



TRENDS

in
PARKS & RECREATION
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Outdoor America—its parks, forests, mountains, plains, and valleys—can become the “classrooms” of a great university of the outdoors where the urbanized American would gain an understanding of nature’s essential balance, and with it cultural enrichment and wisdom.

We know, for example, that wilderness travel is more than mere wandering around in wilderness—there is art in wilderness living. We know there is more to outdoor camping than merely eating around a campfire. If art is “effort inspired by an interest in the outcome,” then outdoor activity could become art, at once renewing the body, ennobling the mind, and adding a dimension of greatness to life and society.

Could we not bring nature to the classrooms and the classrooms to nature? I think we can. I think we can make the countryside into virtual classrooms for both youth and

THE GREAT UNIVERSITY OF THE OUTDOORS

by ORVILLE L. FREEMAN
Secretary of Agriculture



adults. And I think we can go further. The outdoors can become art galleries and libraries of living books, and music and drama festivals, and Fall, Winter, Spring, and Summer festivals, fun and work festivals and workshops of the liberal arts. People would go to the countryside for play, work, and study to release the creative spirit.

Matthew Arnold defined greatness as “a spiritual condition

worthy to excite love, interest, and admiration.” And President Johnson defined the great society as “a place where man can renew contact with nature. It is a place which honors creation for its own sake and for what it adds to the understanding of the race. It is a place where men are more concerned with the quality of their goals than the quantity of their goods . . . It is a challenge constantly renewed, beckoning us toward a destiny where the meaning of our lives matches the marvelous products of our labor.”

President Johnson’s ideal of the great society is a clear challenge to all who work with America. There is guidance in it: to be more concerned with the quality of our goals than the quantity of our goods.

Much in our society is great and has been throughout our history, though we seldom pause to think about it. Yet, many Americans feel there is an emptiness in our society, a sense of drift. We have been a working people, ever busy making a living, building things and producing goods. The evidence of our industry is everywhere around us. We have, through industry and free institutions, achieved material wealth. It has propelled us to power and leadership in the world.

Material abundance, however, has always been a means to an end—an essential base on which to achieve some greater goal.

Now a change has come and is accelerating.

For the first time in our history large numbers of Americans have leisure in abundance, and apparently more is to come. Many Americans are still poor, but more people than ever before now have the leisure that once belonged only to the rich and aristocratic.

Out of today’s population of 192 million, only about 13 million live on farms. Seven percent of the population now produces the food and fiber for the whole country, plus exports and reserves. Mathematician Richard Bellman of the Rand Corporation predicts that in 25 years two percent of the population will produce all the goods and all food that all Americans can consume.

What will we do with the new leisure? Will it offer boredom or self-fulfillment? That depends on whether or not we begin now to build the great university of the outdoors.

The foundation is already being laid.

Great scenic masterpieces in Parks and Forests inspire and uplift the viewer as well as relax him.

National Parks, National Monuments, and State Parks have long performed an educational role which is constantly being expanded.

The Multiple Use Law of 1960 set recreation as one of the

*To him who in the
love of Nature holds
Communion with her
visible forms, she
speaks
in various language;
—William C. Bryant*

continued overleaf

Trends in PARKS and RECREATION

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Articles concerned with studies, concepts, philosophies and projections related to the many aspects of parks and recreation are invited. Illustrative graphic materials, where necessary or desirable, and a brief biographical sketch of the author should accompany text intended for publication. Send all material intended for publication to: Editor, TRENDS in Parks and Recreation, National Park Service, Washington, D.C. 20240.

The Park Practice Program, which publishes TRENDS in Parks & Recreation, also publishes DESIGN, GUIDELINE, GRIST (with supplements), and PLOWBACK. Membership in the Program is open to all persons or organizations concerned with every type of recreation or park planning, development and operation. Application for membership should be made to:

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Special rates may be quoted for more than 51 copies.

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Trust Building, Washington, D. C. 20005.)

will, among other things, enable the States to develop more of their opportunities for outdoor recreation.

Recreation on farms and other private land is gaining a foothold, under the Food and Agriculture Act of 1962.

Many pieces of the mosaic are in place, although the overall design is indistinct; there is need for a unifying land ethic to set the direction.

This larger concept will evolve as we set about to do the practical things that must be done. We can be informed and inform others about developments and potential of the outdoors in building the great society. We can urge and promote more national, regional, and State planning of land use. We can encourage a greater interest in conservation in the schools so that the fascinating world of nature is not neglected in the education of future citizens. And we can continue to learn how to better use our public parks and forests.

We can urge our colleges to train more recreation and land planners. We can urge and try to inspire leadership at all levels. We can invite scholars and thinkers into the outdoor university to ponder, explore, and study, and discover more of the answers we seek. And with the recreation we do provide, we can constantly improve the quality, so that a visit to the outdoors may become not merely an escape from work, but a rewarding cultural experience.

We also must encourage a free interchange of experiences and ideas among those who are responsible for the development of recreational opportunities; those who are the architects and builders of the great university of the outdoors. We should learn from each others failure and build on each others success. That is why, as Chairman of the President's Recreation Advisory Council, I am so pleased with the appearance of TRENDS. The ideas and ideals born in its pages can make the parks and forests and other public playgrounds into the classrooms that will shape our citizens of tomorrow.

THE GREAT UNIVERSITY OF THE OUTDOORS - cont'd.

major uses of National Forests.

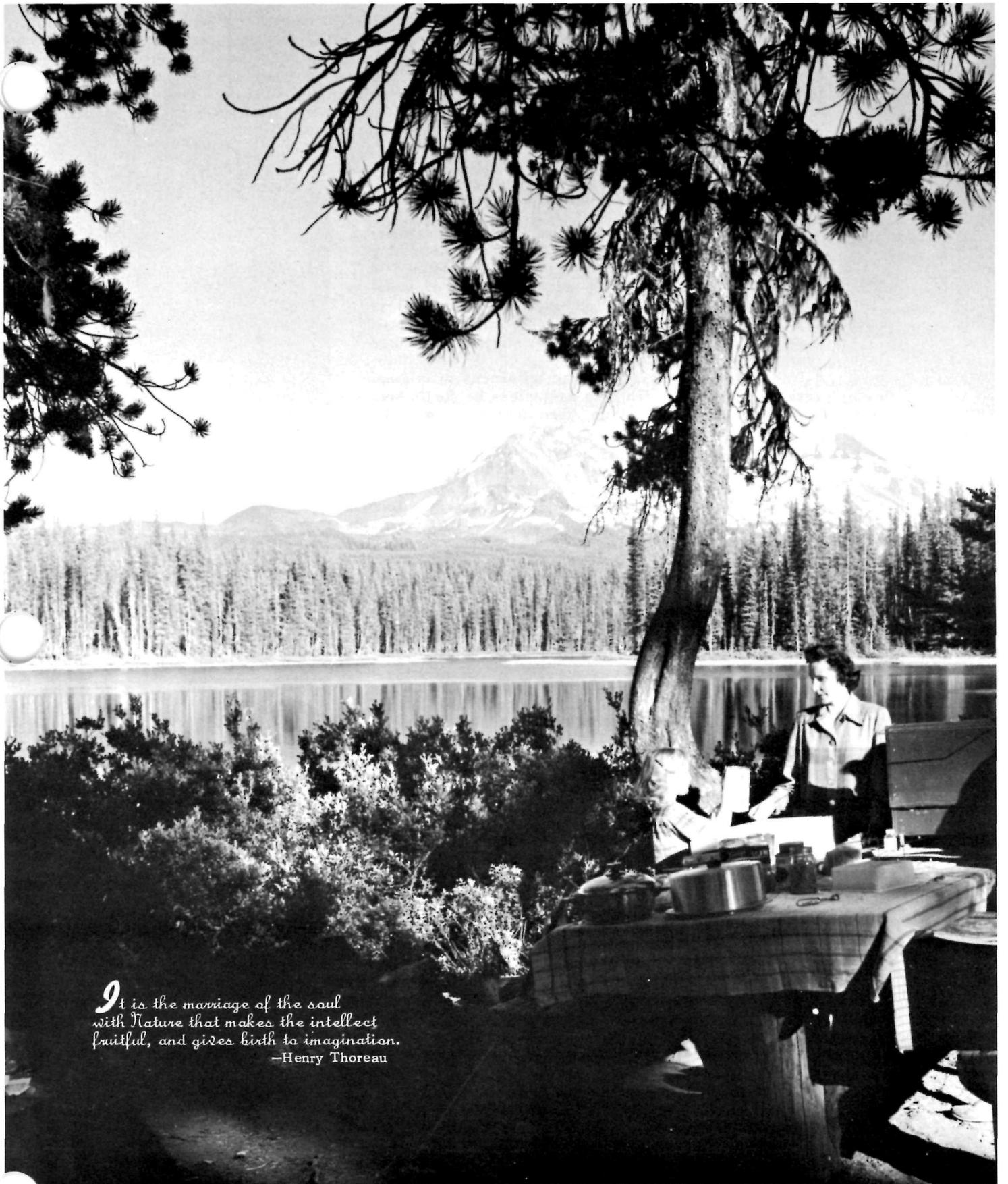
Visitor Information Centers, now beginning on the National Forests, seek to inform the visitor and make his visit more meaningful.

The Pinchot Institute for Conservation Studies has been established to teach the teachers and the leaders of conservation.

An impressive conservation library is being assembled at the Denver Public Library.

The Outdoor Recreation Resource Review Commission and its work made a landmark beginning.

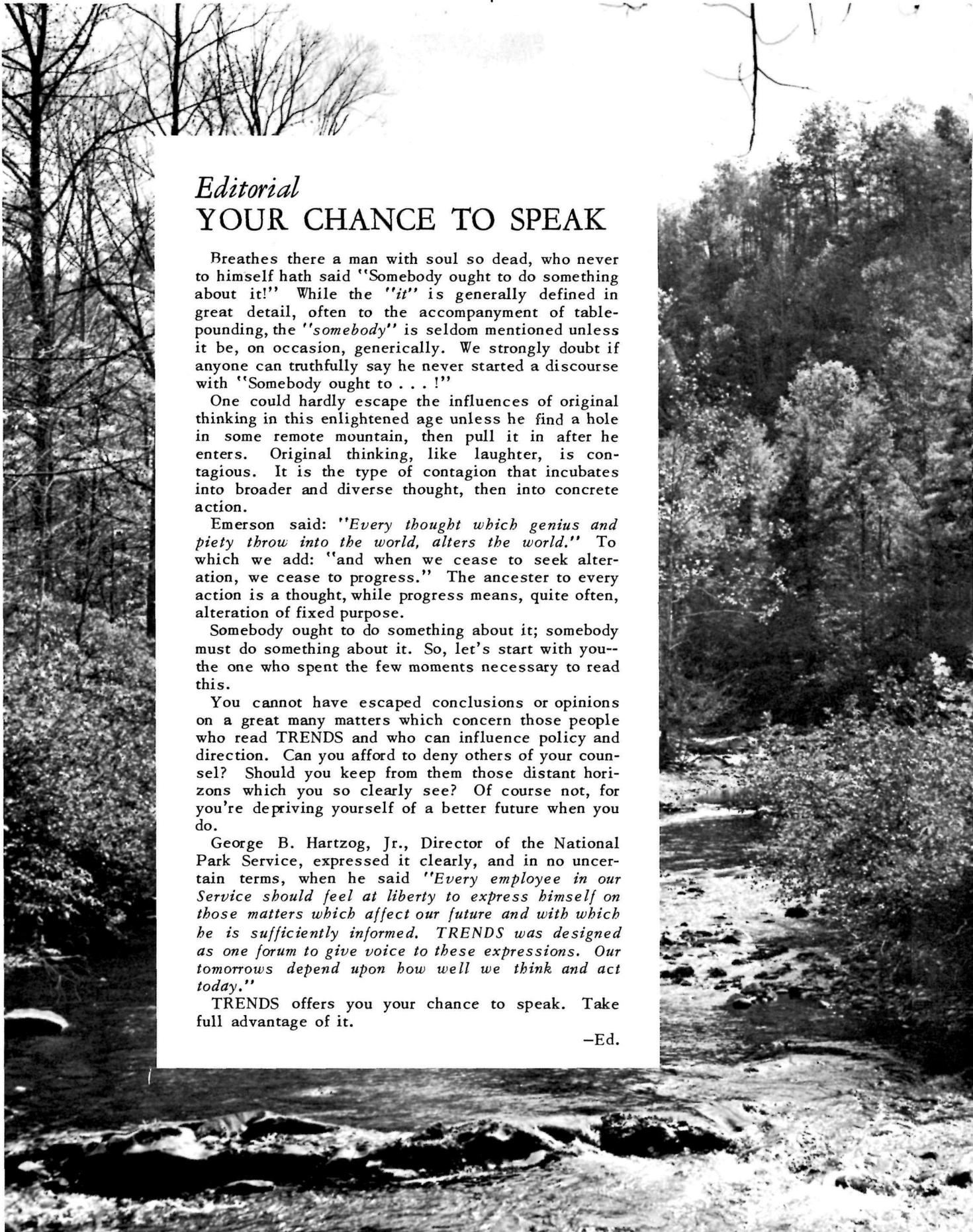
From the Commission's recommendation, the Bureau of Outdoor Recreation was created. Now two other of the major proposals of the ORRRC have been enacted into law: a permanent wilderness system that will gradually enlarge, and the far-reaching Land and Water Conservation Fund law that



*It is the marriage of the soul
with Nature that makes the intellect
fruitful, and gives birth to imagination.*
—Henry Thoreau

Scott Lake Forest Camp on the north edge of the Three Sisters Wilderness Area.

U.S. Forest Service

*Editorial***YOUR CHANCE TO SPEAK**

Breathes there a man with soul so dead, who never to himself hath said "Somebody ought to do something about it!" While the "it" is generally defined in great detail, often to the accompaniment of table-pounding, the "somebody" is seldom mentioned unless it be, on occasion, generically. We strongly doubt if anyone can truthfully say he never started a discourse with "Somebody ought to . . .!"

One could hardly escape the influences of original thinking in this enlightened age unless he find a hole in some remote mountain, then pull it in after he enters. Original thinking, like laughter, is contagious. It is the type of contagion that incubates into broader and diverse thought, then into concrete action.

Emerson said: "*Every thought which genius and piety throw into the world, alters the world.*" To which we add: "and when we cease to seek alteration, we cease to progress." The ancestor to every action is a thought, while progress means, quite often, alteration of fixed purpose.

Somebody ought to do something about it; somebody must do something about it. So, let's start with you--the one who spent the few moments necessary to read this.

You cannot have escaped conclusions or opinions on a great many matters which concern those people who read TRENDS and who can influence policy and direction. Can you afford to deny others of your counsel? Should you keep from them those distant horizons which you so clearly see? Of course not, for you're depriving yourself of a better future when you do.

George B. Hartzog, Jr., Director of the National Park Service, expressed it clearly, and in no uncertain terms, when he said "*Every employee in our Service should feel at liberty to express himself on those matters which affect our future and with which he is sufficiently informed. TRENDS was designed as one forum to give voice to these expressions. Our tomorrows depend upon how well we think and act today.*"

TRENDS offers you your chance to speak. Take full advantage of it.

-Ed.

As pointed out by Secretary Stewart L. Udall, in his introduction to *The Quiet Crisis*, "America today stands poised on a pinnacle of wealth and power, yet we live in a land of vanishing beauty, of increasing ugliness, of shrinking open space, and of an overall environment that is diminished daily by pollution and noise and blight." This is a trend in our misuse of resources which can be reversed only by a concerned citizenry with a land conscience.

The NATIONAL REGISTRY of NATURAL HISTORY LANDMARKS

by C. KENNY DALE ●

GRASS ROOTS CONSERVATION

Various departments of the federal government and conservation agencies of individual states have active programs "to make America a green and pleasant—and productive—land." In addition, there are selfless citizens who "grasp the relationship between human stewardship and the fullness of the American earth." Individually and in association these people give freely of their energies and their material resources to conserve a portion of the natural heritage. Through their efforts a great wealth of sites, significant and important in the preservation of native organisms and natural processes, are assured of continuation as natural areas under private, institutional or local governmental ownership.

In the vanguard of the movement to preserve local natural areas are the Nature Conservancy, the National Audubon Society and other conservation groups through which voluntary labors of individuals focus upon raising funds, supporting legislation, intensifying public concern, and in acquiring and preserving specimen natural areas.

In order to recognize and encourage such excellent conservation efforts, Secretary Udall directed the establishment of the National Registry of Natural History Landmarks under the administrative responsibility of the National Park Service. This program complements the Registry of National Historic Landmarks which was initiated in 1960. Designation of the first seven Natural History Landmarks was announced on March 17, 1964.

HOW THE PROGRAM WORKS

Sites eligible for registry must have a high degree of scientific or educational value. They must contain geologic or ecologic values, or both, of exceptional quality and significance in illustrating the natural history of the United States.

Sites representing rare or vanishing geological features or phenomena, or types of ecosystems, will generally qualify. Sites may also qualify by being excellent examples of natural history features of common occurrence. But rare or common,

they must be natural or reasonably successful recreations of natural conditions.

Few sites exist in America which are entirely free from man-caused influences. However, successful reestablishment of natural environments is often possible. Such sites may be considered for designation if owners are sympathetic with, and press toward that objective.

The site should be large enough to satisfy a minimum of ecological requirements and must be reasonably invulnerable to deterioration, dilution or destruction. It is desirable that the site be reasonably easy of access and available for appropriate uses by scientists, conservationists and educators.

Sympathetic and responsible ownership is, of course, requisite. In requesting registration of sites, there must be unanimity of agreement on the part of owners to comply with a few basic conservation practices relating to management and protection. Owners agree also to periodic consultation and visits by National Park Service representatives as a basis for continuing landmark status.

Sites which are believed to meet these criteria may be suggested to the Director of the National Park Service for consideration as Natural History Landmarks.

The suggested sites are examined by the National Park Service and reports on each are submitted to the Secretary's Advisory Board on National Parks, Historic Sites, Buildings and Monuments for their evaluation. The Board then makes recommendations to the Secretary of the Interior relative to which of the nominated sites should be considered eligible for the Registry. The Secretary may notify the owners of this eligibility and invite them to apply for a certificate and a bronze plaque designating the site as a Registered Natural History Landmark.

Registration as a Natural History Landmark does not involve change in land ownership and the National Park Service does not administer the sites or provide financial assistance. Service responsibility for the Landmarks is limited to occasional inspection to assure that the original conditions which warranted landmark status continue to obtain.



An outdoor laboratory in which researchers may pursue the knowledge essential for man to live in harmony with nature

● A native of Norfolk County, Va., Mr. Dale earned his BS degree in Forestry at North Carolina State Coll., in 1939 and an MS degree at Virginia Polytechnic Institute, in 1946. He started his career with the National Park Service as a Park Warden at Blue Ridge Parkway in 1940. Following his position as Park Warden, he served on active duty in the U. S. Coast Guard from 1942 to 1945. He then returned to Blue Ridge Parkway as Park Ranger from 1945 to 1948. He subsequently served in a number of permanent positions as Park Naturalist, Interpretive Specialist, and Principal Naturalist, and is now serving as Staff Naturalist with the Division of Natural Science.

PRESERVATION FOR USE

Preservation of critically rare, as well as examples of more common, biotic species, ecosystems, and geological features is a primary objective of the Program, but preservation alone does not teach man to live in harmony with nature or instill reverence for the land. One purpose of the Landmarks Program is preservation for appropriate use of the highest order.

By definition, a Natural History Landmark is a site essentially undisturbed by man where natural conditions obtain and where natural forces are unimpeded. Actually such sites are scarce and are becoming more so. Man's influence, both direct and indirect, must be reckoned with and a balance struck between total preservation and practical attainment of objectives.

RESEARCH VALUES OF NATURAL HISTORY LANDMARKS

Even as indoor laboratories for scientific study become more numerous, the opportunities for study under natural conditions in the field decrease alarmingly with the construction of highways, structures and playgrounds to serve more and more people.

Preservation of sites of landmark character provides outdoor laboratories in which researchers may pursue the knowledge essential for man to live in harmony with nature.

Unless care is taken, the methods of research might destroy the laboratory. Excessive collecting or the imposing of extensive artificial influences on the biota could be incompatible with the normal course of nature. A major value of some natural areas may be as controls for experiments in which manipulation of the environment is conducted on other areas.

EDUCATIONAL VALUES OF NATURAL HISTORY LANDMARKS

School rooms, textbooks, laboratory equipment and audio-visual devices are excellent tools for learning how organisms are put together and for ascertaining the physics and chemistry of natural processes. But for understanding environmental relationships and the fostering of reverence for the land, acquaintance with natural phenomena, where and when they occur, is essential.

More and more college and secondary school classes in Natural History are moving outdoors for observation and instruction. Small natural areas near the schools provide opportunity for first hand study of ecological and geological processes.

Since unregulated educational activities on natural areas might be inimical to preservation of desired landmark features, certain controls are necessary to prevent even worthy uses from being self defeating. For example, intensive collecting and trampling by very large groups or by too frequent visits may result in severe and undesirable changes in the ecological features of a site.

Thus, learning to use natural areas without destroying them is in itself an educational process which develops rapport between man and his environment.

RECREATIONAL VALUES OF
NATURAL HISTORY LANDMARKS

Natural History Landmarks can be an important part of the total outdoor recreation scheme. They may offer opportunities which are not possible on many recreation lands that accommodate vigorous physical activities requiring specialized equipment or play fields. It is becoming increasingly difficult to find suitable places for quiet contemplation in natural settings. Vacations allow for travel time to distant meccas, but day to day escape for an hour or two from the city or suburb is often more

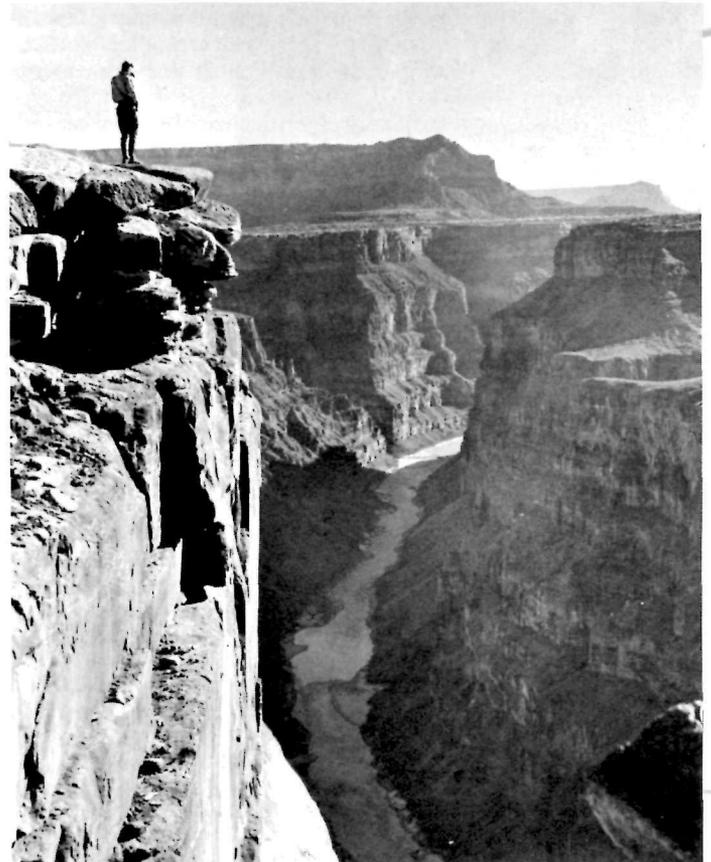
difficult to arrange. Sites eligible for Natural History Landmark status may provide opportunities for recreation activities, such as birdwatching; plant, animal and geology study involving observation of organisms and features in place without removing or destroying them; walking and resting in pleasant natural surroundings, and, enjoyment of scenic views. These opportunities are enhanced on sites where interpretation is provided. Picnicking, camping, sports and use of motorized equipment in the areas are not compatible with preservation and the research, educational and quiet recreational uses for which they may be especially well suited.

PERSONAL COMMITMENT IN CONSERVATION

The initial group of Registered Natural History Landmarks designated by the Secretary include Bergen-Byron Swamp in Lake County, New York; Corkscrew Swamp Sanctuary, Collier County, Florida; Elder Creek, Mendocino County, California; Fontenelle Forest, Sarpy County, Nebraska; Mianus River Gorge, Westchester County, New York; Rancho La Brea, Los Angeles, California; and Wissahickon Valley, Philadelphia, Pennsylvania.

These areas are now part of the National heritage because a few people cared enough to work for their preservation. They are a small sample of the natural areas already under protective ownership and the many more that individuals and communities will preserve in the future.

Conservation is no longer the exclusive province of State and Federal government; it has become the personal commitment of Americans who recognize the urgency of the quiet crisis.



Grand Canyon National Monument

AT LONG LAST - RECOGNITION FOR COUNTY PARKS

by DONALD B. ALEXANDER - Executive Secretary
National Conference on State Parks

The new publication "County Parks and Recreation-A Basis for Action," issued jointly by the National Association of Counties and the National Recreation Association is a striking example of initiative on the part of both organizations.

Over the years many people have been prone to regard PARKS as one thing and RECREATION as quite another and to feel that any relationship between them was somehow illicit.

The ORRRC report has brought this illusion to an abrupt end. Parks, of course, are basically a land use concept while Recreation has had essentially a "social welfare" connotation and the groups engaged in each have traditionally gone their separate ways.

In the field of Parks it has been customary to regard the different types as being ranged along a horizontal scale with National Parks at the left and proceeding to State Parks, County, Regional or Metropolitan Parks and to Municipal Parks at the right end of the line.

Let's examine this spectrum. Chiefly because of their character and natural location National Parks are clearly definable. They occur where the qualities which give them their stature exist. Although a little less clear, State Parks, acquired as examples of the best of state natural areas, rather than because of concentration of potential users, are also pretty well definable. Passing over to Municipal Parks, for the moment, we find these generally located to serve population centers and within the corporate limits of the central city. These also are quite clearly definable. Now, returning to County, Regional or Metropolitan Parks, we find a rather heterogeneous group of excellent systems, located for the most part in suburban areas, adjacent to population centers and readily accessible by automobile or, in some cases, public transportation. Those familiar with such systems immediately recognize their rationale and usefulness. The reason they are here called heterogeneous is because of the lack of uniformity of the political subdivisions which created them. What is a Region, what is a Metropolitan District? The Municipality, the State and the Nation are specific types of political subdivision. So is the county. But many of the present county, regional or Metropolitan District Systems comprise more than one or frequently parts of several counties. Such Regions or Metropolitan Districts are created by State legislation enabling their formation and providing some general taxing authority such as a mill levy.

Much has been written and said about Metro governments, and a few notable experiments are in progress. Only time will tell whether this method of organization will ever be sufficiently acceptable to become generally recognized.

Note:-

In cooperation with the Citizens Committee for the ORRRC Report, the National Association of Counties is publishing this fall a booklet, "County Action for Outdoor Recreation." The booklet is intended to help public officials and citizen leaders work together in developing county parks and open space programs.

Copies are available from NACO, 1001 Connecticut Avenue, N.W., Washington, D.C. 20036.

-Ed.

California has its East Bay Regional Park District; New Jersey has some excellent County Park Systems; Illinois has its Cook County Forest Preserve District, that very useful green ring around Chicago; Colorado has the Denver Mountain Parks while Ohio has five Metropolitan Park Districts, Cleveland, Akron, Toledo, Cincinnati

and Defiance. Michigan's Huron-Clinton, around the Detroit area is a multi-county arrangement while the Milwaukee County Parks form a more compact system. Each of these "County, Regional or Metropolitan District" systems has been developed without benefit of any organized national movement or uniform policy and is mostly due to the vision of dedicated individuals whose names have become well known throughout the country for the exceptional services they have thus performed. Probably the reason there is so much disparity in such systems' legal bases is the utter lack of uniformity in the laws of the various states.



Park Equestriennes

Photo by Leet-Melbrook Inc.

Over the years, however, the philosophy, the pattern, and the technique of selection, planning, development and use of these County, Regional or Metropolitan parks has been amazingly similar.

The several types of parks in this country have resulted in or from the formation of various citizens and professional organizations dedicated to their support. The National Parks have the National Parks Association and the American Planning and Civic Association, and State Parks have the National Conference on State Parks, the Municipal Parks have the American Institute of Park Executives. All these organizations have been in existence for varying periods, as far back as 1898. The County, Regional or Metropolitan Parks have had no such specific organization. In this respect these parks have operated in a vacuum. The National Recreation Association has provided recreational planning and guidance services and support chiefly to Municipal parks but is now expanding its services to County and State units.

It has remained for the National Association of Counties in 1964 to come forward and enunciate, for the first time, a National Policy for County Parks and Recreation, thus moving into the great vacuum which has existed for so many years. This is a significant milestone for Parks and Recreation.

*All your strength is
in your union,
All your danger is in
discard.*

-Longfellow

Letters -

To the Editor of TRENDS

Sir:

Have just now read Vol. 1 No. 1 of TRENDS. I think it is great. Format ideal and content most interesting. The lithograph company certainly does a nice job for you, and your selection of illustrations is swell.

Congratulations on another accomplishment.

Carl Russell
Orinda, California
August 18, 1964

Persons, such as yourself Dr. Russell, who have served long and distinguished careers in conservation and the natural sciences have much to offer the readers of TRENDS. Its pages are open to you for this purpose and we want you to make liberal use of this medium for the expression of thought on those subjects of continuing interest to us all.

Sir:

Brilliantly conceived ideas such as TRENDS, and the outstanding writers whom you apparently influenced to write for your first issue, makes me wonder what I have contributed to the NCSP or the Park Practice Program.

If the first issue is to indicate a criteria for this publication, it will vie with GRIST and far exceed GUIDELINE as a "tool" for park people. While this issue emphasizes Federal Programs, I'm sure it is your desire and intent to cover State, county, township, municipal and city features though I don't know just where we at the State level will get the people who can do the job Federal people did in the first issue.

Arthur C. Elmer, Chief
Michigan Parks and
Recreation, Lansing
August 17, 1964

We want very much to present State, county, township, metropolitan and municipal subjects in this publication. The agencies of these government divisions have a great deal to tell others about operations and planning in their particular areas—we should not, and will not "sell them short."

Now that there is an increasing emphasis in conservation and recreation matters on a nationwide scale, all agencies are important to the great society about which President Johnson speaks. Their roles are not determined by the size of the areas they administer but rather by their consideration of objectives; through an understanding of the nationwide and worldwide needs of people to "recreate" themselves according to their own desires, and for sufficient and proper places in which to do it.

Sir:

I have just read the first issue of TRENDS, the new quarterly of the Park Practice Program. May I say . . . that I think the National Conference on State Parks has come up with a publication for which there has long been a need in park and recreation circles.

Certainly the articles in the initial number are most thought provoking, and I am sure that they will, in themselves, invite the participation of others. I for one will anticipate the arrival of future issues with great interest, and I will urge members of my staff to read them carefully and to contribute whenever the occasion may arise.

John C. Preston, Supt.,
Yosemite National Park,
California
August 5, 1964

Glad you liked Vol. 1, No. 1 but it is that part of your letter in which you tell us that you will urge members of your staff to "contribute whenever the occasion may arise" which interests us particularly. National Park Service Director Hartzog has stated that he wants the Service's personnel to express themselves on new ideas, concepts and proposals. We hope all will avail themselves of this opportunity and will use TRENDS to do so.

Sir:

Have just read Vol. 1, No. 1 of TRENDS in Parks and Recreation. I think this is a great idea and I want to compliment you and all who are connected with this on the excellence of your first issue.

Harvey Benson, Vice Pres.,
TimberLodge Div.,
Pritchard Prod. Corp.
Kansas City, Missouri
August 10, 1964

It is gratifying to know that commerce and industry can find this publication informative. In future issues we hope to present articles by business and industrial people for their thoughts can bear important influence on such subjects as conservation and recreation.

Sir:

I'd like to congratulate you on the fine start you've made with what should be a most useful periodical.

Clyde M. Walker,
Publications Officer,
U. S. Forest Service,
Berkeley, California
July 30, 1964

We certainly hope it will be, and count upon the Forest Service for good material to pass on to our readers.

In the belief that all who are concerned with conservation should know the details of the efforts of the men of many lands to safeguard the beauty and character of landscapes and sites, we offer hereafter the recommendations of the United Nations Educational, Scientific and Cultural Organization (UNESCO). The recommendations were adopted by the General Conference at its twelfth session, held in Paris, France.

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

RECOMMENDATION CONCERNING THE SAFEGUARDING OF THE BEAUTY AND CHARACTER OF LANDSCAPES AND SITES

Considering that at all periods men have sometimes subjected the beauty and character of landscapes and sites forming part of their natural environment to damage which has impoverished the cultural, aesthetic and even vital heritage of whole regions in all parts of the world,

Considering that by the cultivation of virgin land, the sometimes ill-regulated development of urban centres, the carrying out of extensive works and vast plans for industrial and commercial development and equipment, modern civilizations have accelerated this trend whose progress was relatively slow up to the last century,

Considering that this phenomenon affects the aesthetic value of landscapes and sites, natural or man-made, and the cultural and scientific importance of wildlife,

Considering that, on account of their beauty and character, the safeguarding of landscapes and sites, as defined in this recommendation, is necessary to the life of men for whom they represent a powerful physical, moral and spiritual regenerating influence, while at the same time contributing to the artistic and cultural life of peoples, as innumerable and universally known examples bear witness,

Considering furthermore that landscapes and sites are an important factor in the economic and social life of many countries, and are largely instrumental in ensuring the health of their inhabitants,

Recognizing, however, that due account should be taken of the needs of community life, its evolution and the rapid development of technical progress,

Considering, therefore, that it is highly desirable and urgent to consider and adopt the necessary steps with a view to safeguarding the beauty and character of landscapes and sites everywhere, whenever it is still possible to do so,

Having before it proposals concerning the safeguarding of the beauty and character of landscapes and sites, this question forming item 17.4.2 of the session's agenda,

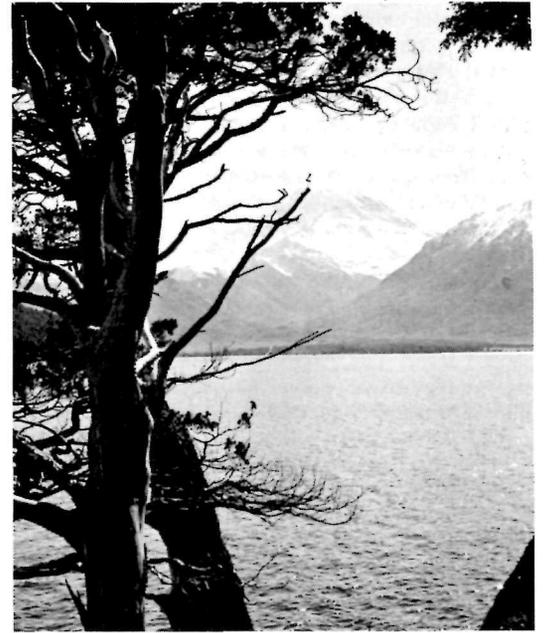
Having decided at its eleventh session that proposals on this item should be the subject of an international instrument in the form of a recommendation to Member States,

Adopts, on this eleventh day of December 1962, this recommendation.

The General Conference recommends that Member States

*Great, wide, beautiful,
wonderful World,
With the wonderful water
round you curled,
And the wonderful grass
upon your breast,
World, you are
beautifully dressed.*

—W. B. Rands



Lanin National Park Photo from Embassy of Argentina

should apply the following provisions by adopting, in the form of a national law or in some other way, measures designed to give effect in the territories under their jurisdiction to the norms and principles embodied in this recommendation.

The General Conference recommends that Member States should bring this recommendation to the attention of the authorities and bodies concerned with the protection of landscapes and sites and with regional development, and of bodies entrusted with the protection of nature and the development of the tourist trade, together with youth organizations.

The General Conference recommends that Member States should, on dates and in a form to be determined, submit to it reports concerning the implementation of this recommendation.

I. DEFINITION

1. For the purpose of this recommendation, the safeguarding of the beauty and character of landscapes and sites is taken to mean the preservation and, where possible, the restoration of the aspect of natural, rural and urban landscapes and sites, whether natural or man-made, which have a cultural or aesthetic interest or form typical natural surroundings.

2. The provisions of this recommendation are also intended to supplement measures for the protection of nature.

II. GENERAL PRINCIPLES

3. The studies and measures to be adopted with a view of the safeguarding of landscapes and sites should extend to the whole territory of a State, and should not be confined to certain selected landscapes or sites.

4. In choosing the measures to be adopted, due account should be taken of the relative significance of the landscapes and sites concerned. These measures might vary in accordance with the character and size of the landscapes and sites, their location and the nature of the dangers with which they are threatened.

5. Protection should not be limited to natural landscapes and sites, but should also extend to landscapes and sites whose formation is due wholly or in part to the work of man. Thus, special provisions should be made to ensure the safeguarding

of certain urban landscapes and sites which are, in general, the most threatened, especially by building operations and land speculation. Special protection should be accorded to the approaches to monuments.

6. Measures taken for the safeguarding of landscapes and sites should be both preventive and corrective.

7. Preventive measures should be aimed at protecting sites from dangers which may threaten them. These measures should include, in particular, the supervision of works and activities likely to damage landscapes and sites, for example:

- a. The construction of all types of public and private buildings. These should be designed so as to meet certain aesthetic requirements in respect of the building itself and, while avoiding a facile imitation of certain traditional and picturesque forms, should be in harmony with the general atmosphere which it is desired to safeguard;
- b. The Construction of roads;
- c. High or low tension electric lines, power production and transmission plant and equipment, aerodromes, broadcasting and television stations, etc.;
- d. Petrol filling stations;
- e. Advertising hoardings and illuminated signs;
- f. Deforestation, including the destruction of trees contributing to the beauty of the landscape, particularly those lining thoroughfares or avenues;
- g. Pollution of the air and water;
- h. Working of mines and quarries and the disposal of their waste products;
- i. Piping of spring water, irrigation works, dams, channels, aqueducts, river regulation works, etc.;
- j. Camping;
- k. Dumping of worn-out material and waste, and domestic, commercial or industrial scrap.

8. In safeguarding the beauty and character of landscapes and sites, allowance should also be made for the dangers resulting from certain forms of work and certain activities of present-day life, by reason of the noise which they occasion.

9. Activities likely to mar landscapes or sites in areas that are scheduled or protected in some other way should be sanctioned only if the public or social welfare imperatively requires it.

10. Corrective measures should be aimed at repairing the damage caused to landscapes and sites and, as far as possible, restoring them to their original condition.

11. In order to facilitate the task of the various public services responsible for the safeguarding of landscapes and sites in each State, scientific research institutes should be set up to co-operate with the competent authorities with a view to the alignment and codification of the laws and regulations applicable in this matter. These provisions and the results of the work carried out by the research institutes should be published in a single administrative publication brought periodically up to date.

III. PROTECTIVE MEASURES

12. The safeguarding of landscapes and sites should be ensured by use of the following methods:

- a. General supervision by the responsible authorities;
- b. Insertion of obligations into urban development plans and planning at all levels: regional, rural and urban;
- c. Scheduling of extensive landscapes "by zones";
- d. Scheduling of isolated sites;
- e. Creation and maintenance of natural reserves and national parks;
- f. Acquisition of sites by communities.

General Supervision

13. General supervision should be exercised over works and activities likely to damage landscapes and sites throughout the whole territory of the State.

Town Planning and Rural Planning Schemes

14. Urban and rural planning schemes should embody provisions defining the obligations which should be imposed to ensure the safeguarding of landscapes and sites, even unscheduled ones, situated on the territory affected.

15. Urban and rural planning schemes should be drawn up in order of urgency, specifically for towns or regions in process of rapid development, where the protection of the aesthetic or picturesque character of the town or region justifies the establishment of such schemes.

Scheduling of Extensive Landscapes "By Zones"

16. Extensive landscapes should be scheduled "by zones".

17. When, in a scheduled zone, the aesthetic character is of prime importance, scheduling "by zones" should involve control of plots and observation of certain general requirements of an aesthetic order covering the use of materials, and their colour, height standards, precautions to be taken to conceal disturbances of the soil resulting from the construction of dams and the operation of quarries, and regulations governing the cutting down of trees, etc.

18. Scheduling "by zones" should be publicized, and general rules to be observed for the safeguarding of scheduled landscapes should be enacted and made public.

19. Scheduling "by zones" should not, as a rule, involve payment of compensation.



Hakanose Trail

Chubu-Sangaku National Park, Japan

Courtesy International Commission on National Parks

20. Isolated small sites, whether natural or urban, together with portions of a landscape of particular interest, should be scheduled. Areas which provide a fine view, and areas and buildings surrounding an outstanding monument should also be scheduled. Each of these scheduled sites, areas and buildings should be the subject of a special administrative decision of which the owner should be duly notified.

21. Scheduling should mean that the owner is prohibited from destroying the site, or altering its condition or aspect, without permission from the authorities responsible for its protection.

22. When such permission is granted, it should be accompanied by all the conditions necessary to the safeguarding of the site. No permission should be needed, however, for normal agricultural activities, nor for normal maintenance work on buildings.

23. Expropriation by the authorities, together with the carrying out of public works in a scheduled site, should be subject to the agreement of the authorities responsible for its protection. No one should be able to acquire, by prescription, within a scheduled site, rights likely to change the character or aspect of the site. No conventional rights should be granted by the owner without the agreement of the responsible authorities.

24. Scheduling should involve a prohibition on the pollution of the ground, air or water in any way whatsoever, while the extraction of minerals should likewise be subject to special permission.

25. All advertising should be forbidden in a scheduled area and its immediate surroundings, or be limited to special emplacements to be decided by the authorities responsible for the protection of the site.

26. Permission to camp in a scheduled site should, in principle, be refused, or granted only within an area fixed by the responsible authorities and subject to their inspection.

27. Scheduling of a site may entitle the owner to compensation in cases of direct and definite prejudice resulting therefrom.

Natural Reserves and National Parks

28. When conditions are suitable, Member States should incorporate in the zones and sites to be protected, national parks intended for the education and recreation of the public, or natural reserves, strict or special. Such natural reserves and national parks should form a group of experimental zones intended also for research into the formation and restoration of the landscape and the protection of nature.

Acquisition of Sites by Communities

29. Member States should encourage the acquisition by communities of areas forming part of a landscape or site which it is desired to protect. When necessary, it should be possible to effect such acquisition by expropriation.

IV. APPLICATION OF PROTECTIVE MEASURES

30. The fundamental norms and principles governing the protection of landscapes and sites in each Member State should have the force of law, and the measures for their application should be entrusted to the responsible authorities within the framework of the powers conferred on them by law.

31. Member States should set up specialized bodies of an administrative or advisory nature.

32. The administrative bodies should be specialized central or regional departments entrusted with carrying out protective measures. Accordingly, those departments should be in a position to study problems of protection and scheduling, to undertake surveys on the spot, to prepare decisions to be taken and to supervise their implementation. They should likewise be entrusted with proposing measures designed to reduce the

dangers which may be involved in carrying out certain types of work or repairing damage caused by such work.

33. The advisory bodies should consist of commissions at national, regional or local level, entrusted with the task of studying questions relating to protection and giving their opinion on those questions to the central or regional authorities or to the local communities concerned. The opinion of these commissions should be sought in all cases and in good time, particularly at the stage of preliminary planning, in the case of large-scale works of public interest, such as the building of highways, the setting up of hydro-technical or new industrial installations, etc.

34. Member States should facilitate the formation and operation of national and local non-governmental bodies, one of whose functions would be to collaborate with the bodies mentioned in paragraphs 31, 32 and 33, particularly by informing the public and warning the appropriate departments of dangers threatening landscapes and sites.

35. Violation of the rules governing the protection of landscapes and sites should involve payment of damages or the obligation to restore the site to its former condition, as far as possible.

36. Administrative or criminal prosecutions should be provided for in the case of deliberate damage to protected landscapes and sites.

V. EDUCATION OF THE PUBLIC

37. Educational action should be taken in school and out of school with a view to arousing and developing public respect for landscapes and sites and publicizing the regulations laid down to ensure their protection.

38. Teachers to be entrusted with this task in schools should undergo special training in the form of specialized courses in institutions of secondary and higher education.

39. Member States should also facilitate the work of existing museums, with a view to intensifying the educational action they have already undertaken to this end, and should consider the possibility of establishing special museums, or specialized departments in existing museums, for the study and display of the natural and cultural features of particular regions.

40. The education of the public outside schools should be the task of the press, of private associations for the protection of landscapes and sites or for the protection of nature, of bodies concerned with the tourist trade and of youth or popular education organizations.

41. Member States should facilitate the education of the public and promote the work of associations, bodies and organizations devoted to this task by the supply of material assistance and by making available to them and to educationists in general appropriate publicity media such as films, radio and television programmes, material for permanent, temporary or mobile exhibitions, pamphlets and books suitable for wide distribution and planned on educational lines. Wide publicity could be provided through journals and magazines and regional periodicals.

42. National and international "days", competitions and similar occasions should be devoted to encouraging the appreciation of natural or man-made landscapes and sites in order to direct public attention to the fact that the protection of their beauty and character is of prime importance to the community.

In Faith Whereof we have appended our signatures this eighteenth day of December 1962.

PAULO E. DE BERREDO CARNEIRO
The President of the General Conference

RENE' MAHEU
The Director-General

When Don Alexander asked me to speak to you about the Land and Water Conservation Fund Act a few weeks ago, I reminded him I had talked to the National Conference rather recently at Illinois Beach State Park. His response was, "Now with the passage of the Fund Act, you've really got something to talk about."

It is true there is a lot to talk about, but it is also true that it is too soon to answer a good many of your questions.

Following my prepared remarks is a summary of the Act as it was signed by the President in the White House rose garden on September 3, 1964.

Senate said there was "desperate need" for its enactment.

With the enactment of the Organic Statute for the Bureau of Outdoor Recreation in May, 1963, and now with the passage of the Land and Water Conservation Fund Act, the Bureau of Outdoor Recreation is in a position to carry forward an effective program in cooperation with States and Federal agencies in accord with the mandates of Congress and the recommendations of the Outdoor Recreation Resources Review Commission.

I know you are interested primarily in learning what the States must do to participate in this program and how soon moneys will be available for this purpose. The best way to try to answer some of your questions perhaps is to tell you what we plan to do between now and next January 1.

BUREAU OF OUTDOOR RECREATION and the LAND and WATER CONSERVATION FUND ACT

by EDWARD C. CRAFTS ●

The Land and Water Conservation Fund Act, now known as P. L. 88-578, is well designed legislation. Nevertheless, there are many questions of interpretation as well as policy and operating problems that must be resolved before the Act can become effective next January 1. These questions deal with a multiplicity of operating procedures, specific planning guidelines for States, delegations of authority, user fee regulations, criteria for apportionment of funds between States and other matters.

First of all, I want to express my appreciation for the unwavering support of the National Conference on behalf of this legislation. Your organization and numerous others are responsible for final enactment.

Credit for the legislation cannot be given to any one individual, organization, or group. Its passage is the result of the valiant and untiring efforts of members of both Houses of Congress, Presidents Kennedy and Johnson, the Secretaries of the Interior and Agriculture, the States including 43 Governors, numerous organizations, and countless individuals. On the other hand, there was imposing opposition to the legislation. But in the final analysis, this was either satisfied or overcome.

Many of you are professionals in the park field. You are fully aware that the demand for outdoor recreation far exceeds the ability of the States, local agencies, Federal Government and the private sector to meet that demand, and the Land and Water Conservation Fund Act offers a major opportunity in that direction.

President Johnson in signing the bill said that it "assures our growing population that we will begin, as of this day, to acquire on a pay-as-you-go basis, the outdoor recreation lands that tomorrow's Americans will require."

Wayne Aspinall in discussing the bill on the floor of the House said that in his judgment the bill was of greater significance to the whole of the American public of today and tomorrow than any measure likely to be reported by the Interior Committee to the House in a long time to come.

Senator Jackson in presenting the bill on the floor of the

Organization and Personnel

I have organized a "hard core" group of about half a dozen key Bureau personnel to determine the actions

that must be taken, their order of priority, and to develop plans for their accomplishment.

I am personally devoting most of my time to getting the Act functioning by January 1. Probably there will be some reorganization of the Bureau of Outdoor Recreation within the next few months to recognize the need for additional top calibre leadership plus a small number of supporting personnel whose responsibility will be to carry through on the necessary preplanning for both State and Federal aspects of the legislation.

Such reorganization and staffing as is done within the Bureau will have to be within the framework of existing budget limitations.

One of the duties of this "hard core" group will be to fineline for top-level review the Presidential and Secretarial regulations and orders necessary to implement the Act.

Information and Meetings

We have already prepared and cleared for publication a brief summary pamphlet telling what the Act provides and answering certain of the most frequent questions. Copies of this pamphlet are available for distribution. In due course, we shall prepare more complete descriptive material, operating instructions, and answers to the multitude of questions which will be posed.

In addition to the informational material, we are planning a series of several interpretative discussions and question-and-answer sessions on the Act.

We are meeting with our Regional Director, whose responsibility will include the administration of the legislation within the States which fall within their areas.

In addition, in late October, we have invited, through the Governors, State representatives from all States to meet with us at Illinois Beach State Park for a two-day interpretative discussion of the bill. At that time, we shall learn many of the questions that are in your minds and we shall be able to give you such answers and interpretations as are then available.

Some of you doubtless will be designated by your Governors to attend the meeting of State officials in October. In some instances, the Governor may send the State officer already designated as official liaison with this Bureau. In other instances the Governor may make one of the two designations required under the legislation and those individuals may attend in lieu of, or in addition to, the present State Liaison Officers.

● *Remarks of Edward C. Crafts, Director, Bureau of Outdoor Recreation, Department of the Interior, before the 44th Annual Meeting of the National Conference on State Parks, Morristown, New Jersey, September 22, 1964.*

Letters to Governors and State liaison officials already have been sent.

We are also planning to meet in due course with concerned Federal agencies on the Federal aspects of the legislation, but such discussions will probably not come until November.

Likewise there will be discussions with various members of the Cabinet, with the Executive Office of the President, and the Recreation Advisory Council. Active consideration is also being given to creating an Advisory Board to the Bureau.

A fourth meeting that we have in mind is to meet with approximately 25 outside organizations which gave the greatest support for the Fund legislation and which have a continuing, vital interest in its practical and successful administration. These organizations will be of great help to us in raising questions, posing problems, and in offering suggestions. This meeting and discussion will likewise come sometime this fall at a date not yet set.

I am well aware that there may be problems of competition between State agencies, as well as problems of relationships between State and local agencies. But our dealings under the law will necessarily be with the State officials designated by the Governors.

Policy Questions and Interpretations

The Land and Water Conservation Fund Act is pioneering, landmark legislation. As was pointed out during the course of the legislation through Congress, there are many questions that will be subject to administrative interpretation. Accordingly, we shall need to depend heavily upon legislative history and the advice obtained from knowledgeable groups.

We already have lists of about 100 basic policy questions, including 15 relating to specific actions required by the Federal Government, and 8 required actions by States.

In the regulations that will be issued, I am sure that such matters will be covered as apportionment to the States, Federal user fees, the form of contract or agreement with the State covering State participation, requirements for an acceptable State plan, the contents of applications for financial assistance for planning, acquisition and development, the mechanism for making Federal funds available to States and through them to political subdivisions of the States, cooperative relations with HHPA and other Federal programs and activities, type of reports required, auditing records, and so on.



I underscore for you the importance from your standpoint and ours of developing reasonable planning requirements for the States. We have sent to the States recently as a technical service a so-called "White Book" which outlines our concept of an ultimate overall, long-range comprehensive, statewide outdoor recreation plan.

We have also sent at the same time a more specific outline of the type of planning requirements for the Land and Water Conservation Fund Act. The two are not the same thing at all. The former is much more complete than the latter.

The development of both planning requirements and an equitable apportionment formula between the States are two of the most significant matters with which we shall be dealing with the States. We would welcome suggestions with respect to both of these key policy issues.

You are aware, of course, that three-fifths of the moneys to be apportioned among the States shall be at the discretion

of the Secretary and he is instructed to consider State population, use of recreation resources within the State by out-of-State visitors, and Federal resources and programs within the States in determining such apportionment.

There are no guidelines in the legislative history as to what weight is to be attached to these criteria or what other criteria may be used, except that it was indicated on the Senate side that in-State population is to be given primary weight.

Parenthetically, I might say we have assembled for the use of our own working group the complete legislative history of the bill, which is an imposing mass of documents and must be carefully scrutinized in connection with actions we take. There was much legislative history built on user fees, State apportionments, and the other key matters during the House and Senate debate, in addition to the hearings on the bill, the bill itself, and the Committee Reports. In all cases where it is clear, the language of the statute itself is controlling.

One device that may be of help to some States is a model State bill. Some States will need new legislative authority by the State legislature either to raise moneys or to permit the matching requirements that the Land and Water Conservation Fund Act requires. We shall soon send to the States a sample bill which may be helpful in this regard.

I am aware of criticism from some states about the lack of uniformity in Federal regulations relating to programs of Federal assistance to States and local agencies. This criticism has dealt with such things as inconsistencies in the administration of programs, duplication of audits of State records by various Federal agencies, and differences in degrees to which States are given operating latitude.

Undoubtedly, some of this criticism is justified but some of it may not be. You are all aware of the fact that there are various Federal statutes, decisions, and regulations with which all Federal agencies must comply. The Act itself provides certain restrictions on the States and contains specific requirements. Although we have no alternative but to comply with all legal requirements, it will be my objective to administer this program so as to give the States the greatest possible amount of flexibility within the framework of the statute, legislative history, and other requirements of Federal law.

User Fees and Other Federal Aspects

The problem of Federal user fees has been one of the most controversial features of the bill. There are many guidelines and criteria spelled out, not only in the legislation, but also in the Committee reports and in the Congressional debate.

We have in progress at the present time two special inter-agency groups working directly on the question of user fees and measurement of visitor use. Their purpose is to prepare reports suitable for presentation to the public, to the Recreation Advisory Council, and probably also to the Congressional Committees, and at the same time, to draft necessary Presidential and Secretarial regulations to put their reports and recommendations into effect.

In many respects, user fees are the most difficult aspect of the bill. One reason is the so-called automobile sticker which once decided upon has to be designed, printed, a price set, and arrangements made for its sale through chosen outlets—all by the first of the year.

I might say that we have commitments to discuss proposed policies and interpretations on user fees with both the President's Recreation Advisory Council and also with the concerned Congressional Committees prior to their instigation. Any system of user fees employed will not directly affect the States and is primarily a Federal question. However, we hope to benefit from the experience that several States have developed over the past several years, and what is done on Federal areas may indirectly affect State policies.

With respect to other Federal aspects of the bill outside of user fees, the principal questions will be the apportionment of

the Federal share as between eligible Federal agencies and the projects for which these agencies intend to use the Federal moneys, if appropriated. I am quite sure there will be competition between Federal agencies for the limited funds available just as there will be competition between the States and within a State by its various agencies. The Federal role of the Bureau of Outdoor Recreation will need to be made clear in the Presidential regulations.

* * * * *

I am most grateful that Congress in its wisdom saw fit to make the Act effective January 1 because there is so much preliminary planning that needs to be carried out.

Already we are receiving numerous inquiries as to whether funds may be available for this or that purpose, such as for the control of jelly fish or the development of Olympic training facilities, whether local governments can apply directly to us whether they must go through the States, how individual State agencies can see that their needs are properly considered within the State, and so on. Numerous organizations which supported the legislation are now looking to us to make sure their particular interests are adequately cared for in the statewide outdoor recreation plans.

We feel in a sense like the student who has worked hard through school, is now graduated and finds that he has to work even harder as he moves into the world of reality.

I can assure you that we need your wholehearted cooperation, patience, and understanding. Many of the questions that are in your minds today I am quite sure I cannot answer. However, six months from now we should be able to answer most of them.

It would be of help to us if you would send us your questions as they occur to you even though you do not receive a definitive reply. They will go on our ever-growing list of matters to be resolved before the statute becomes a workable reality and before it can serve the purpose for which it was conceived; namely, to help most within the next ten years our tremendously growing demand for both land and water outdoor recreation resources.

Although all of the remarks that I have made here today have dealt with the Land and Water Conservation Act, I should put these in perspective and remind you that we still have our continuing responsibilities that have been initiated and carried out over the past couple of years stemming from the Bureau's Organic Act. These include matters such as promotion of coordination within the Executive agencies of the Government, serving as staff to the President's Recreation Advisory Council, carrying out the Congressional mandate to develop a nationwide outdoor recreation plan, technical services to the States in planning, numerous special area studies such as the North Cascades, Wild Rivers, and Lewis and Clark, certain research activities, and cooperative endeavors with educational institutions.

I do not want to leave the impression that the Land and Water Conservation Fund Act now becomes the sole function of the Bureau of Outdoor Recreation.

Thank you for your help and we welcome your suggestions.

SUMMARY

This act creates a Land and Water Conservation Fund from which appropriations will be made to provide outdoor recreation areas and facilities at State, local, and Federal levels. It becomes effective January 1, 1965. The life of the Fund is limited to 25 years. Its purpose is to provide a means of bringing our national efforts abreast of our most urgent outdoor recreation needs, principally by assisting the States to

acquire and develop lands with high recreation potential before such lands are put to other uses, or become prohibitively costly to acquire.

This Fund derives revenue from (1) nominal admission and user fees at Federal recreation areas designated by the President, (2) net proceeds from the sale of Federal surplus real property, and (3) existing Federal taxes on motorboat fuels. Provision is also made for advance appropriations up to an average of \$60 million annually during an 8-year period beginning in 1967. Advance appropriations will be repaid from other Fund sources beginning the 11th year. Moneys in the Fund not appropriated within two years following the fiscal year after being credited to the Fund shall be transferred to miscellaneous receipts of the Treasury.

In the absence of a provision to the contrary in the Act making an appropriation from the Fund, normally 60 percent of annual appropriations from the Fund will be available to the States on a 50-50 matching basis for planning, acquisition, and development of land and water areas for public outdoor recreation purposes, but the President during the first five years may vary such percentage by 15 points either way. An approved comprehensive statewide plan is a prerequisite to a grant for State acquisition and development projects. Funds may be transferred by a State to its political subdivisions for their projects if the latter are in accord with such plan.

The remaining portion of the Fund—normally 40 percent—will be available to certain Federal agencies for acquisition of certain needed recreation areas, and for payment into miscellaneous receipts of the Treasury to help offset capital costs of Federal water development projects which are allocated to public recreation and fish and wildlife enhancement.

The Land and Water Conservation Fund Act: (1) Does not automatically provide financing for outdoor recreation. All moneys from the Fund must be obtained through the regular budgetary process and be appropriated by the Congress. (2) Does not provide any Federal acquisition authority. Areas may be acquired by Federal agencies only if the authority has already been or is hereafter provided by an act of Congress. (3) In no way changes existing procedures for disposal of Federal surplus real property. It does not change the purposes for which such property may be disposed, the methods for making such disposition, nor the administrative jurisdiction for handling such disposals. (4) Does not provide unlimited authority to establish recreation fees for use of Federal areas and facilities.

Entrance or admission fees to Federal areas may be charged only if all these conditions are met: (1) The area is specifically designated and posted; (2) The area is administered by a Federal agency (which excludes areas under lease to State or local public agencies or private agencies); (3) Facilities or services for the benefit of the recreation user are provided at Federal expense; and (4) The area is administered primarily for scenic, scientific, historical, cultural or other recreational purposes.

No fees of any kind may be charged under authority of the Act: (1) For use of any waters; (2) For travel by private non-commercial vehicle through designated areas on Federal aid highways, on national parkways, on any road within the national forest system, or on a public land area commonly used by the public for through travel; (3) For access to private inholdings; (4) For any commercial or other activities not related to recreation; or (5) As a Federal hunting and fishing license.

These changing times are cause for re-evaluation of the ability of existing park policies and practices to cope with emerging conditions. As a result of such a study of the National Park Service, Secretary of the Interior Stewart L. Udall recently issued a policy directive for the management of the National Park System. Separate management principles have been set forth for the National Park System's three categories of areas—along with six long-range objectives for the System. The directive is being published as it is believed it may be of interest to park administrators confronted with growing park systems of increasing diversity.

MANAGEMENT OF THE NATIONAL PARK SYSTEM

As the golden anniversary of the National Park Service draws near, and we approach the final years of the MISSION 66 program, it is appropriate to take stock of the events of the past and to plan for the future. The accomplishments of the past are not only a source of pride—they are also a source of guidance for the future.

The accelerating rate of change in our society today poses a major challenge to the National Park Service and its evolving responsibilities for the management of the National Park System. The response to such changes calls for clarity of purpose, increasing knowledge, speedier action and adaptability to changing needs and demands upon our diverse resources.

In recognition of this need, a year ago I approved a comprehensive study of the long-range objectives, organization and management of the National Park Service. Moreover, I was pleased to have had the opportunity to participate in the CONFERENCE OF CHALLENGES at Yosemite National Park, at which this study was discussed by the personnel of the Service.



View from Custis-Lee Mansion toward Washington

In looking back at the legislative enactments that have shaped the National Park System, it is clear that the Congress has included within the growing System three different categories of areas—natural, historical, and recreational.

Natural areas are the oldest category, reaching back to the establishment of Yellowstone National Park almost a century ago. A little later historical areas began to be authorized, culminating in the broad charter for historical preservation set forth in the Historic Sites Act of 1935. In recent decades, with exploding population and diminishing open space, the ur-

gent need for national recreation areas is receiving new emphasis and attention.

The long-range study has brought into sharp focus the fact that a single, broad management concept encompassing these three categories of areas within the System is inadequate either for their proper preservation or for realization of their full potential for public use as embodied in the expressions of Congressional policy. Each of these categories requires a separate management concept and a separate set of management principles coordinated to form one organic management plan for the entire System.

Following the Act of August 25, 1916, establishing the National Park Service, the then Secretary of the Interior Franklin K. Lane, in a letter of May 13, 1918, to the first Director of the National Park Service, Stephen T. Mather, outlined the management principles which were to guide the Service in its management of the areas then included within the System. That letter, sometimes called the Magna Carta of the National Parks, is quoted, in part, as follows:

For the information of the public an outline of the administrative policy to which the new Service will adhere may now be announced. This policy is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

The principles enunciated in this letter have been fully supported over the years by my predecessors. They are still applicable for us today, and I reaffirm them.

Consistent with specific Congressional enactments, the following principles are approved for your guidance in the management of the three categories of areas now included within the System. Utilizing the results of the new broad program of resource studies, you should proceed promptly to develop such detailed guidelines as may be needed for the operation of each of these categories of areas.

NATURAL AREAS

Resource Management: The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining; and where necessary re-establishing, indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management.

In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.

Resource Use: Provide for all appropriate use and enjoyment by the people, that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on their continuing interrelationship free of man's spoliation.

Physical Developments: There shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.

HISTORICAL AREAS

Resource Management: Management shall be directed toward maintaining and where necessary restoring the historical integrity of structures, sites and objects significant to the commemoration or illustration of the historical story.

Resource Use: Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects and sites, and the memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values.

Physical Developments: Physical developments shall be those necessary for achieving the management and use objectives.

RECREATIONAL AREAS

Resource Management: Outdoor recreation shall be recognized as the dominant or primary resource management objective. Natural resources within the area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area. Scenic, historical, scientific, scarce, or disappearing resources within recreational areas shall be managed compatible with the primary recreation mission of the area.

Resource Use: Primary emphasis shall be placed on active participation in outdoor recreation in a pleasing environment.

Physical Developments: Physical developments shall promote the realization of the management and use objectives. The scope and type of developments, as well as their design, materials, and construction, should enhance and promote the use and enjoyment of the recreational resources of the area.

LONG-RANGE OBJECTIVES

While the establishment of management principles to guide the operation of the three categories of areas within the System is vital, I believe it is of equal consequence that we now identify the long-range objectives of the National Park Service. The objectives developed by the Service have been recommended to me by my Advisory Board on National Parks, Historic Sites, Buildings and Monuments. I am approving these objectives, as follows:

1. To provide for the highest quality of use and enjoyment of the National Park System by increased millions of visitors in years to come.
2. To conserve and manage for their highest purpose the Natural, Historical and Recreational resources of the National Park System.
3. To develop the National Park System through inclusion of additional areas of scenic, scientific, historical and recreational value to the Nation.
4. To participate actively with organizations of this and other Nations in conserving, improving and renewing the total environment.
5. To communicate the cultural, inspirational, and recreational significance of the American Heritage as represented in the National Park System.
6. To increase the effectiveness of the National Park Service as a "people serving" organization dedicated to park conservation, historical preservation, and outdoor recreation.

You should develop such goals and procedures as may be necessary to implement these objectives.

In the development of these goals and procedures, I think it is important to emphasize that effective management of the National Park System will not be achieved by programs that look only within the parks without respect to the pressures, the influences, and the needs beyond park boundaries. The report of my Advisory Board on Wildlife Management emphasizes this observation.

The concern of the National Park Service is the wilderness, the wildlife, the history, the recreational opportunities, etc., within the areas of the System and the appropriate uses of these resources. The responsibilities of the Service, however, cannot be achieved solely within the boundaries of the areas it administers.

The Service has an equal obligation to stand as a vital, vigorous, effective force in the cause of preserving the total environment of our Nation. The concept of the total environment includes not only the land, but also the water and the air, the past as well as the present, the useful as well as the beautiful, the wonders of man as well as the wonders of nature, the urban environment as well as the natural landscape. I am pleased that among its contributions, the Service is identifying National Historic and Natural History Landmarks throughout the country and is cooperating in the Historic American Buildings Survey.

It is obvious that the staggering demand for outdoor recreation projected for this country will eventually inundate public park areas unless public and private agencies and individuals join in common effort. National park administrators must seek methods to achieve close cooperation with all land-managing agencies, considering broad regional needs, if lands for public outdoor recreation sufficient to the future needs of the Nation are to be provided.

The national parklands have a major role in providing superlative opportunities for outdoor recreation, but they have other "people serving" values. They can provide an experience in conservation education for the young people of the country; they can enrich our literary and artistic consciousness; they can help create social values; contribute to our civic consciousness remind us of our debt to the land of our fathers.

Preserving the scenic and scientific grandeur of our Nation, presenting its history, providing healthful outdoor recreation for the enjoyment of our people, working with others to provide the best possible relationships of human beings to their total environment; this is the theme which binds together the management principles and objectives of the National Park Service—this, for the National Park Service, is the ROAD TO THE FUTURE.



Lake Mead National Recreation Area

From a paper presented at the national sales staff meeting of the Dunlop Tire and Rubber Corporation at the Westchester Country Club, Rye, N. Y., August 5, 1964.

WHAT'S HAPPENING IN GOLF COURSE DEVELOPMENT

by HARRY C. ECKHOFF ●

Those of you who have been following golf course development in recent weeks may have read such items as these:

In New York the State Park Department opened its new Beaver Island Park 18-hole golf course on July 30—its tenth state park to provide golf facilities. Press described it as "country club play for public links fee." In Gaffney, South Carolina, the Farmers Home Administration approved a 40-year low interest loan for 80% of the cost of a community recreation center including an 18-hole golf course. In Providence, Rhode Island, New England's first—and the world's second—lighted regulation length golf course recently opened for play. Louisquisset Golf Club has just lighted its front nine to add about 30 playing hours each week.

RECENT GOLF GROWTH

Each of these examples reflects the surge and scope of the nationwide effort to provide needed golf facilities. Yet, while golf course construction booms, golfers increase even faster. Over 750,000 persons took up the game last year in the United States. Today there are about 40 golfers per thousand population; in 1936 it was 16. A look at golf equipment sales shows a similar growth. In 1936 golf equipment sales were less than \$11 million a year; today the figure is over \$130 million.

Roughly 70% of the nation's golfers are men; 30% are women and juniors which have increased over 40% since 1961. Why all this increased interest in golf in recent years? Golf television programs have undoubtedly had a powerful impact. Viewers become interested in watching the game, then can hardly wait to try it out for themselves.

Also contributing to increased golf play are a shorter work week resulting in more leisure time, higher incomes, earlier retirement, increased life span and the emphasis being placed on wholesome exercise to remain physically fit. Golf is an individual sport that can be enjoyed by one of almost any age—hence schools and colleges are placing greater emphasis on golf instruction programs.

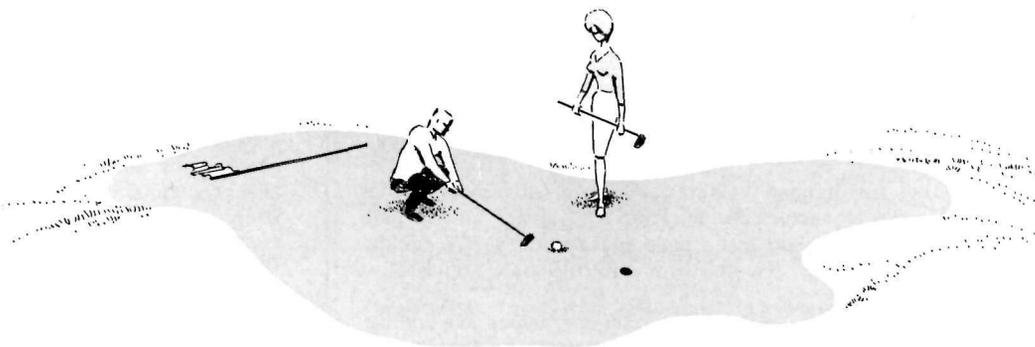
● As Eastern Director for the National Golf Foundation, Col. Eckhoff is available for consultant service to any group or individual in his region considering the development of new golf facilities. States served by him include Connecticut, Delaware, Florida, Georgia, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, North Carolina, Pennsylvania, Rhode Island, South Carolina, Vermont, Virginia, West Virginia and the District of Columbia.

Once regarded as only for an exclusive group, golf has now become a favorite sport of individuals at almost all economic levels. A look at where most golfers play will illustrate this point.

WHERE GOLFERS PLAY

As of January 1, 1964, there were 6804 regulation length golf courses and 673 par-3 operations in play in the United States. Only about 15% are municipal courses (city, township, county or state operated), yet they are handling about 45% of the nation's golf play. Semi-private daily fee profit-motive type courses comprise about 35% of the total courses—serve about 35% of the country's golfers. This leaves 20% of the golfing population for the private country clubs which constitute about half of the nation's total courses.

A review of golf course development for the past decade presents a still clearer picture as to how golf has become a game of all the people. On January 1, 1954, there were 1321 semi-private golf courses in the nation; ten years later (Jan-



uary 1, 1964) there were 2868—a gain of 117%. During the same period municipal golf courses increased 30%; private membership clubs about 22%. Eventually many of the individuals who begin their golfing experience on public facilities become members of the more exclusive, limited membership, private country clubs.

Last year 283 new regulation length golf courses were opened for play. Semi-private operations accounted for 141 (6% gain); municipal courses increased by 52—also about a 6% gain. There were 90 new private clubs—about a 3% increase. Current golf course construction largely follows the pattern of last year.

Due to the tremendous increased interest in golf more individuals, groups and municipalities are developing golf facilities to help ease the shortage that continues to exist in many areas throughout the nation. I would like to cite some of the things that are happening in this regard.

Night golf for regulation length golf courses made its debut at Tall Pines Golf Club, Sewell, New York, in August, 1963. As I stated earlier, Louisquisset Golf Club at Providence, Rhode Island, completed lighting nine of its eighteen holes early this season. On June 4, 1964, Manor Valley near Pittsburgh, Pennsylvania, opened its second nine (length 3069 yards) as a lighted facility.

Golf under the lights will give the weekend golfer an alternate time to play. Cost of adequately lighting nine holes is approximately \$65,000.

State parks are playing a major role in providing public golf facilities. Two new 18-hole operations opened in New York State parks this year: 18 holes at Beaver Island State Park near Niagara Falls and 18 holes at Sunken Meadow State Park on Long Island. New York now has a total of 243 holes of golf



Photo by Leet-Melbrook Inc.

within ten of its state parks; has plans for six more courses. Other states which operate golf courses within their state parks are Georgia, Iowa, Kentucky, Massachusetts, Oklahoma, Pennsylvania, Rhode Island, Tennessee and Washington.

Numerous colleges are acquiring or building golf courses. Florida University recently purchased the existing Gainesville Country Club for around \$600,000. Colgate University has a third nine under construction. Bucknell University just opened a second nine. College courses have increased by 50% during the last decade. There are now over 150 collegiate golf facilities in the nation.

Some existing swim clubs and ski run operations are adding golf courses when feasible. Real estate developers continue to use centrally located golf courses as an assist in the sale of home sites and luxury apartments. An outstanding example is Reston, Virginia, a planned community of 80,000 about 25 miles from Washington, D.C., which recently opened its first 18-hole course—one of five planned for the project.

Vacation areas continue to add golf courses or expand existing facilities. The Concord Hotel in the Catskills opened another 18-hole course this year; now has 45 holes of golf. Pocono Manor in Pennsylvania has a fourth nine under construction. Luxury motels, too, are adding golf courses. A new Host Motel at Lancaster, Pennsylvania, has an 18-hole regulation length course under construction.

Many 9-hole courses have a second nine under construction. This indicates that more facilities are needed; also shows good planning in that there was sufficient acreage for expansion purposes. For example about 45% of the new golf course construction in New York State at present is for additions to existing facilities.

Do-it-yourself golf construction projects are also prevalent.

Many farmers are converting part of their acreage to golf hoping for greater income from their land. Federal financing for land use changes (which I shall discuss later) is encouraging such ventures. In New York State about 30% of its new golf construction falls in the do-it-yourself category. In my opinion, no one should undertake such projects without experienced guidance and assistance—another item I shall comment on later.

SAVE EXISTING COURSES

The efforts being displayed by some communities in saving their existing golf courses are of great interest to me. Recently I have been working with Montgomery County, Pennsylvania, which has an effective program to save its existing 43 golf

courses, representing nine square miles of open space, from loss to urban development. The Montgomery County Planning Commission, working with its township officials, has already assisted two townships in purchasing golf courses that were about to be sold for real estate developments. These facilities are now municipal operations—thus has open space been preserved and continued golfing enjoyment of county residents assured.

The purchase of a third course (Valley Forge Golf Club) is now under consideration in order to retain the site for golf. Upper Merion Township is making application for \$1.5 million in federal, state and county aid for this purchase. Present owners value the course—strategically located for industrial development—at over \$2 million.

The Federal Government and many states now have financial programs designed to assist municipalities in acquiring open space areas. The Urban Renewal Administration, Housing and Home Finance Agency, has authorization to make grants from 20% to 30% of the purchase price for open space land which is to be used for recreation, conservation, scenic or historic purposes. Among the states that have similar programs of their own are New York, New Jersey and Pennsylvania. In some instances, states may make grants up to 75% of the balance of the purchase price of open space land which has been approved for a grant by the Housing and Home Finance Agency. Many municipalities throughout the nation are taking advantage of these financial assistance programs for open space and recreational facilities and either have golf courses on the planning board or under construction.

Rural communities with populations of less than 2500 are taking advantage of the Farmers Home Administration (U.S. Department of Agriculture) long term, low interest rate loan program available for shifts in land use to develop recreational facilities including golf courses. Gaffney, North Carolina's Cherokee National Golf Club's 18-hole course, presently under construction, is only one of twelve such projects now underway in the Carolinas alone.

Actually, during the fiscal year 1964, about 60 FHA loans totalling almost \$6.5 million were made for new rural area recreation centers including golf courses in 19 states. This resulted in shifting over 6000 acres from farm production to recreational purposes; now provides golf and other recreation facilities for over 10,000 members. Loans ranged from \$25,000 to \$418,000; averaged about \$110,000.

Who may be eligible for an FHA loan? Any rural nonprofit association with representative community membership able to raise about 20% of the facility costs locally. A typical example is Pilot Mountain (North Carolina) Recreation Park. A local nonprofit association obtained 300 members who each paid a \$150 membership fee. It then submitted contracts to the FHA showing the project could be completed as outlined in the loan application. Result: approval for a \$236,000 loan for 40 years at 5%. This is a private membership operation; facilities include golf course, swimming pool, clubhouse and other facilities needed to make Pilot Mountain Park a true family recreation center. Annual dues are \$144.

The Farmers Home Administration also has a loan program for individual farmers who may wish to divert part of their acreage to income producing recreational areas. Maximum construction loans in this category are \$60,000 at 5% interest for 40 years. A farmer may also borrow up to \$35,000 in short term loans to finance recreation equipment and operating expenses. FHA loans are made only to groups or individuals who are unable to obtain the credit they need from other sources at reasonable rates and terms.

PAY-AS-YOU-PLAY OPERATIONS INCREASE

During the past two years there has been a sizeable increase in profit motive pay-as-you-play country club operations. A typical example is Florham Park (New Jersey) Country Club. Annual memberships are \$10.00. Holders of such cards may play 18 holes on weekdays for \$3.50; weekends and holidays for \$6.00. Members may bring guests who pay \$1.00 more than the above quoted fees.

Many variations of the above plan are now in operation. Northampton Valley Golf Club which opened for play in the greater Philadelphia area this spring has the following scale of annual membership fees: single \$20; husband and wife \$35; each additional family member \$15 (all plus the 20% Federal tax.) Holders of such memberships may play weekdays for \$2.75 each; weekends and holidays \$3.75.

Memberships for this plan of operation range anywhere from 600 to over 3000. Apparently they are quite successful.

PAR-3's - GOLF CENTERS

No discussion on "What's Happening in Golf Course Development" would be complete without commenting on the growth of par-3's, par-60's and golf centers. Their growth has been phenomenal. Only about 100 were in play seven years ago; about 700 today. The trend for par-3's is toward the longer side—somewhere between 1000 and 1400 yards for nine holes.

Interest in par-60's is also on the increase. Addition of par-4 holes moves the layout a step closer to the regulation game of golf. There are however no par-5 holes.

Golf centers which often include a par-60, lighted par-3, driving range, pitch and putt, and miniature, are proving exceedingly popular in heavily populated areas. The Golf Farm

near Haddonfield, New Jersey, is a typical example. Opened three seasons ago, it featured a 9-hole par-30 course, 18-hole pitch and putt, a 33-tee driving range and an 18-hole miniature—all lighted for night play except the par-30 course. Due to demand, the Golf Farm operators have since added a 9-hole regulation length course—surrounding the original facilities.

Actually the par-3's and par-60's serve a specific need and supplement regulation length golf operations rather than compete with them. They have a special appeal to beginners, women, teen-agers, golden-agers and individuals who have only a limited time to play.

PROPER PLANNING ESSENTIAL

Before beginning the development of any type of new golf facility, planners should determine the economic feasibility of the project for the area involved; ascertain the population in the area, the number of golf courses in play in the area, and determine if population and per capita income are increasing along with regional or national trends. An acceptable yardstick for daily fee type courses is one 18-hole operation for each 25,000 people.

Planners of private country clubs, in addition to the above, should also investigate the number of country clubs in the area, sizes and classes of memberships, existing initiation fees and annual dues structure; learn if there are waiting lists at other clubs and if similar projects have failed recently—if so, why.

Development of a golf course is no small undertaking. Ultimate success will be determined by many factors, among them: economic feasibility, suitable site, selection of a capable golf course architect, preparation of detailed cost estimates, adequate financing, proper maintenance and efficient management.

FOUNDATION PROVIDES ASSISTANCE

Assistance in planning and developing new golf facilities is the most critical and the most demanding area of the National Golf Foundation's service. As you are aware, the Foundation was founded as a nonprofit association in 1936 by the major manufacturers of golf equipment to meet the need for a national clearing house for information essential to the planning, construction, operation and maintenance of golf courses and to increase public interest in the game. Its membership has grown to over 100 manufacturers and others vitally concerned with the future of golf.

The National Golf Foundation's field service was initiated in 1953 at a time when golf course construction was almost at a standstill. Less than 250 new courses had been built in the eight years following World War II. During the ten years after 1953, more than 2400 new courses were completed.

Four field service men are now assisting golf course planning groups throughout the nation. What are their duties?

1. Meet with individuals, private groups, or community organizations to help in their preliminary planning of new facilities.
2. Provide overall guidance in determining need, feasibility and potential use.
3. Present facts and figures on construction costs, methods of financing and operation.

As Eastern Director for the Foundation (territory 17 states and the District of Columbia) I have just completed a 12-day field trip, involving about 1500 miles, to upstate New York. During the 12 days I met with 17 golf course planning groups and made 92 follow-up telephone calls on queries for the Foundation's assistance. Out national headquarters (804 Merchandise Mart, Chicago, Ill.) receives over 3000 requests annually for information on planning and construction of golf courses.

WHAT DOES THE FUTURE HOLD

Will there be a continued need for more golf courses? On the basis of expected population growth alone it is doubtful that there will ever be sufficient courses to meet the growing demand. In 1931 there was one golf course for approximately every 21,000 persons. Today the nationwide ratio is one course per 25,000. This includes both 9- and 18-hole facilities and there are still more 9's than 18's in play (nationwide count is 4248 nines; 3229 eighteens).

True, a few widely scattered areas appear to have reached a point where there may be sufficient golf facilities for the moment. Any individuals or groups planning golf facilities should accomplish the necessary feasibility studies mentioned earlier before embarking on a construction program.

But on a nationwide basis the demand for golf courses far exceeds the supply. Not only is the population increasing several millions each year, but also the proportion of golfers to total population is increasing.

Financing for golf course development has become much more readily available in recent years. Five years ago there was practically none. I have already mentioned several Federal loan programs. Another Federal source for profit motive golf ventures is the Small Business Administration which continues to make some loans up to \$350,000 at 5-1/2% for ten years if local financing is not available at reasonable rates. About 50 golf project loans have been made by SBA in the past 18 months.

Local banks and insurance companies have also become interested in loans for golf projects. In some instances local financial organizations have made necessary funds available at more attractive terms than those offered by the Federal Government.

Total capital investment in golf facilities throughout the nation as of January 1, 1964, is estimated to be \$1,797,000,000. Total annual maintenance costs for the nation's courses approximates \$164,400,000. About \$55,000,000 was spent for new course construction in the U.S. in 1963. Over 703,700 acres are devoted to golf courses. Over 126 million rounds of golf were played last year on the nation's courses.

Recreation is big business and golf is currently the country's fastest growing sport. There are now over 7 million golfers in the nation. Experts predict at least a 10% increase in golfers this year.

In summary—a shorter work week, earlier retirement and greater longevity, mounting pressures and increasing complexities of daily living, automation and work-saving conveniences, increased leisure time all point toward the vital importance of wholesome recreation and healthful exercise. Golf—the one individual sport that can be enjoyed by persons of almost any age or sex during one's entire lifetime—is fast becoming the people's choice as their favorite recreational pastime.



Photo by Leet-Melbrook Inc.