

PARKS AND RECREATION ACTIVITIES OF THE  
FIRST SESSION OF THE 92ND CONGRESS

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## INTRODUCTION

During its first session the 92nd Congress added new parklands to the national system, modified the Land and Water Conservation Fund, and expanded the National Wilderness Preservation System.

Major recreation problems receiving attention in 1971 were (i) entrance and user fees and (ii) facilities for urban areas (as exemplified by the Gateway Recreation Area proposal). Six public laws were enacted in the recreation field and sixteen other bills were passed by one of the two chambers. (Legislative histories are given in Table I and a list of Congressional hearings in Table II.)

## ENACTMENTS

### P.L. 92-33 American Revolution Bicentennial Commission (S. 1538)

Public Law 92-33 increases the authorizations for appropriations for the American Revolution Bicentennial Commission during FY 1971 from \$373,000 to \$670,000. The thirty-five member commission is responsible for planning the commemoration in 1976 of the two hundredth birthday of our Nation. The increase in funding is to accelerate implementation of the program.

### P.L. 92-82 Law Enforcement in National Forests (H.R. 3146)

Public Law 92-82 authorizes the Secretary of Agriculture to cooperate with State and local governments in the enforcement

of local laws within National Forests. The increasing visitor pressure in National Forests has strained the ability of local law enforcement agencies to protect visitors and the forests. In some cases, the number of visitors at a National Forest has exceeded the population of adjoining communities, thus severely straining local law enforcement capability. This measure allows the Forest Service to reimburse local governments for law enforcement activities within the National Forest System. Estimated cost of the legislation is \$4,700,000 for FY 1972, increasing up to \$9,446,000 by FY 1976.

P.L. 92-127 Lincoln Home National Historic Site (H.R. 979)

Public Law 92-127 authorizes the establishment of the Lincoln Home National Historic Site in Illinois. The Act creates a complex which will become the focal point of a new national historic site in Springfield. The home and three adjacent properties will be restored to their original exterior. The home has previously been maintained by the State of Illinois. Estimated costs are \$2,003,000 for land acquisition, \$5,860,000 for development, and \$502,400 per year for operating costs by the fifth year.

P.L. 92-154 Canyonlands National Park (S. 26)

Public Law 92-154 revises the boundaries of Canyonlands National Park, Utah. The Park, as created in 1964, contained 257,640 acres of spires, arches, and other outstanding formations.

Public Law 92-154 enlarges the Park to 337,258 acres by the addition of four areas. These areas are: (1) Horseshoe Canyon, a 3,178 acre tract including prehistoric pictographs, (2) the Maze, an intricately eroded area of 47,313 acres, (3) the North Side, a 17,175 acre tract including the remainder of a scenic canyon and lands needed for administrative purposes, and (4) Lavender Canyon, an 11,952 acre tract containing parts of two highly scenic canyons, prehistoric Indian ruins, and natural arches. Horseshoe Canyon is about 7 miles west of the former park boundaries; the other three areas are contiguous to the original Park. Among tracts recommended for inclusion by the Secretary of the Interior that were not included in P.L. 92-154 are Dead Horse State Park which the State of Utah wished to retain and another area with potential tar sand deposits.

Of the 79,618 acre increase, most of the land is already in Federal ownership; only 80 acres are privately held and the remainder is held by the State of Utah. The law authorizes \$16,000 for land acquisition and \$5,102,000 for development. The Secretary of the Interior is directed to investigate road alignments and potential wilderness designations.

Some local opposition to the expansion of the park was expressed because of a past history of slow development of parkland in the area. In Utah about 70% of the land is in Federal ownership.

P.L. 92-155 Arches National Park (S. 30)

Public Law 92-155 establishes the Arches National Park in Utah. Arches National Monument was created by Presidential proclamation in 1929 and was expanded by proclamation in 1938, 1960 and 1969. The 1969 enlargement brought the acreage of the monument to 82,953. Arches is a magnificent area of spectacular sandstone formations. Public Law 92-155 creates a 73,000-acre National Park in this area. Excluded from the new park are two small tracts thought to contain mineral deposits and a larger tract used for sheep grazing. An additional tract of Federal land not within the monument, containing areas known as the Hanging Garden and Eagle Park, was included in the Park. Monument lands excluded from the Park are to be administered as public lands by the Secretary of the Interior. Road alignments and possible wilderness designations are to be studied. Sheep grazing is to be phased out gradually and driveways maintained.

P.L. 92-207 Capitol Reef National Park (S. 29)

Public Law 92-207 establishes the Capitol Reef National Park from lands within the Capitol Reef National Monument in Utah. Capitol Reef is rich in interesting rock formations and Indian artifacts, but its main feature is the Waterpocket Fold, a 150 mile long escarpment created by a doubling up of the Earth's crust. Capitol Reef National Monument was created and expanded by Presidential proclamations in the same manner as Arches National Monument. Capitol Reef National Park includes 241,671 acres as compared to 254,185 acres within the former Capitol Reef National Monument.

## PRESIDENTIAL MESSAGES

1971 Environmental Program

On February 8, 1971, the President sent a message to Congress outlining his environmental legislative program for 1971. Included in this program were several recreation proposals: "...A new and greatly expanded open space and recreation program, bringing parks to the people in urban areas; Preservation of historic buildings through tax policy and other incentives; Substantial expansion of the wilderness areas preservation system; [and] ...A World Heritage Trust to preserve parks and areas of unique cultural value throughout the world."

The President announced the inclusion of a new "Legacy of Parks" program in the 1972 budget. This includes an appropriations increase to \$380 million for the Land and Water Conservation Fund and a \$200 million appropriation for a new urban park program to be administered by the Department of Housing and Urban Development. Public Law 92-76 appropriated \$361,500,000 for the Land and Water Conservation Fund. Public Law 92-78 appropriated \$100,000,000 to the Department of Housing and Urban Development for the Open Space Land Program.

Legislative proposals submitted in conjunction with this were adjustments in grant programs to encourage park development near population centers and income tax amendments to encourage charitable land transfers. S. 990 and H.R. 4705 proposed adjustments to the Land and Water Conservation Fund to encourage recreation development

in urban areas the the President recommended. The major change contained in the bills was to include funds for indoor as well as outdoor facilities. Hearings were held on H.R. 4705. However, no floor action was taken.

Mr. Nixon praised 1970 additions to the National Park System but said that further efforts were necessary. The President reported that five parcels of Federal land were available for conversion to park use under his Property Review Program and that more than 40 suitable properties had been identified. He requested further improvements in that program. Proposals for preserving historic buildings included tax measures, a loan insurance program, and provisions for Federally-owned sites. S. 1152, an administration bill to facilitate the acquisition of surplus Federal properties for use as historical monuments, was passed by the Senate. It allows State and local governments to use such properties for appropriate revenue purposes.

The President also declared that he was directing the Secretary of Interior to discuss the concept of a "World Heritage Trust" at appropriate international forums. The trust would designate natural, cultural, and historical areas of world-wide significance. <sup>1/</sup>

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<sup>1/</sup> 1972 is the centennial of the establishment of Yellowstone, the first formally-established National Park in the world. The United Nations now lists over 1,200 National Parks in 93 Nations.



Wilderness Message

On April 28, 1971, President Nixon transmitted a letter to Congress which contained proposals for 14 additions to the National Wilderness System. The 14 areas, all presently under Federal ownership, are: (1) Simeonof National Wildlife Refuge, Alaska - 25,140 acres, (2) North Cascades National Park, Washington - 515,880 acres, (3) Isle Royale National Park, Michigan - 120,588 acres, (4) Sequoia and Kings Canyon National Parks, California - 721,970 acres, (5) Shenandoah National Park, Virginia - 73,280 acres, (6) Breton National Wildlife Refuge, Louisiana - 4,420 acres, (7) Florida Keys National Wildlife Refuge, Florida - 4,740 acres, (8) West Sister Island National Wildlife Refuge, Ohio - 85 acres (9) Chamisso National Wildlife Refuge, Alaska - 455 acres, (10) Farallon National Wildlife Refuge, California - 141 acres, (11) Izembek National Wildlife Range and Aleutian Islands National Wildlife Refuge, Alaska - 301,451 acres, (12) Cedar Breaks National Monument, Utah - 4,370 acres, (13) Capitol Reef National Monument, Utah - 23,054 acres, and (14) Arches National Monument, Utah - 15,703 acres.

In addition the President recommended expansion of a previous proposal for wilderness designation in the Okefenokee National Wildlife Refuge, Georgia, and concurred with the negative recommendations of the Secretary of the Interior for the designation of wilderness areas within Chaco Canyon National Monument, New Mexico and Laguna Atascosa, Texas. The fourteen proposals were incorporated into

S. 2453 and H.R. 10752. Hearings were held on the House bill but no floor action was taken during the first session. Both Arches National Monument and Capitol Reef Monument in Utah in which proposed areas are located were redesignated as National Parks by Public Laws 92-155 and 92-207.

#### OTHER LEGISLATIVE PROPOSALS

##### Golden Eagle Program

The Golden Eagle Passport program (yearly admission permits to Federal recreation lands) as extended in 1970 expired at the end of 1971. Although the program has failed to make significant contributions to the Land and Water Conservation Fund as originally intended the concept of user support of Federal recreational lands is still considered popular.

Two bills seeking to continue the Golden Eagle Program received action during the first session of the 92nd Congress. S. 1893 was reported and passed by the Senate. H.R. 6730 was reported to the House of Representatives.

S. 1893 calls for a yearly ten dollar per car entrance permit and a twenty-five dollar per car camping permit for Federal recreation areas. It includes provisions for free admission for persons age 65 or over and for encouraging participation at reservoir and other facilities managed primarily for purposes other than recreation.

H.R. 6730 calls for a yearly ten dollar per car entrance permit. H.R. 6730 would also exempt those over 65 years of age from entrance fees. No provision is made for camping permits. The recommendation of the Secretary of the Interior had been for four dollar per person per year permits.

#### Omnibus Bill

Authorizations for appropriation increases and for boundary changes for units of the National Park System have traditionally been handled by separate legislative proposals. In 1971, for the first time, several such proposals were combined into one bill in order to facilitate handling. S. 2601, reported and passed by the Senate, proposes to increase appropriation ceilings for land acquisition at eight areas, to increase appropriation ceilings for development at three areas, and to authorize boundary revisions at nine areas. The park proposals included in S. 2601 are supposed to be in substantial accord with the original legislation for the area and not to constitute a major change in the size or nature of the projects.

#### Recreation Areas and River Parks

Four proposals for major National Recreation Areas received action during the first session of the 92nd Congress. Three of these: S. 27 to create Glen Canyon National Recreation Area, S. 1852 to create Gateway National Recreation Area, and S. 1977

to create Oregon Dunes National Recreation Area; were passed by the Senate. The fourth, H.R. 6957 to create Sawtooth National Recreation Area, was reported to the House of Representatives.

The proposed Glen Canyon National Recreation Area would encompass 1,285,310 acres in Arizona and Utah. The central feature of the area is 256 square mile Lake Powell created by Glen Canyon Dam. In addition the area has many outstanding features that were not covered by the lake and would serve to protect parts of adjoining Canyonlands and Capitol Reef National Parks. Since authority for land acquisition and development already exist under the Colorado River Storage Project Act, there would be no additional costs.

The proposed Oregon Dunes National Recreation Area would incorporate 32,397 acres of dunes, lakes, and forests in a 40 mile long strip of the Pacific Coast in Oregon. Much of the land is presently National Forest land; 7,673 acres are private, most of which would not be acquired; the remainder of the area is in other public ownership. Expected costs are \$2,450,000 for acquisition and \$12,700,000 for development. This area has been the subject of legislation for the past several years.

The proposed Gateway National Recreation Area would include 26,250 acres in five areas around New York Harbor. The five areas are Breezy Point, Jamaica Bay and Floyd Bennet Field on Long Island,

Great Kills on Staten Island, and Sandy Hook in New Jersey. Integral to the proposal are ferries and other mass transit systems to provide access to the areas. This proposal is of special significance because of its proximity to our largest metropolitan area, because of its emphasis on access to those without cars, and because of its focus on beach facilities. These are all recognized as our greatest recreational needs and such efforts are very much in keeping with the President's objective of providing recreational facilities for urban areas. This proposal was strongly supported by the President and received excellent press coverage.

Most of the land is in various public ownerships; land acquisition costs are to be limited to \$40,000,000. Total development costs are estimated to be \$98,148,000. The beaches included in the proposal presently received about 2 million visits annually. It is estimated that modest transportation investment could bring about 10 million visits per year, a number comparable to the total national seashore system. Estimates are for 20 million visits with the ferry operating and 50 million eventually. There has been disagreement as to whether or not certain tracts should be included within the recreation area.

The Sawtooth proposal calls for a 537,000 acre Sawtooth National Recreation Area, a 216,400 acre Sawtooth Wilderness Area, and a five

year moratorium on establishment of mining claims within this mountainous region of south-central Idaho. The region is noted for its majestic scenery of mountains, lakes, valleys and big game. The wilderness area would be an expansion of the existing Sawtooth Primitive Area. Mining activity in the area is considerable and rapidly increasing. The moratorium on new mining operations is intended to allow development of safeguards for the environmental values of the land. Estimated costs are \$19,800,000 for land acquisition and \$26,200,000 for development.

The Senate also passed two bills seeking to add river units to the National Park System: S. 7 to create a Buffalo National River in Arkansas and S. 36 to create a Connecticut Historic Riverway in Connecticut. The Buffalo is an unspoiled river through the Ozarks with a combination of features that make its preservation highly desirable. Parkland is to be 95,730 acres along 132 miles of the river. Estimated costs are \$16,115,000 for land acquisition and \$12,102,000 for development.

The Connecticut flows near some of our largest urban areas, yet has retained tremendous natural, historical, and scenic values. The proposed historic riverway would include 23,500 acres of the River Valley along an 11 mile stretch. At the southernmost end of the Connecticut, the riverway would be near to population centers. Only 5,000 acres are designated for acquisition - the rest is to be left in private ownership with appropriate regulation. Estimated costs are \$17,450,00 for land acquisition and \$4,469,000 for development.

Wilderness

The Wilderness Act of 1964 established a National Wilderness Preservation System containing initially 8,970,000 acres in fifty-four National Forest areas. The Act also directed studies by 1974 of areas for possible addition to the system. The Secretary of the Interior was directed to review all appropriate holdings of the National Park Service and Bureau of Sport Fisheries and Wildlife. The Secretary of Agriculture was directed to review the nearly 5,500,000 acres of National Forest land in the thirty-four areas that were then classified as primitive areas. Recommendations resulting from these studies are incorporated into Administration proposals, the fourteen in the President's Wilderness message being the most recent. Three previously recommended wilderness designations were passed by the Senate during 1971: S. 166 - Washakie Wilderness in Wyoming, S. 959 - Pine Mountain Wilderness in Arizona, and S. 960 Sycamore Canyon Wilderness in Arizona.

There is also considerable concern however about "de facto wilderness areas." These are National Forest lands that are considered worthy of wilderness designation but that since they had not been under primitive area classification are not being reviewed. Although the Forest Service is compiling a list of such areas to study after 1974, numerous bills have been introduced seeking to designate such areas as wilderness. Two such bills were passed by the Senate: S. 484 - to establish the Lincoln Back Country Wilderness

in Montana, and S. 493 - to add the Minam River Canyon to the Eagle Cap Wilderness in Oregon.

### Big Cypress

An additional recreation area proposal which did not receive floor action during the first session but represented an important issue that will likely be taken up during the second session, is Big Cypress Swamp in southern Florida. Big Cypress is a unique and beautiful natural area. Water which flows through the swamp is vital to the preservation of the Everglades. With the Presidential order to stop construction of the Miami Jetport within the swamp intentions for preserving Big Cypress were made clear but no measures were taken to actually do so. In May 1971 a report of the Everglades Jetport Advisory Committee was released which outlined several alternative land use controls as the basis for preserving Big Cypress. S. 2465 which calls for purchase of a larger area as an Everglades-Big Cypress National Recreation Area, was introduced in August. A similar Administration bill was announced in November. Field hearings on S. 2465 were held in the beginning of December.

### REPORTS

#### Transportation for Great Smokies

In February 1971, the National Park Service released a study on transportation concepts for the Great Smoky Mountains National Park. The question of roads in and around the park has been of concern for



many years. In 1943, the Park Service promised Swain County, North Carolina that it would build a road along the north shore of Fontana Lake, connecting the towns of Bryson City and Fontana. This agreement was made because Fontana Lake, a TVA project, flooded the existing road and because 44,000 acres acquired by TVA were added to the Park. Strong opposition developed to the building of this road and to a subsequent 1965 alternate proposal for a transmountain road across the park. Both were feared to be destructive of the natural values of Great Smokies National Park, which contains some of our largest tracts of virgin forest.

The study outlines two proposals. The first calls for a rail system along the path of the proposed trans-mountain road and a bus system along the existing trans-mountain road, U.S. 441. This would allow access to the park without use of automobiles. The recommended proposal, however is for a system of parkways around the park. This would incorporate existing parkways and penetrating roads to allow increased access to the park. U.S. 441 is eventually to be closed. It is hoped that this plan would greatly increase the visitor capacity of the Park, protect the natural values of the Park, and aid the economic development of towns all around the Park. The \$120,000,000 project would require legislation and approval by Swain County and North Carolina that the commitment to them was satisfied.

TABLE I - Legislation

Bill No.	Description	House Report	Passed House	Senate Report	Passed Senate	Conf. Report	Public Law No.
<u>Parks &amp; Recreation</u>							
H.R. 3146	State & Local Law Enforcement in National Forests	92-233	6-21-71	92-312	7-30-71		92-82
H.R. 6730	Land and Water Conservation Fund, Amend.	92-742					
H.R. 6957	Sawtooth Nat'l Recreation Area, est.	92-762					
H.R. 9346	Conveyance of Recreation Land Calif.	92-531	10-4-71				
H.R. 9634	Wilderness, McKelvie Nat'l Forest	92-473	9-20-71	92-385	10-6-71		92-142
H.R. 9798	Lincoln Home National Historic Site	92-419	8-2-71	92-313	8-3-71		92-127
H.R. 11080	Redwood National Park, Income Tax Treatment	92-662					
S. 7	Est. Buffalo National River, Arkansas			92-130	5-21-71		
S. 26	Canyonlands Nat'l Park Utah	92-536	10-4-71	92-155	6-21-71		92-154
S. 27	Glen Canyon Nat'l Recreation Area, Ariz.-Utah			92-156	6-21-71		

Bill No.	Description	House Report	Passed House	Senate Report	Passed Senate	Conf. Report	Public Law No.
S. 29	Capital Reef Park, Utah	92-537	10-4-71	92-157	6-21-71	92-685	92-207
S. 30	Arches Nat'l Park, Utah	92-535	10-4-71	92-158	6-21-71		92-155
S. 36	Connecticut River Valley, Resource Preservation and Promotion			92-534	12-9-71		
S. 166	Wilderness, Washakie Stratified Primitive Area			92-80	5-3-71		
S. 484	Wilderness, Lewis and Clark and Lolo National Forests			92-52	4-5-71		
S. 493	Eagle Cap Wilderness Area			92-138	6-4-71		
S. 959	Wilderness, Mt. Pine, Prescott & Tonto Nat'l Forests			92-329	8-2-71		
S. 960	Wilderness, Sycamore Canyon & Prescott Nat'l Forests			92-330	8-2-71		
S. 1152	Historical Preservation of Conveyed Land			92-377	9-28-71		
S. 1245	Preservation of Historical Monuments and Archeological Data			92-340	8-5-71		

Bill No.	Description	House Report	Passed House	Senate Report	Passed Senate	Conf. Report	Public Law No.
S. 1538	American Revolution Bicentennial Commission, Amendments	92-269	6-21-71	92-126	5-21-71		92-33
S. 1852	Gateway National Recreation Area			92-345	8-6-71		
S. 1857	American Revolution Bicenn. Com., Membership Increase			92-487	12-2-71		
S. 1893	Land and Water Conservation Fund, Restore Golden Eagle Program			92-490	11-22-71		
S. 1977	Oregon Dunes National Recreation Area			92-422	11-4-71		
S. 2601	Increase Park System Approp. Ceiling			92-452	11-19-71		

TABLE II  
PRINTED HEARINGS RELATING TO PARKS AND RECREATION

COMMITTEE	SUBJECT(S)	BILL(S)	DATE(S)
House Agriculture	Law Enforcement on Forest Lands	H.R. 1399, H.R. 3146 H.R. 6400, H.R. 7259, H.R. 7300	April 6
House Interior and Insular Affairs	Briefings on Policy and Programs of National Park Service and Bureau of Outdoor Recreation	----	April 1 and 2
	Lincoln Home National Historic Site	H.R. 3117	April 5, June 11
	Amendments to Land and Water Conservation Fund (Golden Eagle, Urban Recreation)	H.R. 6730, H.R. 1131, H.R. 7401 H.R. 4705, H.R. 5599, H.R. 7629	May 13, 14 and 25
	Sawtooth National Recreation Area	H.R. 6957	June 7 and 8
	Utah National Park Proposals (Arches, Canyonlands, Capitol Reef)	H.R. 9053, H.R. 7136, H.R. 7137, H.R. 8213	June 14 and 15
	Gateway National Recreation Area	H.R. 1121	June 26, Aug. 19 and 20
	Wilderness--Cedar Keys, Fla.	H.R. 736	Oct. 1
	Washakie, Wyom.	H.R. 1552	July 23, Sept. 30
	Pine Mountain, Ariz.	H.R. 3338	July 22
	Sycamore Canyon, Ariz.	H.R. 3339	July 22
	Public Land Policy Act	H.R. 7211	July 26, 27, 28, 29 and 30

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COMMITTEE	SUBJECT(S)	BILL(S)	DATE(S)
Senate Interior and Insular Affairs	Buffalo National River	S.7	April 22
	Canyonlands, Glen Canyon, Capitol Reef, Arches	S. 26, S. 27, S. 29, S. 30	June 3
	Gateway National Recreation Area	S. 1193, S. 1852	May 12 and 17
	Golden Eagle Program	S. 1228, S. 1474, S. 1893, S. 1172	May 20
	Oversight National Park Service	---	June 15
	Oversight Redwoods National Park	---	May 10
	Preservation of Historic and Archaeological Data, Preservation of Historic Monuments	S.1245 S.1152	June 10
	Snowmobiles and Other Off Road Vehicles	---	May 21