

Historical Perspective of Land and Water Conservation Fund

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LWCF Summit

Denver, Colorado

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Historical Perspective of LWCF

- * Build an historical picture surrounding the passage and intent of the 1965 LWCF Act.
- * Highlight 9 contrasting ‘then and now’ perspectives.

The Context for LWCF

LWCF Act
1964

1950

1955

1960

1965

1970



The Context for LWCF

Exploding Public Demand for OR

- Population
- Time
- Money
- Automobiles
- Highways
- OR Equipment
- Nature

LWCF Act
1964

1950

1955

1960

1965

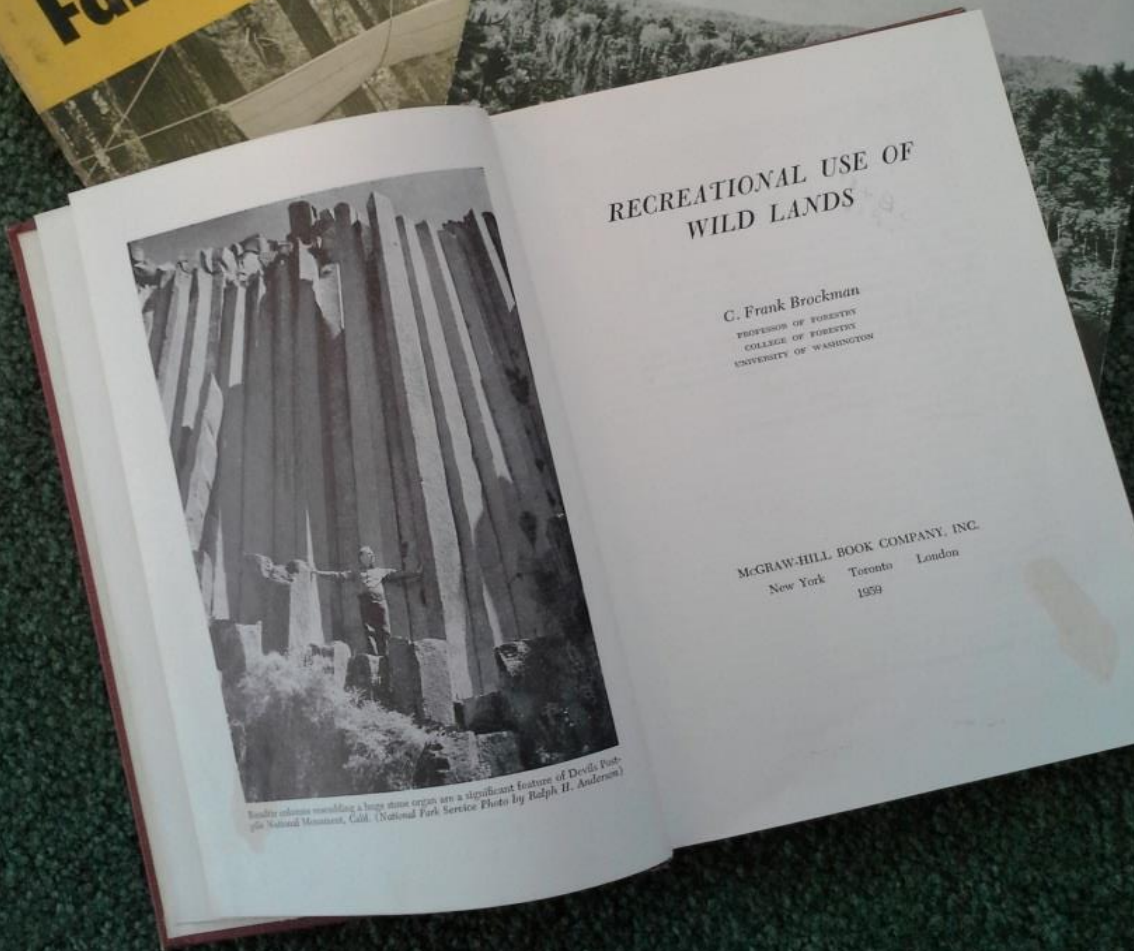
1970



\$1.75



25c June • 1960
Outdoor America



RECREATIONAL USE OF
WILD LANDS

C. Frank Brockman
PROFESSOR OF FORESTRY
COLLEGE OF FORESTRY
UNIVERSITY OF WASHINGTON

McGraw-Hill Book Company, Inc.
New York Toronto London
1959

Traveler explores surrounding a large stone organ, one a significant feature of Devils Postpile National Monument, Calif. (National Park Service Photo by Ralph H. Anderson)



**Sunset Magazine
(1957)**

**Izaak Walton
League's Outdoor
America
(June, 1960)**

**First university text
on Recreation (1959)**

LIFE

SPECIAL ISSUE
OUR SPLENDID
OUTDOORS



The Land
We Love
and Enjoy...
and the Fight
to Save It

TWO-IN-ONE ISSUE 35 CENTS

“More and more, Americans are beginning to regard the delights of the land—its animals, wilderness, seas and lofty crags—as a universal heritage”.

December 21, 1961

The Context for LWCF

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Outdoor
Recreation
Resources Review
Commission
1958-62

LWCF Act
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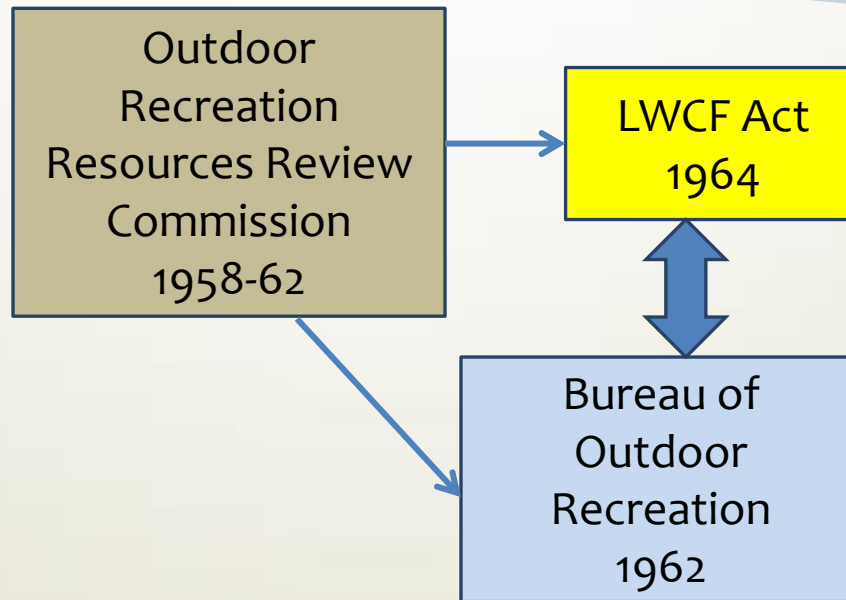
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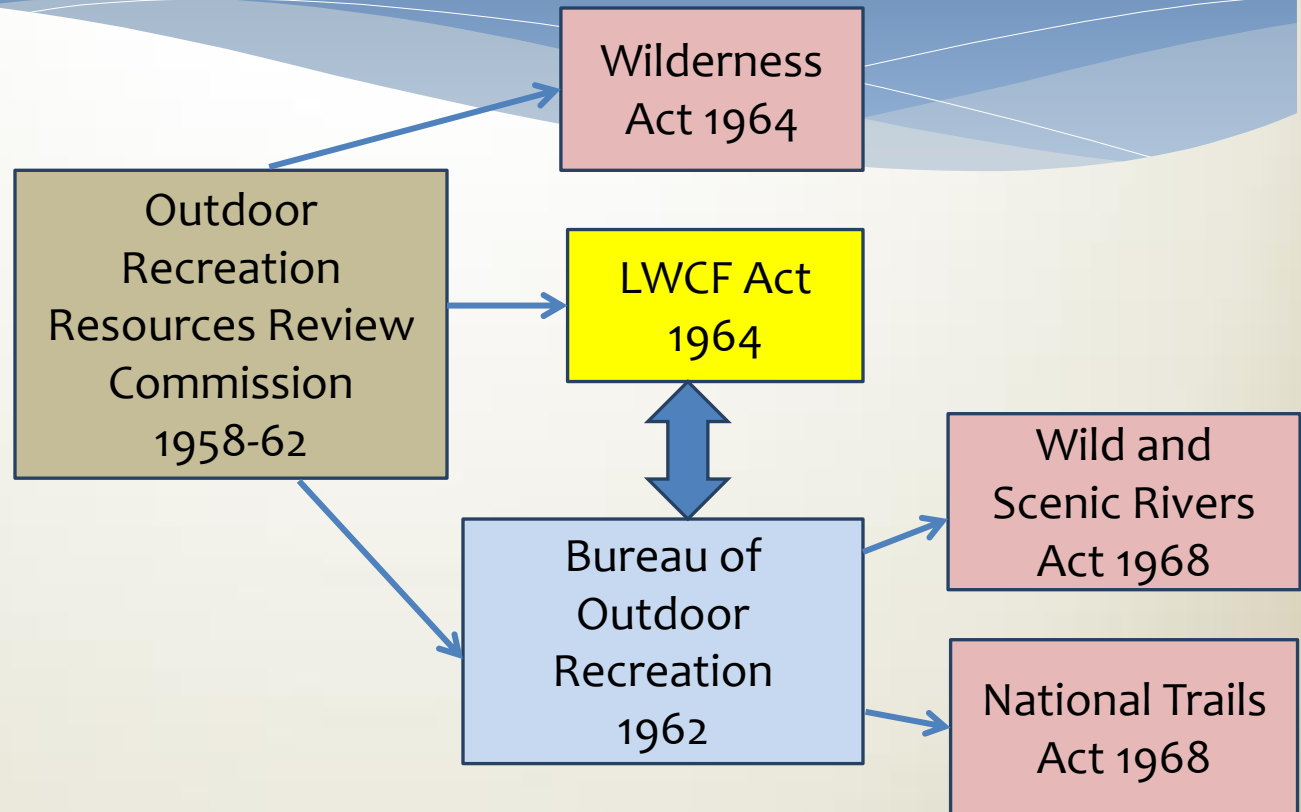
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1. Outdoor Recreation Demand

1965

- * Demand for outdoor recreation exceeds the supply of opportunities
- * Exploding number of participants

Today

- * Demand for outdoor recreation exceeds the supply of opportunities
- * Exploding diversity—ethnicity, demographics, equipment, activities

2. Outdoor Recreation Benefits

1965

- * **Recognized but unsubstantiated**
 - Health and vitality of the citizens of the US
 - For the Nation's health and well-being
 - These physical, cultural and spiritual benefits should be ensured

Today

- * **Recognized and increasingly substantiated**
 - Economic impact
 - Physical and mental wellness
 - Property values
 - Education
 - Stewardship & environmental ethic

3. Outdoor Recreation & Conservation

1965

- * Synergistic, unified, and powerful voice
- * President Kennedy, March, 62
“...adequate Outdoor Recreation facilities are among the basic requirements of a sound national conservation program”.
- * Conservation enables outdoor recreation while outdoor recreation sustains conservation

Today

- * Fractured, antagonistic, polarizing, demonizing
- * OR results in loving our resources to death
- * OR is simply the pepper on the conservation salad

4. Legislative Interpretation

(b) PURPOSES. The purposes of this Act are ***to assist in preserving, developing, and assuring accessibility*** to all citizens of the United States of America of present and future generations and visitors who are lawfully present within the boundaries of the United States of America such ***quality and quantity of outdoor recreation resources as may be available and are necessary*** and desirable for individual active participation in such recreation and to strengthen the health and vitality of the citizens of the United States by... (LWCF Act, 1965)

2012 FS Request for LWCF Projects

The LWCF program provides a vital opportunity for the Forest Service ***to acquire and protect important lands to support healthier forests, safer communities, and more vibrant local economies.*** Land acquisition should be viewed as part of the larger agency strategy ***to create a resilient and productive system of forests and grasslands*** that provide economic and environmental stability to communities across America.

Seen through this lens, land acquisition is a key strategic tool for furthering agency and Administration initiatives, particularly around ***ecological restoration, watershed protection, and recreation.***

5. LWCF Fund Allocations

1965

- * 40% federal
- * 60% stateside

Today

- * 88% federal
- * 12% stateside

6. Geographic Focus of Allocations

1965

- * Meet the public demand for outdoor recreation
- * Where the people are
- * Urban America

Today

- * Where the special natural resource needs are—wildlife, watersheds, healthy forests
- * Rural America

1965 Urban LWCF Focus

- * **President Johnson, 1965 message to Congress**

“I have already proposed full funding of LWCF and directed the Secretary to give priority attention to serving the needs of our growing urban population”.

- * **Laurance Rockefeller, 1965 - Trends**

“We must give far greater emphasis to conservation in our cities and suburbs. Today, this is the critical area for conservation and recreation. We must reappropriate our efforts to provide outdoor opportunities for city people”.

7. Role of States in LWCF Allocations

1965

- * “Pivotal” in linking federal, state and local interests

Today

- * No role in linking federal, state and local interests

8. Federal and State Coordination

1965

- * Bureau of Outdoor Recreation (DOI)
 - 245 personnel (1964)
 - Federal coordination
 - National OR Plan
 - Department-level OR Council
 - National land classification system
 - Interagency statewide comprehensive OR plans

Today

- * No coordination across the 4 federal agencies
- * No focal point for federal and state coordination
- * Stateside coordination provided by NPS Local and Statewide Assistance Program (4 staff)

The park movement today is perhaps in the most dynamic period of its history. Thus, it is particularly worthwhile for this new publication, TRENDS, to ride the crest of the wave and signal the ideas and events which are broadening the park course.

Increased population, increased leisure time, increased mobility, increased interest in outdoor recreation, and increased social sophistication are factors well known to parkmen. They are factors which make the job of park land management a far more complex situation than it was in 1916.

As recently as five years ago, the National Park Service bore the paramount national burden of facilities for America's vacationing public. Since then a multiple-use act has been passed by

millions of Americans who desire to vacation outdoors.

The pressing complexities of our times further necessitate additional areas where solitude can be known, where Americans can touch the slow swing of the seasons, and learn in depth the natural processes of this planet. I was impressed last September at the Nairobi meeting of the International Union for the Conservation of Nature and Natural Resources by the degree to which our world-wide conservation colleagues expect the United States to protect its wild park treasures as the heritage of all mankind.

The degree to which this country can maintain wilderness and civilization side by side will mark our success as conservation planners. We have lost all save a few fragments of the Indiana

Dunes. We have a Redwood remnant in the State of California, where by cutting and pasting and praying we may yet save a national park opportunity

from the leveling tread of civilization—if we are lucky. There will be but a few more great national parks, and the larger task ahead will be that of preserving these treasures for posterity.

We are stepping into a new era of creative park management. The park experience is essentially a qualitative experience, and park managers are finding that their domain spans the most imaginative concepts of architectural design and spacial utilization, with the deepest insights in the realms of ecology.

The challenge of excellence is on all sides. Parkmen are challenged in the taste and design of campgrounds, facilities, and roads they construct, and are challenged more fundamentally in cases by whether to construct at all. Increasingly, it is being found that arrangements with complimentary agencies outside park boundaries can provide requisite facility expansion. Scenic and conservation easements and other voluntary devices are enabling parks to radiate an enjoyment of nature in more and more communities every day.

As a people, Americans have become obsessed with the sedentary mobility and speed that their automobiles provide, and in terms of park visitation this attitude often limits the outdoor experience to a surface glance. The Long Range Study of the National Park Service emphasizes that while adequate provision will be made for automobiles, a greater encouragement will be given visitors to leave their cars and enjoy a sojourn in nature, away from the roadway.

The importance of parks to science is growing as eminent scientists from all over the world recognize that these reserves are the ultimate stronghold of unmodified life processes. Science is making an increasingly important contribution to park management as the results of basic research are applied in developmental decisions.

Of all professions, the park profession has a chance to deal in superlatives. Its leaders are taste-makers, and they must be ambassadors of aesthetics, of good land use, and of national conservation attitudes.

Yes—State, Federal, and local cooperation is needed in the outdoor recreation area as it was never needed before—alongside that American spirit of initiative and ingenuity found in private enterprise.

Stewart Udall

PARKS: THE CHALLENGE OF EXCELLENCE

by STEWART L. UDALL — Secretary of the Interior



Congress, making outdoor recreation an avowed purpose of the national forests. Land and people-minded states like California, Pennsylvania, New York, and Wisconsin, have approved bond issues for major park and recreation land acquisition. Impressed by the importance of these examples, Congress is currently considering the Land and Water Conservation Fund bill, which will make Federal matched funds available to all states for conservation planning, acquisition, and land development.

A keystone in the endeavor to build an adequate people/land ratio is a series of proposed federal recreation areas: Tocks Island, Fire Island, Assateague, Bighorn Canyon, Oregon Dunes, and Ozark Rivers. These areas have been conceived for high-density visitation, and their proximity to population centers means that they will fulfill the recreation requirements of

Stewart Udall - Trends Volume 1, Number 1, 1964

“State, federal and local cooperation is needed in the outdoor recreation area as it was never needed before”.

9. Process Used for LWCF Allocations

1965

- * Public statewide comprehensive outdoor recreation planning process at the state levels (SCORP)
- * Identification of projects and priorities
- * Coordinated and systems-approach
- * Public-centric

Today

- * Internal federal agency process and congressional preference
- * Internal state agencies and solicitation of local projects
- * Politico-centric

Laurance Rockefeller

ORRRC Chairman, 1965

*“The Land and Water Conservation Fund Act gives special urgency and incentive to comprehensive, **coordinated planning**. The Act requires a comprehensive statewide plan. I hope we will see this requirement **not as red tape** - not as a barrier between ourselves and some attractive federal money - but as **the finest opportunity we have ever had to build well for the long haul**”.*

The 1965 LWCF Model

Congressional LWCF Appropriations



Bureau of Outdoor Recreation (DOI)

Statewide Comprehensive Outdoor Recreation Plan

Bureau of Land Management

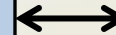
U.S. Forest Service

National Park Service

U.S. Fish and Wildlife Service

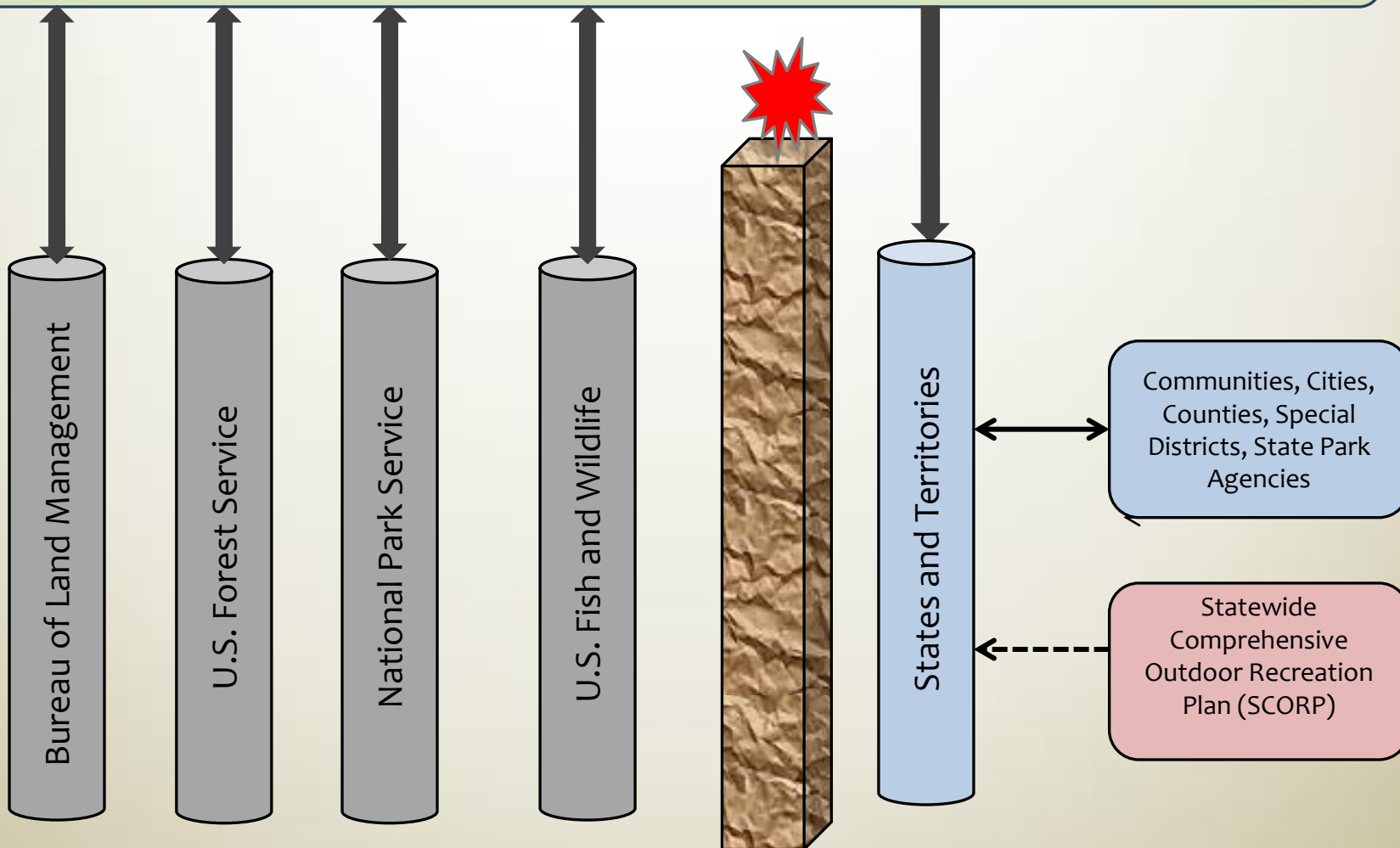
States and Territories

Communities, Cities,
Counties, Special Districts,
State Park Agencies



The 2013 LWCF Model

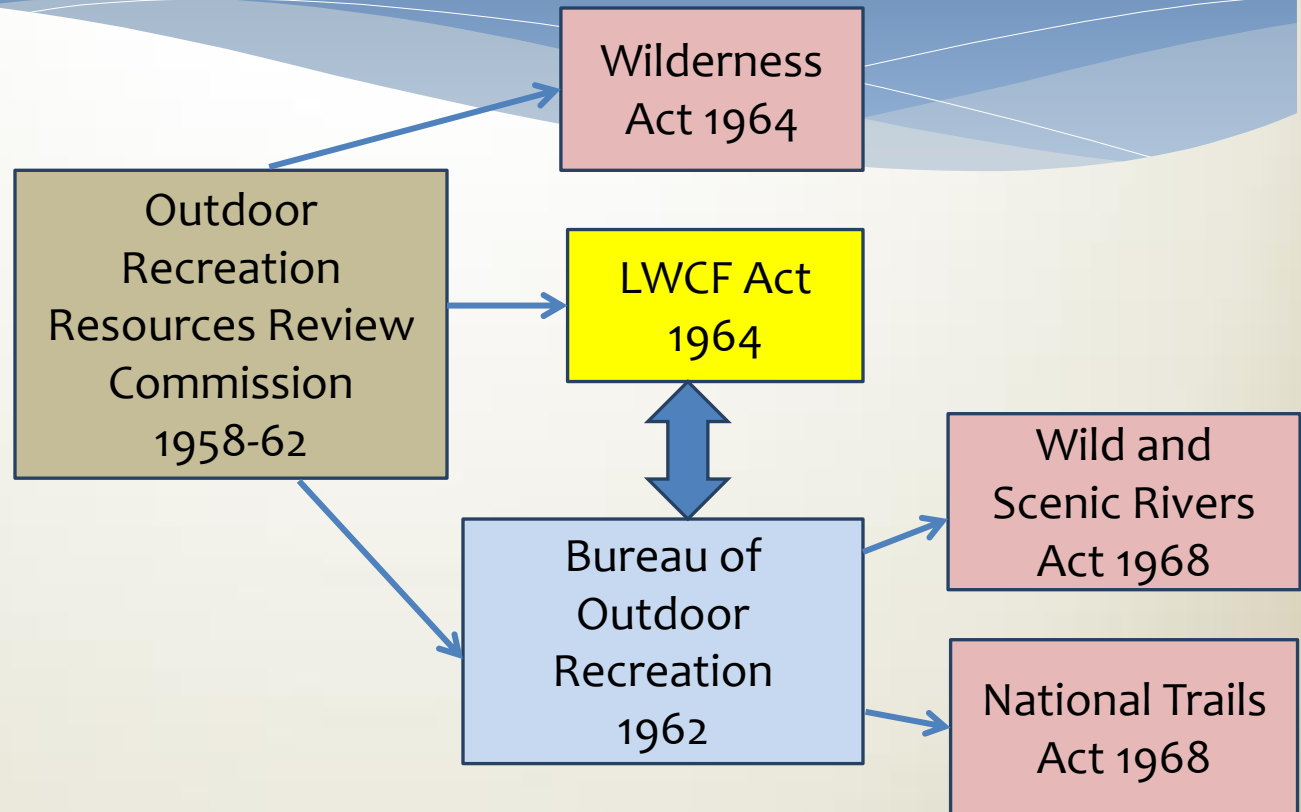
Congressional LWCF Appropriations



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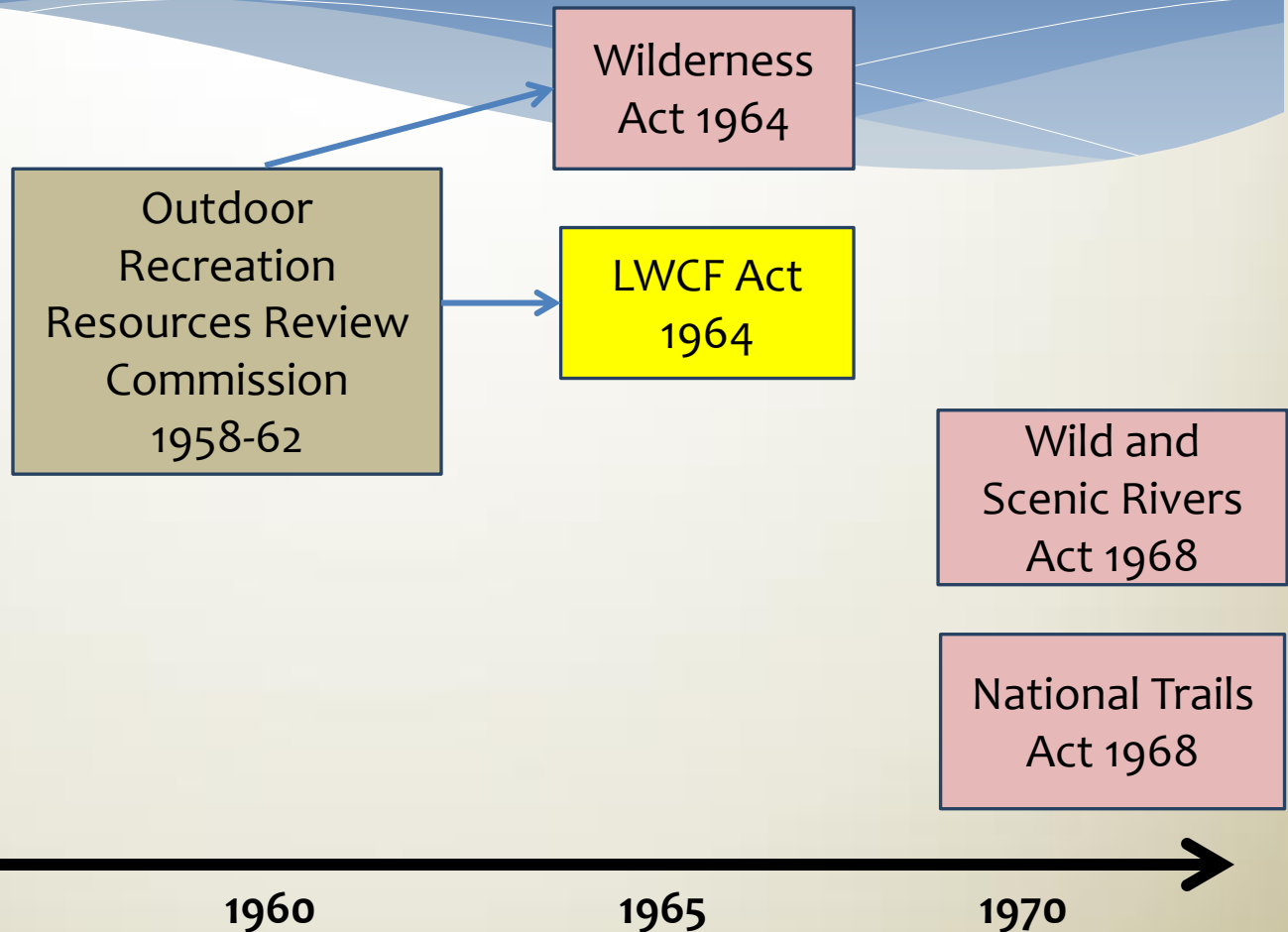
1965

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1980 Context for LWCF

Exploding Public Demand for OR

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2015 Context for LWCF??

Exploding Public Demand for OR

- Population
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Outdoor
Recreation
Resources Review
Commission
1958-62

Wilderness
Act 1964

Wild and
Scenic Rivers
Act 1968

National Trails
Act 1968

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Thank you

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