service from the Government of Tanzania through the Department of State to cover salaries of the 3-man team. Additional expenses of the team while on a 3-months' detail to carry out the study and to prepare a report will amount to approximately \$13,000, which will be provided by the foundation through the Government of Tanzania. Total cost of the study is estimated at \$25,000.
- (e) Under the Joint U.S.-Japan Program of Cooperation on Development of National Resources, the National Park Service is cooperating with Japanese counterparts in an exchange of information on the respective park and wildlife management programs in the two countries. Annual costs of the National Park Service's participation in this program will be approximately \$15,000. Inasmuch as no funds have been appropriated to the Service for this program, costs will have to be re-programmed from other Service activities if the essential activities of the joint program are to be carried out.

Requests for assistance in national park and related programs have been received from many other countries such as Ethiopia, Colombia, Peru, Trinidad and Tobago, Venezuela, Kenya, Uganda, South Africa, Zambia, Thailand, and the Philippines. This list would be significantly expanded if the interests of other governments were explored.

4. Pros and Cons

Existing programs of assistance to other countries under the Foreign Assistance Act are centered primarily on economic development projects which help to provide immediate returns from the investments. Conservation projects which will provide long-range benefits are not receiving the recognition they deserve. This proposal is for the purpose of focusing attention upon and getting specific authorization for park and wildlife conservation assistance to the developing nations under the broad provisions of the Foreign Assistance Act of 1961

before the basic opportunities for such conservation activities are lost. Such authorization would provide the framework within which the United States can provide leadership, assistance, and direction to natural resources conservation, on a world-wide basis, in the interest of preserving and developing the world heritage of these unique resources for human betterment.

The estimated cost of the program is \$10 million per year, of which \$569,000 would be for administrative expenses.

5. Alternative Proposals

No realistic alternative proposal has been found involving the use of Federal funds for the purposes outlined. It is not considered practical to establish an independent government program to aid other countries outside the basic framework of the Foreign Assistance Act. Consideration has been given to the use of funds available under the Land and Water Conservation Fund Act for these purposes. However, this Act clearly is designed for domestic rather than foreign benefits, and therefore this is not considered to be a realistic approach.

Consideration also has been given to enlisting the aid of private foundations in financing conservation activities in other countries. While this continues to be a worthwhile approach from the standpoint of total world-wide conservation activities, it is considered to be a possible adjunct to official United States participation rather than a practical alternative.

10.20.66

A WESTERN AVALANCHE WARNING SYSTEM

I. Legislative Proposal.

Authorize and direct the Department of Agriculture to develop and operate, in cooperation with other Federal, State, and local agencies and organizations, a general avalanche forecasting and warning system.

II. Problem.

In many areas of Western America the specter of "avalanche" has hung over many mountainous communities since they were first established. And avalanches, and the threat of avalanches, have been a continual problem of western railroads, highway departments, irrigation districts, public utilities, and many pioneering winter sports developments. The problem has always been irritating. It has often been very costly and frequently it has been fatal.

Except as they affected winter sports areas, little has been done about the problem of avalanches because until very recently, surprisingly little has been known about their causes, and/or what might be done to correct or counteract them.

Along with the increase in summer outdoor recreation activity of the past decade or so, there has been a corresponding increase in winter outdoor recreation. Cross-country touring by skiers exploring undeveloped areas is mounting yearly and indications are that this upward trend will continue. Concurrent with the growth of cross-country skiing there has been an awakening of interest in the recreational use of the very recently developed over-the-snow track vehicles. Several recent improvements in design and accessory equipment has made possible the manufacture of light-weight maneuverable "snowmobile" vehicles. They are proving very popular as wintertime transportation for general winter cross-country travel. They are capable of negotiating almost any terrain, thus making it possible for many inexperienced people to get into many areas heretofore relatively inaccessible, and areas where in some cases avalanche hazards exist. Up to this time people acquainted with snow safety problems have kept improvements such as roads, ski resorts, and railroads from development and exposure to these areas with identifiable avalanche hazards.

An example of the increasing demand for snowmobiles is indicated by the manufacturer of the Bombardier snowmobile. This manufacturer in its history has produced approximately 40,000 vehicles. Its production schedule for 1966 calls for the manufacture of 40,000 additional snowmobiles. Other companies are planning similar increases.

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It would be impossible to control all of the potentially dangerous avalanche hazards that might build up, and it would be undesirable if not impossible, to prevent the public use of the vast mountain areas of the West. It now appears possible, however, to at least warn people of the hazard; both when and where it might exist.

III. Related Existing Programs.

The Department of Agriculture has developed and for a number of years has administered an avalanche forecasting and control program directed at assuring safe skiing conditions at winter sports developments located on National Forest lands in the Western States. This Department of Agriculture effort has been so successful that the program and the Snow Rangers who devised it and who operate it have attained international recognition.

As long as skiers limited their activities to these ski-lift-served and carefully operated National Forest areas, the program was adequate to meet snow safety requirements. But with the continued expansion of today's winter outdoor recreation, especially the activities on developed sites and general forest areas, the program is no longer adequate to meet public safety needs.

Concurrently with its forecasting and control program, Department of Agriculture scientists working closely with European experts have carried on an avalanche research program on National Forest lands. While this activity to date has been limited in scope, it has progressed far enough that the basic program can be expanded to meet the research needs for developing and operating a general avalanche warning system.

IV. Proposal.

The development of a western avalanche warning system would make safely available millions of additional acres of Federal, State, and private mountain lands to winter recreationists who would be assured a reliable measure of protection. In addition, the service would meet a longtime need of small western mountain communities, railroads, highway and road departments, and public utilities; and it would be invaluable to ranchers, loggers, trappers, miners, and other individuals who live and work in the mountain areas to be served.

In addition to affording a measure of protection never before available to existing roads, railroads, and other installations, and to mountain dwelling people, significant economic benefits from such a program would result from providing safe outdoor winter recreation opportunities for an estimated 30 million visitor-days by 1977. A joint Commerce-Agriculture Research Study of 1964 indicates that vacation skiers make up 16 percent of the total western ski use.

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They spend \$52 per day. Weekend skiers represent 24 percent and spend \$25 per day, and single day skiers represent 60 percent and spend \$11 per day. Thus, each million skiers spends 21 million dollars. In 1965 there were approximately 5.5 million skier-days at National Forest winter sports area spending \$115,500,000 annually and an additional 500 thousand visitor-days at other areas spending \$10,500,000 for a total of 126 million dollars. This is only the direct expenditures by the skiers. It does not reflect the expanded tax base or the value of feeding, transporting, housing, and other business resulting from supporting the skiing activity.

The 1964 study indicates there will be a 12 percent yearly increase in skier use. Based upon this premise there will be approximately 21.5 million skier-days by 1977. Assuming there will be 40 percent additional use on dispersed areas for approximately 8.5 million visitor-days or a total of 30 million winter sports visitor-days by 1977. Applying the same expenditure figure of 21 million dollars per million visitor-days, by 1977 winter sports visitors could make out-of-pocket expenditures in the West of 630 million dollars annually.

One significant step that would aid materially in nurturing the possible expansion of winter recreation activity would be a knowledge that it could go forward with a reasonable assurance of relative freedom from avalanche hazards. Based upon nearly 2 decades of experience at National Forest developed winter sports sites, the Department of Agriculture could forecast the hazard involved elsewhere in the mountainous West with reasonable accuracy much as the Coast Guard issues its small craft warnings.

An avalanche warning system would be developed in stages scheduled to provide the services as the public need increases.

Stage One - 1967-1969

Basically, a planning period for development of a warning system. An intensive snow and avalanche research program would be carried on. Minimum public safety would be provided by expanding the network of avalanche forecasting facilities and programs already in operation at National Forest winter sports areas.

Stage Two - 1969-1971

Continue research program. Development of a western avalanche warning system with coverage limited to areas of most intensive use.

Stage Three - 1971-1977

Continue research program. Development of the General western avalanche warning system to include all hazardous mountain areas of the Western States.

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V. Alternative Proposals Considered.

An alternative proposal for the development of a State warning system was considered. Because of the interstate aspect of the program and because of the fact that most of the hazardous mountain areas of the West attractive as recreational ones is National Forest land, a program under the Department of Agriculture can most effectively and most economically meet the public safety needs. Two decades of experience in avalanche forecasting and control by the Department can serve as the launching pad from which to start a much needed stepped up program.

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Recreation and Fish and Wildlife Improvement in
Resource Conservation and Development-type Projects

1. A Legislative Proposal

To develop and conserve the natural resources, increase outdoor recreation, and enhance the natural beauty of the countryside, U.S.A., by providing for the establishment of public recreation and fish and wildlife developments as part of an authorized resource and conservation development-type plan in rural areas.

This proposal would authorize the Secretary of Agriculture to provide for technical and financial assistance to public bodies for the construction of recreation developments and associated minimum basic recreation facilities and for fish and wildlife purposes as community development measures. It is proposed that technical assistance and up to 50 percent Federal cost sharing be provided for the planned construction and minimum basic facilities such as access roads, boat ramps, picnic tables and sanitary facilities. This proposal would authorize the Secretary of Agriculture to provide the same kind and extent of technical and cost-sharing assistance he presently can provide in approved watershed projects, P. L. 566 and the eleven authorized Flood Control Projects.

2. Problems Giving Rise to Proposal

- (a) Multiple-purpose water developments that include recreation and fish and wildlife are major features needed in most community development projects.
- (b) Many of these projects are in low-income areas and the full potential for resource development cannot be financed from local sources.
- (c) Recreation and fish and wildlife developments are an important base for creation of new jobs and income in project areas.
- (d) The Department does not have specific authority under P. L. 46 to provide financial assistance for recreation and fish and wildlife, causing a gap that existing authorities do not meet.

3. On-going Programs

The proposed legislation would not overlap other program authorities.

The small watershed program (P. L. 566) where authorized provides for recreation and fish and wildlife cost sharing and takes precedence over works of improvement called for in community development projects. The 1962 amendment to P. L. 566 applies only to watershed projects. When such projects lie within resource and conservation development-type projects, the assistance can be provided within the watershed project but presently cannot be provided for similar developments in the resource and conservation development-type project areas not included in watershed projects.

4. Discussion of Proposal

This proposal will permit consideration of combinations of resource developments for the needs of a community and permit planning for all purposes to be done at one time. Thus, planning for the combined needs for community and resource development would be done in a much more efficient manner than when planning and development work for single purposes is completed at different times. As a part of a package plan, recreation can be included in a structure for less total cost than when added at a later time as a separate purpose. Where recreation is a purpose in structural works of improvement, the returns to the community are expected to be favorable.

Studies in watershed projects show that returns for each dollar spent for recreation developments similar to those proposed run from two to five dollars. The question might be raised as to why local communities need financial help for recreation and fish and wildlife. The answer is that demands for all types of facilities and public improvements are so great that improvements and facilities such as schools, roads, and health usually receive higher priority.

Theoretically, funds are available from a number of sources. Experience is showing, however, that they are seldom available to local sponsors when needed.

* 5. Alternative Proposals

The Land and Water Conservation Fund Act provides grants to States for land acquisition and improvements for specific recreation purposes only. Federal funds under this Act would, therefore, not be available to meet all of the recreation and fish and wildlife needs of the community development non-Federal projects.

*Bureau of Outdoor Recreation Comment: We do not understand the meaning of this paragraph. Land and Water Conservation Fund grants are available for a wide range of recreation and natural beauty-related purposes. We believe that the Land and Water Conservation Fund is available to serve the purposes sought in this proposal. The value of the proposal lies in its enabling applicants to obtain funding for individual projects from a single Federal agency.

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10/31/66

ISLANDS STUDY

Islands constitute perhaps the finest reservoir of unspoiled land for outdoor recreation and natural beauty in the entire United States. Recent advances in technology, such as desalination of water, increase the feasibility of island development and thus threaten the recreation and natural beauty potential of this outstanding resource.

So that the Nation might have the facts upon which to act in time to protect a share of its island heritage, study was initiated in September 1966 by the Bureau of Outdoor Recreation. The study includes islands of inland lakes and waterways as well as ocean islands. The study is intended to alert the Nation to the importance of islands and provide guidelines and recommendations for Federal, State, local, and private island conservation. The study is scheduled over a two-year period with a report and legislation to be prepared for presentation to the 91st Congress early in 1969.

The President may wish publicly to endorse the study with an indication that he may later wish to submit legislative proposals to preserve outstanding islands for recreation and natural beauty.

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