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BRIEF LEGISLATIVE ANALYSIS OF THE
LAND AND WATER CONSERVATION FUND

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BRIEF LEGISLATIVE ANALYSIS OF THE
LAND AND WATER CONSERVATION FUND ^{1/}

Abstract

The Land and Water Conservation Fund is the primary source of funding for planning and development of park and recreational programs throughout the United States. The Fund was originally viewed as a temporary program to accelerate the acquisition of urgently needed lands to meet the rapidly increasing demand for outdoor recreation. The Fund developed into a permanent part of governmental activity for comprehensive open space preservation, wildlife conservation, and outdoor recreation. Since its inception in 1965 the Fund has provided \$500 million for Federal recreation agencies and \$758 million for support of State and local park and recreation programs. In addition the legislation establishing the Fund has prompted the preparation of numerous State recreation plans which, in conjunction with the plans of various federal agencies, constitute comprehensive documentation of U.S. recreation.

Overview

In 1958, Congress established an Outdoor Recreation Resources Review Commission. Both the Land and Water Conservation Fund and its administering agency, the Bureau of Outdoor Recreation (BOR), have origin in the recommendations of that Commission, which transmitted its report to

^{1/} The Land and Water Conservation Fund Act of 1965 was enacted 3 September 1964 (P.L. 88-587); and amended 15 July 1968, 7 July 1970 (P.L. 91-308), 22 October 1970 (P.L. 91-486); and 11 July 1972 (P.L. 92-347). Additional Amendments in conjunction with President Nixon's "Legacy of Parks" program are pending before the 92nd Congress.

Congress in January, 1962. The BOR was established by executive action in 1962 and given statutory authority by Congress in 1963. The Bureau, located within the Department of the Interior, now employs about 500 people in its Washington, D.C., and six regional offices--Philadelphia, Atlanta, Ann Arbor, Denver, San Francisco, and Seattle. In addition to administering the Land and Water Conservation Fund, BOR conducts studies on recreation policy and provides technical assistance to State, local and other Federal agencies. The Bureau does not directly administer recreational facilities.

As originally organized the Fund received monies from (1) sales of surplus Federal property, (2) motorboat fuel taxes, and (3) entrance and user fees to Federal recreational facilities. In addition advances from the General Fund of the Treasury were authorized; however this provision was repealed by a 1968 amendment (P.L. 90-401) which added direct appropriations and revenue from mineral leasing on the Outer Continental Shelf under certain circumstances. Forty percent of expenditures from the fund were designated for land acquisition by Federal agencies and 60% for matching grants to states for planning, acquisition, and development.

By including entrance and user fees from Federal recreation lands as a revenue source for the Fund, the act provided for a uniform system of charges for entrance and use of Federal recreation lands. A yearly permit program (the Golden Eagle Passport Program as it came to be known) has had a controversial history. In the 8 years since it was established, it has been repealed, reenacted, allowed to expire, and once more reenacted. The recreation fee program was intended as a major source of revenue to the Fund, but it has failed to be such. Also, the concept

of entrance and user fees is not fully accepted throughout the Federal bureaucracy. The Park Service has been the only agency to vigorously employ the program. There has been particular difficulty concerning entrance fees at Corps of Engineers' projects because of a historic policy of free access to such facilities.

Other important aspects of the Land and Water Conservation Fund include the requirement for State comprehensive recreation plans and expansion of the contract authority of the Secretary of the Interior by the 1968 amendments. Recreational land acquisition efforts can be greatly enhanced by the ability to act quickly and flexibly in real estate transactions; provision of such capability is the purpose of the 1968 amendments. The need for such legislation was documented in "Recreation Land Price Escalation," a 1967 Report of the Bureau of Outdoor Recreation.

Land and Water Conservation Fund Act
of 1965

In its January 1962 report, the Outdoor Recreation Resources Review Commission documented the need for better funding to meet the demand for outdoor recreation. The report recommended establishment of a Federal grants-in-aid program to stimulate and assist State efforts, and the adoption of user fees to recover operation and maintenance costs of outdoor recreation facilities. President Kennedy urged the 88th Congress to support land acquisition for outdoor recreation and in November 1963, the House Interior and Insular Affairs Committee reported H.R. 3846, a bill to establish a Land and Water Conservation Fund.^{1/}

^{1/} Legislation submitted to the previous Congress in 1962 proposed a fund for Federal acquisition efforts but did not include a State aid program. Hearings were held but no action was taken.

President Johnson subsequently urged passage of the legislation in his January 1964 Budget Message and again in June 1964. The House passed the bill in July; it was reported to and passed by the Senate in August. The conference report was agreed to on 1 September, and on 3 September 1964, the Land and Water Conservation Fund Act of 1965 became Public Law 88-578.

Section-by-Section Analysis

Section 1 of Title I states the purpose of the act and specifies 1 January 1965 as the date of effectiveness.

Section 2 establishes a 25 year fund consisting of revenues from the sale of surplus property which had previously gone into the general fund of the Treasury, taxes on motorboat fuels which had previously gone into the Highway Trust Fund, and admission and user fees collected at Federal recreational facilities. Entrance or admission fees had previously been collected only at selected facilities with no uniformity of fee collections. The act authorizes entrance fees at any Federal area where recreational facilities are provided at government expense. Fees are not to be charged for use of water or highways. A \$7/car/year permit (Golden Eagle) is provided for, which would satisfy all entrance fee requirements. The permit program is enforceable by a fine of \$100 maximum. (See Amendments of July 1968, July 1970, and July 1972.)

Section 3 provides that monies in the fund cannot be expended unless appropriated. Monies not authorized for expenditure within two fiscal years will be transferred to the general fund of the Treasury.^{1/} In

^{1/} Although the requirement of appropriation is standard for the majority of programs, there are exceptions, most notably the Highway Trust Fund.

fiscal years 1969 and 1970 appropriations from the Fund were significantly less than the fund could support.

Section 4 specifies that 40% of expenditures are to be for Federal purposes and 60% for State purposes, except that a 15% variation is allowed for the first 5 years. Section 4 also provides that, for the third through tenth years (FY 68-FY 75), the fund may receive advance appropriations from the Treasury up to an annual average of \$60,000,000 (repealed by 1968 amendment). These advances are to be repaid without interest by half of the revenue to the fund for the following fifteen years and all revenue thereafter until repaid.

Expectations were that the fund would receive \$50 million per year from surplus property sales, \$30 million per year from motorboat fuel taxes, and \$60 million per year from entrance and user fees, for a total of \$140 million per year, with as much as an additional \$60 million per year in treasury advances for 8 years. Revenues, especially those from admission and user fees fell far short of expectations, however. (The chart on page 13 gives a detailed account of revenues and expenditures, see also amendments.)

Section 5 deals with the state grant program. States are eligible for matching grants for planning, acquisition or development. In spite of the original concept of funding acquisition only, grants for development were included because of strong urging from the States. Through 1971, 56% of funding for State and local grants has been for development, 1.5% for planning, and 42% for acquisition. The States can in turn submit proposals from their local governments; through 1971, 55% of State and local grant money had gone to States, 13% to counties, and 33% to local governments.

In order to be eligible for grants a State must have an approved comprehensive state outdoor recreation plan; grants can be made under the act for writing these plans. (Descriptions of the project grant and planning grant programs from the 1972 Catalog of Federal Domestic Assistance are on pages 14 and 15 .) Of the funds for State purposes 40% are to be apportioned equally among the States and 60% on the basis of need, provided that no State receive more than 7% of the total expenditures for the States. Determination of need is to include consideration of population, existing Federal facilities, and use of facilities by out-of-state persons.

Section 6 deals with expenditures for Federal purposes. Such expenditures are to be used only for acquisition of lands, waters or interests therein; and only where otherwise authorized. Acquisitions are to be for inholdings of recreational lands within the National Park and National Forest Systems; and also for lands to preserve endangered species or to provide recreation in conjunction with wildlife refuges. Certain parcels adjacent to National Forest lands are eligible; not more than 15% of acreage added to the National Forest System can be west of the 100th meridian.^{1/}

Section 7 specifies that monies from the fund are not to be used for publicity. This provision has subsequently been criticized as contributing to the lack of success of the Golden Eagle Program.

Title II makes provisions for the inclusion of motorboat fuel taxes into the Fund. This money had previously gone into the Highway Trust Fund.

^{1/} The 100th Meridian roughly bisects the contiguous continental U.S. The bulk of existing National Forest lands are in the Western States.

Controversial Aspects of the Fund

Although the bill had little general opposition, passing both Houses almost unanimously, several aspects were the subject of amendment and debate. Strongest controversy was over the institution of admission fees. Some opposed this in principle; Westerners felt that they would be paying fees to buy parks in the East. Concern that fees might be charged for commercial navigation led to the prohibition of all fees for use of waters. The charging of fees at wilderness areas was dropped in conference. Attempts to exclude TVA and Corps of Engineers reservoirs from fees failed. (Fees were later prohibited at Corps projects by the Flood Control Act of 1968.)

Another major issue was the funding of development. The intended emphasis on funding acquisition met strong opposition. Just as State interests had sought grants for development, there was also effort made to allow development with the Federal share of the fund. The version passed by the Senate would have allowed Federal expenditures to include development, but this was dropped in conference. The urgent need for early acquisition before land prices skyrocketed was most critical in the East. Western States were more concerned about development of existing Federal lands.

Supporters of the Highway Trust Fund opposed the taking of motorboat fuel taxes away from that fund. Several other amendments and proposed amendments also provoked debate.

Amendments of 15 July 1968, Public Law 90-401

It became apparent within a few years that revenue into the Fund, especially from entrance and user fees was not meeting expectations, and

that requests for expenditures from the Fund were far exceeding expectations. Public Law 90-401 is the result of efforts by the 90th Congress to provide more adequate resources for the Land and Water Conservation Fund.

Section 1 of P.L. 90-401 repeals the entrance and user fee provisions of the act of 1965, effective 31 March 1970. The fees had failed to provide substantial contributions to the Fund and the program had been actively carried out only by the National Park Service. Agencies would be free to establish their own fee systems, if desired. Revenue from such fee systems would go into funds earmarked for the collecting agency upon appropriation, without prejudicing regular appropriations. The Senate bill would not have changed recreation fee policy; the House bill had called for termination of the fee program 31 March 1969.

Sections 2 of P.L. 90-401 provides for greater revenue into the Fund. For fiscal years 1969 through 1973, contributions are authorized from general funds of the Treasury sufficient to bring revenues into the Fund up to \$200 million per year. To the extent that such funds are not appropriated they are to be taken from receipts from leasing on the Outer Continental Shelf. The original bills had called for direct taking of funds from Outer Continental Shelf revenues. Provision for using lease money only when appropriations are insufficient was adopted in response to opposition from States with OCS leasing off their coasts which hoped to get part of this money for themselves. In practice the money has come from OCS leasing and not the general fund of the Treasury.

Section 3 deletes as of fiscal year 1970 the advance appropriations provision of the original act, made unnecessary by Section 2.

Section 4 grants authority for the use of up to \$30 million per year from the fund for advance contracts for acquisition and up to \$500,000 per year for options for acquisition. (The advance contracting was authorized only for fiscal years 1969 and 1970, but was made permanent by P.L. 91-308.) The ability to employ devices such as these in real estate transactions can greatly improve parkland acquisition programs. Land prices often soar between the time decision is made to purchase and the time appropriations are made.^{1/}

Section 5, although not an amendment to the Land and Water Conservation Fund Act, also increases the range of real estate devices available to the Secretary of the Interior. This act authorizes the Secretary to sell or lease lands, with appropriate restrictions, within the National Park System, and to exchange federally owned property for privately owned property. Any revenue obtained is to go into the Land and Water Conservation Fund.

Amendments of 7 July 1970, Public Law
91-308

Although the Golden Eagle Program had not provided the significant revenues hoped for nor had entrance and user fees been widely employed, the program was popular and there was great pressure for its continuance. Public Law 91-308 delayed the termination of the program until 31 December 1971, allowed an increase to 10 dollars for Golden Eagle passport fees, and directed the Secretary of the Interior to conduct a study of entrance and user fees. (By the time this law passed the program had lapsed for about

^{1/} This problem was detailed in the report "Recreation Land Price Escalation," mentioned earlier.

three months.) The bill passed by the Senate called for a permanent extension, allowance of advertising, and repeal of the 1968 Flood Control Act prohibition of fees at Corps of Engineers projects. The Senate, however, concurred with the House version which did not contain these provisions. P.L. 91-308 also made permanent the advance contract authority of the 1968 amendments.

Amendments of 22 October 1970, Public Law 91-486

Although the 1968 amendments insured full \$200 million per year revenue into the Land and Water Conservation Fund, they did not guarantee full appropriations from it. FY '69 and FY '70 appropriations were \$88 and \$66 million short, respectively, of holdings available in the fund, and park programs were considered seriously jeopardized. Provisions contained in Public Law 91-486 for transfer of surplus Federal lands for recreation were introduced and passed by the Senate in 1969 as a Federal Lands for Parks and Recreation Act. These were intended to aid park development in spite of cutbacks in appropriations. After President Nixon reversed the funding policy of his '70 budget and asked for full appropriations from the Fund for FY '71, the House in 1970 added to this bill an amendment to the Land and Water Conservation Fund Act increasing revenue to the Fund to \$300 million per year. The bill passed the House in August and in October the Senate concurred to the House amendments. (Although in the reported bills the surplus land transfer provisions had been written as amendments to the Land and Water Conservation Fund Act, a floor amendment substituted amendments to the Federal Property and Administrative Services Act of 1949 and the Surplus Property Act of 1944 so as to be more consistent with other

Federal property law.) The Administration has set up a property review board to carry out the land transfer provisions and nearly full appropriations from the Fund were requested for fiscal years 1972 and 1973.

Amendments of 11 July 1972, Public Law 92-347

As required by Public Law 91-308, the Secretary of the Interior sent to Congress in March 1971, a report on Federal recreation fees. This study recommended \$4 per person per year for entrance permits. Fee collection was recommended only where administratively feasible and it was suggested that publicity of the program be allowed. The recommendations of this report were partially based on those of the Public Land Law Review Commission, which were issued in June 1970.

With the Golden Eagle program due to expire again at the end of the year, both Houses addressed themselves in 1971 to making permanent this controversial but still popular program. Bills were reported to both Houses and the Senate version passed during the first session, but because of a lengthy conference necessitated by major differences in the bills passed by the two Houses, the program did lapse for six months before final enactment.

As signed by the President in July 1972, Public Law 92-347 extends indefinitely the yearly ten dollar per car entrance permits for Federal recreation areas. The Senate-passed bill had also called for yearly twenty-five dollar per car camping permits; both Houses retained the concept of carload rather than individual entrance permits as recommended by the Department of the Interior.

Collection of admission fees is restricted to units of the National Park System and units of the National Forest System designated as

National Recreation Areas. The Senate bill had sought to encourage entrance fee collection wherever practicable; the House bill would have restricted entrance fees to the National Park System.

Persons 62 or over are eligible for free entrance permits, and 50% reduction in any user fees. Permits are to be sold at post offices, promotion is to be allowed and the Golden Eagle symbol is to be protected. Passport fees are to be divided equitably between the National Park and Forest Services; other fees are to be credited to the collecting agency.

Parks to the People--Proposed Amendments before the
92nd Congress

In his 8 February 1971 environmental message, President Nixon called for: "...A new and greatly expanded open space and recreation program, bringing parks to the people in urban areas..." In conjunction with this "Legacy of Parks" program, S. 990 and H.R. 4705 proposing amendments to the Land and Water Conservation Fund were submitted. These bills propose that grant monies be usable for indoor as well as outdoor recreation facilities. The bills would also increase the portion of State and local funding distributed on a discretionary basis, so that more funding could go to urban areas. Both the House and the Senate held hearings on these bills.

APPENDIX A

REVENUES TO THE LAND AND WATER CONSERVATION FUND, BY SOURCE, AND APPROPRIATIONS FOR FEDERAL AND STATE OUTDOOR RECREATION PURPOSES
ACTUAL FOR FISCAL YEARS 1965 - 1971 AND ESTIMATED FOR FISCAL YEAR 1972

(In millions of dollars)

	F.Y. 1965	F.Y. 1966	F.Y. 1967	F.Y. 1968	F.Y. 1969	F.Y. 1970	F.Y. 1971 Actual	Total F.Y. 65 - 71	F.Y. 1972 Estimated
Revenue to the fund:									
Annual Permits.....	.6	2.8	3.8	4.8	4.8	3.9	5.7	26.4	2.6
Other admission and user fees	1.3	4.8	5.7	6.0	6.4	5.3	10.6	40.1	9.9
Motorboat fuel tax	4.4	27.6	31.3	28.8	27.0	26.8	47.6	193.5	26.0
Surplus real property	22.0	74.3	54.1	64.1	35.0	56.0	26.0	331.5	62.7
Subtotal	28.3	109.5	94.9	103.7	73.2	92.0	89.9	591.5	103.2
Advance appropriations.....				9.2	53.0			62.2	
General fund of Treasury.....									
Outer Continental Shelf receipts.....					126.8	108.0	210.1	444.9	191.8
Total	28.3	109.5	94.9	112.9	253.0	200.0	300.0	1,093.6	330.0
Appropriations from the fund:									
Federal:									
National Park Service	4.8	21.4	20.2	30.5	30.9	51.2	119.3	278.3	63.0
Forest Service .....	.7	16.9	15.6	14.4	12.0	13.7	39.9	113.2	29.7
Bureau of Sport Fisheries & Wildlife .....			.1	1.8	.7	1.0	8.0	11.6	3.5
Bureau of Land Management .....							.6	.6	.5
Administration and Contingency .....	.1	1.4	2.6	4.8	3.9	3.2	4.4	20.4	4.8
Rebonds - Acquisitor					72.0			72.0	
Total - Federal	5.6	39.7	38.5	51.5	119.5	69.1	172.2	496.1	106.5
States.....	10.4	82.4	56.5	61.5	44.9	62.0	185.2	502.9	255.0
Grand total - Federal and State.....	16.0	122.1	95.0	113.1	164.5	131.1 ^{1/}	357.4 ^{2/}	999.2	361.5

^{1/} Does not include \$15,528,000 contract authority for National Park Service.

^{2/} Includes contract liquidation of \$30,000,000 distributed as follows: National Park Service, \$22,800,000; Forest Service, \$7,140,000; Bureau of Land Management, \$60,000.

APPENDIX B (1)
BUREAU OF OUTDOOR RECREATION

15.400 OUTDOOR RECREATION - ACQUISITION AND DEVELOPMENT
(Land and Water Conservation Fund Grants)

FEDERAL AGENCY: BUREAU OF OUTDOOR RECREATION,
DEPARTMENT OF THE INTERIOR

AUTHORIZATION: 16 U.S.C. 1-4 et seq. Land and Water Conservation Fund Act of 1965; Public Law 88-578; 78 Stat. 897; as amended by Public Law 90-401 (82 Stat. 354); Public Law 91-485 (48 Stat. 1084), and Public Law 91-308 (84 Stat. 410).

OBJECTIVES: To provide financial assistance to the States and their political subdivisions for the acquisition and development of outdoor recreation areas and facilities for the general public, to meet current and future needs.

TYPES OF ASSISTANCE: Project Grants.

USES AND USE RESTRICTIONS: Acquisition and development grants may be used for a wide range of outdoor recreation projects, such as picnic areas, inner city parks, campgrounds, tennis courts, boat launching ramps, bike trails, outdoor swimming pools, and support facilities such as roads, water supply, etc. Facilities must be open to the general public and not limited to special groups. Development of basic rather than elaborate facilities is favored. Priority consideration generally is given to projects serving urban populations. Fund monies are not available for the operation and maintenance of facilities.

ELIGIBILITY REQUIREMENTS:

Applicant Eligibility: Only the State agency formally designated by the Governor or the State legislature to administer the State's Land and Water Conservation Fund Program is eligible to apply for acquisition and development grants. (Treated as States in this regard are the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa, and Guam).

For acquisition and development grants, State agencies or political subdivisions, such as cities, counties, and park districts, are eligible. Additionally, Indian tribes which are organized to govern themselves and perform the function of a municipal government qualify for assistance under the program. Private individuals and organizations are not eligible.

Beneficiary Eligibility: The general public.

Credentials/Documentation: The State liaison officer, appointed by the Governor to administer the program in the State, must furnish assurance that the project is in accord with the State Comprehensive Outdoor Recreation Plan (see 15.401), i.e., that it meets high priority recreation needs shown in the action program portion of the plan. The State's apportionment balance of fund monies must be adequate for the project, and the sponsoring agency must permanently dedicate the project to public outdoor recreation and assume responsibility for operation and maintenance.

APPLICATION AND AWARD PROCESS:

Preapplication Coordination: Applications should be reviewed under procedures in Part I of OMB Circular A-95 (revised).

Application Procedure: Project proposals are submitted to the Bureau through the State liaison officer designated by the Governor. The State liaison officer has the initial prerogative of determining project eligibility, priority need, and order of fund assistance within the State.

Award Procedure: Proposals are reviewed by regional office, where final action may be taken. Notification of grant award must be made to the designated State Central Information Reception Agency and OMB on SF 240.

Deadlines: None.

Range of Approval/Disapproval Time: Approximately 20 days.

Appeals: State may appeal to the Secretary of the Interior.

Renewals: Project agreements may be amended to change the scope, amount, or duration. Must be approved by the Bureau.

ASSISTANCE CONSIDERATIONS:

Formula and Matching Requirements: The Land and Water

Conservation Fund Act specifies that not more than 50 percent of the project cost may be federally financed. Congress, however, when appropriating money from the fund, has always required that the fund grant be fully matched. Under certain conditions, all or part of the project sponsor's matching share may be from certain other Federal assistance programs, such as Model Cities and the Appalachian Regional Commission. Two-fifths of the money is apportioned equally, and three-fifths is apportioned on the basis of need.

Length and Time Phasing of Assistance: Funds are available for obligation during the fiscal year in which appropriated and for 2 fiscal years thereafter. The assistance period for individual projects varies and may be extended. Complex projects may be broken down into stages, with one being initially approved and the remainder qualified for activation at a later date. Except for project preparation costs, all costs must be incurred within the project period.

POST ASSISTANCE REQUIREMENTS:

Reports: State inspection reports are submitted triennially on completed projects stating whether the properties acquired and/or developed with fund assistance are used in accordance with the agreement.

Audits: Regular internal reviews by the Department's Office of Survey and Review. Each State is audited at least once every 2 years. States are to provide for a system of periodic internal review.

Records: Maintain records to facilitate audit, including records that fully disclose the amount and disposition of assistance; the total cost of the project; and the amount and nature of that portion of the cost supplied by other sources.

FINANCIAL INFORMATION:

Account Identification: 10-16-5005-0-2-405.

Obligations: (Grants) FY 71 \$110,400,000; FY 72 est \$200,000,000; and FY 73 est \$220,000,000.

Range and Average of Financial Assistance: \$1,000 to \$4,700,000; \$63,500.

PROGRAM ACCOMPLISHMENTS: By the beginning of fiscal year 1972, over 7,000 State and local projects had been approved for funding. Approximately 53 percent of the money obligated was for the use of State agencies, 12 percent for counties, and 35 percent for cities. Nearly two-thirds of the annual appropriation from the Land and Water Conservation Fund is for assistance to States. The remaining one-third is for Federal land acquisition.

REGULATIONS, GUIDELINES, AND LITERATURE: Outdoor Recreation Grants-in-Aid Manual (available on a subscription basis from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, at a cost of \$4. "The Land and Water Conservation Fund Act of 1965, as Amended," no charge; "Federal Assistance in Outdoor Recreation," \$0.50 from Government Printing Office; "Private Assistance in Outdoor Recreation," \$0.45 from Government Printing Office; and "Coordination of Federal Outdoor Recreation Assistance Programs," \$0.30 from Government Printing Office.

INFORMATION CONTACTS:

Regional or Local Office: See appendix for addresses.

Headquarters Office: Bureau of Outdoor Recreation, Department of the Interior, Washington, D.C. 20240. Telephone: (202) 343-5723.

RELATED PROGRAMS: 15.401, Outdoor Recreation State Planning - Financial Assistance; 15.402, Outdoor Recreation Technical Assistance; 15.202, Public Land for Recreation, Public Purposes, and Historic Monuments; 14.303, Open Space Land Programs; 39.002, Disposal of Federal Surplus Real Property.

APPENDIX B (2)
15.401 OUTDOOR RECREATION STATE PLANNING - FINANCIAL ASSISTANCE
(Land and Water Conservation Fund State Plan Program)

FEDERAL AGENCY: BUREAU OF OUTDOOR RECREATION,
DEPARTMENT OF THE INTERIOR

AUTHORIZATION: Land and Water Conservation Fund Act of 1965,
Public Law 88-578, as amended 16 U.S.C. 460 1-4 et seq.

OBJECTIVES: To provide financial assistance to States and territories
in preparing and maintaining statewide outdoor recreation plans
which are required for State participation in the land and water
conservation fund grant program. Such plans are directed to the
needs of the people of the State for satisfying outdoor recreation
opportunities and provide a framework to guide public and private
actions designed to meet this objective.

TYPES OF ASSISTANCE: Project Grants.

USES AND USE RESTRICTIONS: Grants may be made to States for
revising and updating existing State outdoor recreation plans,
preparation of new plans, and for surveys, technical studies, data
collection and analysis, and for other purposes which are clearly
related to the refinement and improvement of the State outdoor
recreation plan.

ELIGIBILITY REQUIREMENTS:

Applicant Eligibility: Only the State agency formally designated by
the Governor as responsible for the preparation and maintenance
of the plan is eligible.

Beneficiary Eligibility: Same as applicant eligibility.

Credentials/Documentation: Citation of State's legal authority to
participate in the land and water conservation fund program. State
Plans are required under Part III of OMB Circular No. A-95
(revised).

APPLICATION AND AWARD PROCESS:

Preapplication Coordination: All projects must be coordinated with
State and regional or metropolitan clearinghouses prior to
submission to the Bureau as required by procedures in Part I of
OMB Circular A-95 (revised).

Application Procedure: Application is made in the form of the
following documents accompanied by the required attachments:
Project Proposal, Form BOR 8-163; Project Agreement, Form
BOR 8-92 should be submitted to the appropriate regional office
listed in the appendix.

Award Procedure: Planning project proposals submitted to the
Bureau of Outdoor Recreation are reviewed and final action is
taken by the appropriate regional office. Awards are made to the
State officials authorized to receive Federal grants. Notification of
grant approval is made to the State Central Information Reception
Agency and OMB on SF 240.

Deadlines: None.

Range of Approval/Disapproval Time: Approximately 60 days.

Appeals: Not applicable.

Renewals: Project agreements may be amended to change the scope
amount, or duration of a project. Such amendments must be
approved by the Bureau.

ASSISTANCE CONSIDERATIONS:

Formula and Matching Requirements: Grants are made on a 50:50
matching basis for approved projects.

Length and Time Phasing of Assistance: There are no time limits on
the assistance. Planning projects may not be phased.

POST ASSISTANCE REQUIREMENTS:

Reports: End products as specified in the application for assistance
quarterly progress reports, and a final report are required.

Audits: Regular internal reviews of all projects are made by the
Department's Office of Survey and Review. Each State is audited
at least once every 2 years. In addition, States are expected to
provide a system of periodic internal review.

Records: The Land and Water Conservation Fund Act requires each
recipient of assistance to maintain such records as will facilitate an
effective audit, including records that fully disclose the amount
and disposition of assistance.

FINANCIAL INFORMATION:

Account Identification: 10-16-5005-0-2-405.

**Obligations (Grants) FY 71 \$1,200,000; FY 72 est \$4,300,000; and
FY 73 est \$3,600,000.**

Range and Average of Financial Assistance: \$2,000 to \$500,000;
\$55,000.

PROGRAM ACCOMPLISHMENTS: During fiscal year 1971, about 20
new planning projects were approved.

REGULATIONS, GUIDELINES, AND LITERATURE: "Federal Focal
Point in Outdoor Recreation," \$0.50; "Coordination of Federal
Outdoor Recreation Assistance Programs," \$0.30; "Outdoor
Recreation Grants in Aid Manual," \$4. (\$5.50 if foreign). All
available from Superintendent of Documents, Government
Printing Office, Washington, D.C. 20402.

INFORMATION CONTACTS:

Regional or Local Office: Additional information may be obtained
from the Regional Director, Bureau of Outdoor Recreation. See
the appendix for a list of the addresses of the regional offices.

Headquarters Office: Bureau of Outdoor Recreation, Department of
the Interior, Washington, D.C. 20240. Telephone: (202)
343-8061.

RELATED PROGRAMS: 15.400, Outdoor Recreation - Acquisition
and Development; 15.402, Outdoor Recreation Technical
Assistance; 15.803, Topographic Surveys and Mapping; 14.203,
Comprehensive Planning Assistance.