



PROCESSES

Nationwide Planning
for
Nonurban Recreation
Resources

for administrative use only

For Administrative
Use Only

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONWIDE PLANNING
FOR
NONURBAN RECREATION RESOURCES

A PROSPECTUS

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FOREWORD

This prospectus outlines a nationwide planning program for nonurban recreation resources -- scenic, scientific and historic, as well as space for healthful outdoor recreation for future generations. It suggests procedures for developing a National Recreation Resource Plan, based upon an evaluation of the existing recreation resources and on studies of recreation preferences and travel habits, population trends and other social-economic factors bearing on recreation.

The survey is a joint undertaking, being participated in by local, State and Federal agencies and by many private organizations and individuals interested in the conservation of our recreation resources. It is authorized by the Park, Parkway, and Recreational-Area Study Act of 1936.

The 1936 Act provides for "developing a plan for coordinated and adequate public park, parkway and recreational facilities for the people of the United States." It further provides that "In making the said (comprehensive) study and in accomplishing any of the purposes of the act, the Secretary is authorized and directed, through the National Park Service, to seek and accept the cooperation and assistance of Federal departments or agencies having jurisdiction of lands belonging to the United States, and may cooperate and make agreements with and seek and accept the assistance of other Federal agencies and instrumentalities, and of States and political subdivisions thereof and the agencies and instrumentalities of either of them."

Since the 1936 Act, the Service has cooperated with all the 50 States and with the Territories in the development of park and recreation plans and programs. Thirty-seven of the States, prior to interruption of the program by World War II, completed preliminary State-wide, long-range recreation area plans, but for the most part these plans are now obsolete. In 1941 the Service published a report (now out of print) entitled A Study of the Park and Recreation Problem of the United States, which was based largely on the findings of the States cooperating in the study. It included recommendations for coordinated nationwide planning.

Although many requests had been received from States for assistance in developing or revising State-wide recreation plans, it was not until the Service's MISSION 66 Program got underway that funds have been available to renew this work on more than a piecemeal scale. The objective now is to take a fresh look at the Nation's outstanding scenic, scientific, historic and other recreation resources, and to develop a National Recreation Plan for the conservation of these resources and the provision of adequate nonurban recreation opportunities for all the people. A report on the plan is scheduled for release in 1961.

The National Park Service fully recognizes that it cannot do this job alone. The liberal advice and participation of agencies at all levels of government and many private organizations and individuals will be necessary for the project to achieve a real measure of success. Generous cooperation has been indicated.

Since the renewal of this work as a major element of MISSION 66, the National Outdoor Recreation Resources Review Commission has been established. The Act establishing the Commission states that "The Commission shall proceed as soon as practical to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly or through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups and others."

The National Park Service will cooperate with the Commission in every way and assumes that the information and data assembled under this program will be useful to the Commission.

This prospectus presents only a broad outline; it does not attempt to develop in detail procedures that will be necessary to consider every important facet of recreation resource planning. And because of the magnitude of the project, it is quite likely that, as the work progresses, experience will dictate changes in the methods outlined herein.

NEED FOR A NATIONAL PLAN

"With the steady growth of our population there is an increasing need for recreation under natural outdoor conditions. This is of major significance to the physical and mental health of the Nation."---President Eisenhower.

Population forecasts indicate that our Nation will have an additional 50 million people by 1975. If recent trends continue, the majority will be added to our rapidly growing metropolitan areas, they will have a higher income and shorter work week, travel farther and more often, retire earlier, and demand more opportunities and space for outdoor recreation.

The lands available for outdoor recreation are less plentiful than they once were. Open space around most of our large cities has all but disappeared and pollution has destroyed many of our water recreation opportunities. Space in which to fish and hunt and to camp and hike is becoming critical. Better access facilities and new demands for natural resources have brought new impacts on our remaining wild lands.

If future generations are to be able to have some of the enjoyment and inspiration we can still find in our parks and forests, along our streams and in other uncrowded recreation areas, we must make plans for that now. For as population, industries and cities continue to expand, opportunities to preserve worthwhile areas of scenic, scientific and historic interest, and other types of areas for recreation become proportionately less.

There is urgent need for the development of a nationwide recreation resource plan. We need an inventory and evaluation of these outdoor resources. We should know the present and future needs for all types of nonurban outdoor recreation areas and resources, and should plan for the acquisition, preservation and use of recreation areas and facilities at all levels of government. Planning to meet future needs should be projected to the years 1975 and 2000, to the extent possible.

WHAT IS MEANT BY "RECREATION"

Of the word recreate Webster says: "to create anew, to refresh," and of the recreation, "refreshment of the strength and spirits after toil; diversion; play." Thus the term recreation connotes the pleasurable and constructive use of leisure time through a wide range of physical and mental activities and, consequently, of resources on which those activities depend.

Recreation Activities

Refreshment of strength and spirits and satisfying diversion in the outdoors may come in many different ways -- through the contemplation of inspiring natural scenery; through insight into the geologic and biologic forces of nature; through visiting sites and seeing buildings and objects associated with significant events in history and with the cultures of prehistoric peoples; through activities such as picnicking, camping, swimming, hiking, hunting, fishing, motoring, boating, skiing and other outdoor sports; and through enjoyable community activities.

Recreation Resources

Recreation resources include objects and places of scenic, historic and scientific interest; they include open space, plant and animal life, clean streams and lakes, the unspoiled seashore, the plains, mountains, deserts, wild lands, many kinds of objects and qualities that have value for the satisfaction and pleasure they provide, and access, facilities and services required for their enjoyment.

THE SCOPE OF THE PLAN

Considering the significance of all the term recreation implies, it is evident that a nationwide nonurban recreation resource plan must be concerned with a wide variety of public recreation areas, ranging in kind and location from wilderness, usually in remote regions, to highly developed recreation areas near densely populated districts. It must be concerned with the preservation of areas for their intrinsic values. It must be concerned with providing all segments of our present and future population with adequate nonurban areas near enough to their homes for frequent day and weekend use as well as more remote areas for vacation use. It must be concerned with the provision of facilities for a wide variety of outdoor recreation activities, and give consideration to the needs of various age groups. For example, it should be concerned with the provision of opportunities for all children of school age to enjoy the benefits of group camping, with programs for promoting youth fitness, and with recreation opportunities for the aging.

Out-of-city recreation resources for administration by city authorities for their own urban population is an important consideration of the Survey. There is no intent to minimize the importance of providing adequate recreation facilities within municipalities; however this Survey must of necessity preclude within-city recreation planning.

A National Plan should be based on:

1. An evaluation of the recreation resources of the nation covering: (a) existing, nonurban recreation resource programs of local, State and Federal agencies; (b) important private and quasi-public holdings open to the public on a non-profit basis (other private recreation areas to be evaluated by States rather than individually); (c) the plans of these agencies for future development or expansion of areas and (d) areas having important recreation resources that should be set aside for preservation and public recreation.

2. An analysis of social and economic factors which affect the demand for recreation areas and facilities, of trends in outdoor recreation habits and interests and of the present and potential use of recreation resources.

A National Plan should include:

1. Recommendations for meeting the present and future needs for preservation and development of nonurban recreation resources at the local, State and national levels, tying together special-purpose plans for natural areas of scenic, scientific, wild or wilderness interest; historic sites and buildings; recreation areas selected and developed primarily to meet the need for outdoor recreation activities; parkways; trails; waterways; hunting grounds and fishing areas, and the recreation use of other public lands, including forests, wildlife refuges, grazing districts, etc.

2. Recommended principles and standards that may be used to guide the planning of recreation systems. Definite recommendations will be based on analysis of information obtained through the Survey. In the meantime certain assumptions must be made and tested in order to proceed with the planning. The tentative guidelines for the selection and establishment of various types of public areas and the definitions of types of areas, given in the Appendix, are presented for this purpose.

3. Recommendations on other questions related to recreation, such as conservation of outdoor resources outside designated recreation areas, through such measures as pollution control and zoning; administration and financing; legislation; and provision of adequate means of access to recreation resources.

ORGANIZATION FOR PLANNING

The success of this comprehensive planning will depend on private organizations and local, State and Federal agencies, each playing an integral part. Ideas, information, and material must be drawn from many sources. (See Social and Economic Studies, p. 7.)

Cooperation with National Organizations

Throughout the program the Service will seek the advice and cooperation of national organizations directly concerned with planning, conservation of natural resources, outdoor recreation and health, as well as national management and labor organizations and other groups that have made contributions to, and have a broad interest in, the conservation field. Because of the many organizations in these fields, no attempt has been made to identify each one.

State Cooperation

The advice and assistance of the State and local agencies concerned with recreation, fish and wildlife, forestry, and other phases of natural resource planning and conservation will be especially valuable. State historical and archeological societies and other State agencies will be consulted on historical and archeological matters.

Federal Technical Consulting Group

The Federal Inter-Agency Committee on Recreation, composed of representatives of the Bureau of Land Management, Bureau of Reclamation, Corps of Engineers, Extension Service, Fish and Wildlife Service, Forest Service, National Park Service, Office of Education, Public Health Service and Public Housing Administration, has agreed to act as a Federal Technical Consulting Group. This will be a working committee to advise, assist, and participate in the Survey and formulation of a national plan for nonurban recreation. The Committee will invite representatives of other Federal agencies, such as the Bureau of Census, Bureau of Public Roads, Bureau of Indian Affairs and Bureau of Labor Statistics to meet with the group to advise on special problems.

Contractual Services

In addition to the data available from established sources, there is need for research on special problems. The services of universities and other competent research organizations are requested as funds become available for this purpose.

National Park Service

Permanent staffs have been organized in the Washington Office and the five Regional Offices to work on the program. They include a general planning group and special staffs for the Survey of Historic Sites and Buildings, National Park System Planning and other special studies, as funds may be provided.

PROCEDURE

A nationwide nonurban recreation plan must consider such a wide variety of interests that for practical purposes the planning is being approached on the basis of special purpose studies and plans. These will consist of a study of social-economic factors bearing on outdoor recreation resource requirements; a plan for parks and other outstanding natural areas; a plan for recreation areas; a plan for historic sites and buildings; a plan for parkways and scenic drives; a plan for trails for hiking, bicycling, horseback riding and canoeing; a plan for recreation waterways; plans for recreation use of other public lands; and studies of related factors affecting preservation and use of recreation resources. It is recognized, however, that the component parts of a comprehensive plan are so inter-related that conclusive recommendations for any one phase of the plan must be based on an analysis of the findings of all the studies.

The evaluation and studies will be as complete as necessary to adequately analyze the present local, State, regional and national situations and the future needs, and so that a comprehensive nationwide plan can be formulated to meet these needs. In general, this involves consideration of the factors listed on pages 3 and 4. The report on the national plan will include summaries of the findings for each of the fifty States and the Territories.

To aid in analyzing the present recreation situation and in formulating a nationwide plan, established and potential areas inventoried will be grouped for study as to type in accordance with definitions given in the Appendix, pages A-2 and A-3. This procedure is necessary since there has been no uniformly accepted classification of the various kinds of areas that have been established and maintained solely or primarily for public recreation use. The term "park" is frequently used generically and applied to many different kinds of areas. Most of the States use a number of classifications based upon considerations such as character, use, custom and statutory provisions. These vary from State to State with over 60 classifications currently in use. And, of course, there are extensive public areas reserved for purposes other than recreation that can and do offer recreation opportunities in addition to their primary function.

Study of Social-Economic Data

The development of plans for meeting probable future demands requires information on trends in (a) recreation habits and interests, (b) population, (c) the attainment of more leisure time and higher standards of living and (d) transportation. Factors affecting the demand for recreation areas and facilities must be considered from the standpoint of meeting the recreation needs of the residents of a region and of visitors from other regions.

Study of national trends is believed to be the most promising approach. This work is carried on by the Washington Office. The findings are made available to the Regional Offices for use in study of recreation needs generally, to be supplemented and correlated with such data as can be assembled for States and regions.

Recreation Interests

The types of nonurban recreation which people desire is studied through the analysis of information on the outdoor activities in which they participate; physiographical factors; trends in participation; and the attitudes expressed on activities in which they would participate if facilities were available. The Service and the National Outdoor Recreation Resources Review Commission have jointly sponsored a nationwide sample survey of interests in outdoor recreation.

Population Trends

The determination of needs is influenced by the size of the population which must be provided for in the foreseeable future, the probable age distribution and its effect on the types and extent of recreation activities desired, and the geographic distribution of the population.

Special attention must be given to areas of high population density and trends in urban-rural distribution, including the growth of suburban areas. In view of the large proportion of the population living in urban centers and the trends toward further urbanization, the Service sponsored a survey in cities having a population of 50,000 or over to obtain information on trends in the development and use of nonurban parks and recreation areas serving these centers and opinions on the adequacy of existing areas and foreseeable needs.

Economic Factors

Information from Federal agencies on income trends and income distribution is studied in the Washington Office and made available to all units of the survey. Analysis of data collected by the Bureau of the Census in the National Travel Survey provides income information related to recreation travel to supplement information on preferences in types of recreation activities and distribution of recreation travel for day use and for weekend and vacation trips. Changes in the amount of leisure time, resulting from changes in the length of the work week, age of retirement, and vacation practices of industry is studied in relation to their influence on outdoor recreation.

Transportation

Consideration is given to the effect increased mobility of the population will have on the use of outdoor recreation resources. Data obtained by the Bureau of Public Roads in its motor-vehicle use studies and information from State Highway Departments and other sources on recreational travel by automobile is used to provide information on recreation travel patterns.

The planning staff keeps abreast of the long range highway planning program, especially as it concerns the location of new interstate and connecting routes. They study developments in methods of transportation and other basic transportation information which will be considered in formulating plans for the development of new recreation opportunities.

Plan for Parks and Other Natural Areas

Purpose of Plan

To assure the conservation of significant natural recreation resources, including areas of scenic beauty, biological and geological significance, wilderness and wild lands and areas having distinctive plant and animal communities.

Evaluation of Existing Programs

This consists of a State-by-State survey of established nonurban parks and other natural areas. Information obtained from records and field investigation includes location, type, and significance of areas; administering agencies; attendance; types of use and facilities provided; accessibility of areas; adequacy of areas to meet present demands; an appraisal of the potentialities of existing areas for expansion, further development and increased use; and the programs of administering agencies for future development and use of areas.

Inventory of Potential Areas

A State-by-State canvass is made of park and conservation agencies and other organizations concerned with conservation of recreation resources to obtain their recommendations as to areas that should be preserved because of their intrinsic recreation values. The types of areas to be considered here are those suitable for establishment as parks, wilderness, nature preserves, or monuments. (See Definitions in the Appendix, pages A-1 to A-3 and Guidelines, pages A-5 to A-8.) The information obtained from this canvass is supplemented by reconnaissance and available reports.

Field investigation of the more promising areas is made in cooperation with representatives of appropriate local, State or national agencies to determine suitability of an area for establishment and development as a park or related area, the potential type of area and its significance--local, State or national. If it is considered of national significance the information pertaining to the area is referred to the National Park System Planning staff. This staff reviews these and other areas suggested for consideration as of possible national significance, makes intensive field investigations of the more promising areas, and records the results of their investigation and studies in the form of definite reports.

Analysis of Needs

The need for preservation of natural recreation resources through designation as a park or other type of natural area is based primarily upon their significance. Consideration is given also to adequacy of these types of areas as to size, number, distribution and possible use, in the light of population numbers and distribution. Public agencies and organizations concerned with recreation and conservation of natural areas are asked to advise and assist in the determination of need for natural areas.

The Plan

The plan and recommendations for the preservation of significant natural recreation resources should include:

- (a) Recommended policies on kinds, use, distribution and size of areas, and on priorities for acquisition and development.
- (b) Proposals for the acquisition of areas.
- (c) Expansion and development of existing areas.
- (d) Administrative responsibility.
- (e) Methods of financing.
- (f) Legislation.

The plan of what the National Park System should include will be formulated in cooperation with conservation and planning groups for consideration by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments. It will be directed not toward the wholesale expansion of the System but toward the inclusion or retention in it of only those areas that are of outstanding interest to the people of the Nation, adequate for their foreseeable needs, and worthy of preservation by the Federal Government

Further information on how the National Park System Planning is conducted is presented in the National Park Service Handbook for Preparation of the National Park System Plan.

Plan for Historic Sites and Buildings

Purpose

The Historic Sites Act of August 21, 1935 (49 Stat. 666) directs the Secretary of the Interior to "Make a survey of historic and archeologic sites, buildings and objects for the

purpose of determining which possesses exceptional value as commemorating or illustrating the history of the United States."

Cooperation

The National Survey of Historic Sites and Buildings is carried forward by the National Park Service with the cooperation of a number of government agencies and leading scientific and historical institutions.

Survey Steps

For convenience of study, the field of American history and prehistory is divided into sixteen historical and five archeological themes or periods.

After study and analysis of the theme an inventory is made of all exceptionally important sites, regardless of ownership, which fall within the theme. A preliminary appraisal is made of the sites and buildings at this time.

Further screening is done by the Washington Office, and for the more significant areas, intensive research of both field and documentary nature is made and presented to the Advisory Board on National Parks, Historic Sites, Buildings and Monuments. The Board with the assistance of the Service carefully evaluates all data and determines which sites are of exceptional value and therefore of national significance.

The Survey will establish a list of sites, throughout the nation, which are nationally significant. From this list it can be determined what sites should be added to the National Park System in order to round out its story of American history. The list and the thematic studies when completed will be available to planning boards, State park and historical conservation agencies and others. The Service will cooperate with State agencies and societies formulating State plans for historic sites and buildings.

Further information on how the Survey is conducted is presented in the National Park Service Handbook for the National Survey of Historic Sites and Buildings. (Also see Appendix, page A-5.)

Plan for Recreation Areas and Beaches

Purpose of Plan

To assure that adequate areas are established and administered primarily for active recreation purposes, to meet the foreseeable public need for extensive outdoor recreation.

Evaluation of Existing Programs

This consists of a State-by-State survey of nonurban recreation areas (See page 3 for scope) to determine the adequacy of existing areas to meet present demands. Collection of information is carried on in conjunction with the evaluation and inventory of parks and other natural areas. Information is obtained from existing records and from field investigations including location, type and significance of areas; administering agency; attendance; facilities provided; access; programs of administering agencies for future development and use; and an appraisal of the potentialities for expansion, further development and increased use of areas.

Analysis of Needs

Agencies and organizations concerned with nonurban recreation are consulted to obtain opinions on the need of areas and facilities for various recreation activities. Based on these opinions, the evaluations of existing programs and the social-economic studies, guidelines for the formulation of a plan will be worked out and basic policies developed cooperatively with public agencies and organizations. See Appendix, pages A-8 and A-9 for suggested guidelines.

Suggested standards will be developed, to include such factors as location and number of day-use and overnight-use areas in relation to population distribution and suggested acreage or other standards.

Inventory of Potential Areas

The inventory of potential recreation areas includes only those areas recommended by park and planning agencies and organizations concerned with outdoor recreation and such other areas as could be established as recreation areas or beaches to meet existing or foreseeable needs that may come to light during the Survey.

Field investigations of the more promising areas are conducted to determine suitability of an area for establishment and development as a public recreation area or beach, and its significance -- local, State or national. Where public lands are involved the investigation is made jointly with the agency administering the lands, or with its permission.

The Plan

The plan and recommendations for meeting the needs for recreation areas and beaches will include the elements outlined on page 10 for parks and other outstanding natural areas. They will be based on the needs up to 1975 and projected as far beyond that date as possible.

Plan for Parkways and Recreation Roads

Purpose of Plan

To propose development of safe and pleasant motorways within linear parks or park-like borders located where outstanding examples of the American scene and related cultural values, or historic routes, can be displayed and appreciated.

Evaluation of Existing Programs

This involves an evaluation of existing nonurban parkways, and parkway and parkway-like projects. It includes mapping and listing the location, age, capacity, design characteristics, recreation features, significance, recreation use, type and volume of traffic and administering agency of existing parkways and recreation roads.

Analysis of Needs

Using the findings of the social and economic studies and the evaluation, the planning staff in cooperation with the Bureau of Public Roads, the State and local highway departments and other public agencies and organizations concerned with highways, parkways and roadside improvement and development will prepare guidelines to be used as a basis for formulation of the plan. See Appendix, page A-10.

Inventory of Proposed Projects

The inventory includes proposals for new parkways, extensions to existing parkways, and highways to which some of the characteristics of parkways can be added. It is limited to parkways and highways that have scenic or other recreational features of outstanding State or national significance. It gives descriptions and evaluations of the related large American scenes that would be available to the motorists by the development of a linear parklike corridor within the scene, or of the historical or other cultural interests which justify the motor-ways, and proposed recreation developments along the routes.

The relationship of the parkways to the National System of Interstate and Defense Highways, to the primary highway systems of the States and to other highways important to recreation resources is shown.

The Plan

The plan for parkways and recreation roads will include recommendations concerning:

- (a) Location
- (b) Extent
- (c) Relationship to highway systems, parks and other recreation resources
- (d) Type of development (whether to national parkway standards or to modified standards to meet local or regional conditions)
- (e) Administrative responsibilities
- (f) Legislative needs to accomplish the recommendations.

Plan for Trails for Hiking, Bicycling, Horseback Riding and Canoeing

Purpose of Plan

To assure the development of adequate opportunities for hiking, cycling, horseback riding and canoeing.

Evaluation of Existing Trails

This includes a State-by-State survey of existing long-distance footpaths, bicycle, bridle and canoe trails. Collection of information is carried on in conjunction with the survey of parks and other types of recreation areas. Information on routes, obtained from records and from field investigations, includes location, type and significance of the route, administering agency, extent of use, and program of the administering agency for future development and use. The location of the routes is indicated on appropriate maps.

Analysis of Needs

The evaluation of existing trails and the findings of the social and economic studies, together with analysis of trends in these specific types of recreation activities, will be used as the basis for the preparation of guidelines for the formulation of the plan. In the meantime, see Appendix, pages A-11 and A-12 for suggested guidelines.

Inventory of Potential Trails

Advice and assistance is sought for recommendations as to potential routes that should be established to meet existing or foreseeable needs. Field investigation of the more promising routes are conducted to determine suitability, protection and development required, and the significance in terms of public use.

The Plan

The plan and recommendations for meeting present and future needs will include:

- (a) Suggested policies on distribution, extent and use of trails.
- (b) Development of existing trails.
- (c) Acquisition of rights-of-way or easements for additional trails and development of new trails in public reservations.
- (d) Administrative responsibility.
- (e) Methods of financing.
- (f) Legislation.

Plan for Recreation Waterways

Purpose of Plan

To assure preservation of certain waterways for recreation use and the development of facilities for recreation travel by watercraft.

Evaluation of Existing Recreation Waterways

This involves a survey of waterways presently being used or particularly suitable for comparatively long distance recreation travel by watercraft. Information obtained includes location, type and significance, extent of use, facilities available for users, and ownership status of water and banks or shoreline where appropriate. The location of each waterway inventoried is shown on appropriate maps.

Analysis of Needs

Conservation and planning agencies are consulted for recommendations on waterways that should be preserved primarily for recreation use. Organizations concerned with boating are canvassed for opinions on need for waterways and boating facilities. See Appendix, page A-12.

The Plan

The plan and recommendations for recreation waterways will include: location and extent of existing and proposed waterways; relationship to other recreation areas; policies on types and location of facilities; and administrative responsibilities.

Hunting and Fishing Areas

An effort was made, without success, to include funds in the National Park Service 1960 fiscal year estimates for special hunting and fishing area surveys in each State to be conducted in cooperation with the Bureau of Sport Fisheries and Wildlife. Under the circumstances this program is limited to an inventory of established public hunting and fishing areas to obtain data on location, size, ownership and recreation facilities provided. We are concerned primarily with lands that have been set aside to provide public access to fishing waters and lands that have been set aside for public hunting purposes.

Such information is required in planning for other types of recreation areas whether or not a separate plan for hunting and fishing areas is eventually formulated.

Information and data is obtained from State fish and game offices.

Recreation Use of Other Public Lands

Purpose of Plan

To provide for the optimum recreation use of public lands that are set aside and administered primarily for purposes other than recreation.

Cooperation With Other Agencies

The National Park Service seeks the cooperation and assistance of Federal agencies having jurisdiction of Federal lands and of the States and their political subdivisions.

The Forest Service has initiated Operation Outdoors, a five-year recreation development program to provide adequate sanitation and care at all national forest recreation areas, and to provide sufficient recreation facilities to accommodate the present and projected future use to 1962. It is undertaking a survey to review all of the outdoor recreation resources of the national forests and other lands administered by the Forest Service with the specific objectives of evaluating these resources, and formulating the policies and plans needed to meet future recreation demands on them.

Cooperation between the Forest Service and the National Park Service is involved in planning certain recreation developments, expansion of existing sites, and types of facilities needed and public-use capacities.

In this connection, the Secretary of Agriculture wrote to the Secretary of the Interior on February 20, 1956, stating his recognition of the need for close cooperation in planning and development work and concluding, "Therefore I am asking the Chief of the Forest Service to cooperate with the Park Service in every feasible way in harmonizing the program of the two agencies."

There is extensive use of national forests for recreation, including sightseeing, hunting, fishing, camping, picnicking, pack trips, hiking, and related outdoor activities, consistent with the purposes for which the national forests are established.

The Bureau of Sport Fisheries and Wildlife is developing a program for fish and wildlife to meet all foreseeable future needs in the field of fish and wildlife conservation, to save marsh and wetlands for migratory waterfowl, to initiate a planned campaign for land acquisition for wildlife refuges, and to provide for appropriate recreation use of refuges. Recreation has become one of the important benefits of many refuges where human use does not seriously affect the protection and propagation of wildlife, and the Bureau's long-range refuge plan should provide many eventual opportunities to fit new recreation areas into the national plan.

The Corps of Engineers and Bureau of Reclamation reservoir areas are providing many new recreation opportunities and many of the projects proposed or under construction are in parts of the country where water types of recreation have scarcely been available before. The Service is already working closely with the Corps and the Bureau in comprehensive planning for the development of the Missouri, Columbia and Delaware River Basins. It recently completed similar studies in the Arkansas-White-Red River Basins and in the New England-New York Region. The results of those studies and others will be drawn upon in developing a National Recreation Plan.

The Bureau of Land Management administers vast areas of public domain, much of which is valuable, or potentially valuable, for public park and recreation purposes. Extensive use if made of the public lands both in and outside of grazing districts, the Oregon and California revested lands in Oregon, and the public lands in Alaska, for all forms of outdoor recreation. Hunting, fishing, camping, sightseeing, picnicking and rock-hunting constitute the principal recreational uses on the public lands. Winter sports are important locally.

Through basic legislation and Bureau policy such extensive recreational use by the public is assured. Extensive recreation is one of the several multiple uses made of the public domain lands.

Under the Small Tract Act and the Recreation and Public Purposes Act, recreational lands are leased or disposed

of to individuals, public agencies and nonprofit organizations. Substantial areas have been transferred, through the Secretary of the Interior, under the Coordination Act, to the Fish and Wildlife Service for administration by State agencies.

With the passage of Public Law 507, in July 1956, the Bureau initiated construction of recreation facilities in Alaska, the improved sites generally to be transferred to the State or local communities. Special appropriations were authorized for this program.

The Bureau has cooperative agreements with the National Park Service for the protection and maintenance of certain areas, and cooperates closely with State fish and game departments in the management of wildlife on the public lands.

The Bureau's Public Recreation Land Use Policy, approved by the Secretary of the Interior on April 16, 1958, provides, among other things, for an inventory of the recreation resources administered by the Bureau and for special attention to the satisfaction of needs of Federal, State and local governments for public recreation lands. The Bureau is not authorized to construct recreational facilities on public domain lands in the continental United States. Therefore, it is helpful for the public recreation agencies to make their plans and needs known to the Bureau. The recreational values of the public lands may then be properly assessed, and these lands may be made available for use and development by an appropriate agency.

The Bureau of Indian Affairs. Recreation planning assistance will be extended to the Indians through the Bureau of Indian Affairs on reservation lands where such assistance might be requested. The development or use of Indian lands for public recreation would be subject to negotiations with the representatives of individual tribes.

The Tennessee Valley Authority, as a part of its total program for development of the Tennessee Valley, participates in a program for the development and utilization of the recreation resources of the region. Recreational values inherent in TVA reservoirs and their surrounding shorelands are identified and assessed for the purpose of assuring their optimum contribution to the region's development and to maximum public use consistent with the requirements of other authorized TVA programs. Use of TVA properties for recreation purposes is integrated with that of other recreation resources of the region through cooperation with public and private agencies engaging in recreation development. The program is implemented by memoranda of understanding

with planning, conservation, and recreation development agencies of the Valley States.

Evaluation of Present Recreation Programs and Use on Other Public Lands

This consists of a State-by-State survey to determine what public lands are being used for recreation purposes, kinds of use, trends in number of visitors, facilities that have been provided, regulations that have been adopted to protect recreation values, and possibilities for increased recreation use of the lands compatible with the primary purposes for which the lands are administered. The location of identified areas would be indicated on a State map by symbols indicating type.

This is not to duplicate but rather supplement, where desirable, the information available in the offices of the Forest Service, Corps of Engineers, Bureau of Reclamation, Bureau of Sport Fisheries and Wildlife, Bureau of Land Management, Bureau of Indian Affairs and Tennessee Valley Authority.

The evaluation of the recreation use of non-Federal public lands is done in cooperation with the administering agencies.

Survey of Public Lands Not Presently Developed or Used for Recreation

The Service upon request or in accordance with cooperative agreements collaborates with local, State and Federal agencies administering forests, grazing districts, wildlife refuges, water-control projects and other public lands in surveys of lands under their jurisdiction having recreation potentialities.

The Plan

The plan for recreation use of public lands will be based on analysis and study of all material gathered under this survey, the findings of the social and economic studies, and the other special purpose plans. Recommendations formulated in cooperation with the administering agency, will cover: 1/

- (a) Public recreation use of forests, wildlife refuges and other public lands and reservoir and other water-control project areas.
- (b) Expansion and development of facilities in areas presently used for recreation.

1/ See Recommended General Policy of the Federal Government Relative to Public Recreation in the Appendix, pages A-15 and A-16.

- (c) Program for preservation and use of lands having potential recreation value.

Related Factors Affecting Preservation and Use of Recreation Resources

The development of an adequate recreation plan for the Nation requires consideration of the conservation of recreation resources outside of established park and recreation areas and the control of outside factors that affect preservation and use within the areas. The preservation of open space in metropolitan areas is one of the pressing problems.

Land Use Controls

Studies will be made of (a) existing State Legislative authority for county planning, zoning, building and subdivision regulation and roadside protection; (b) action taken under these authorities; (c) additional actions which should be taken; (d) methods used by other countries for preservation and use of recreation resources on privately owned lands and their possible adaptation to circumstances in the United States. Study of national trends is believed to be the most promising approach. An appraisal will be made of the effectiveness of present methods used, and general recommendations will be formulated.

Pollution Control

Field surveys of recreation resources includes identification of surface waters which would have high recreation use if pollution were reduced, the amount and types of recreation use that would be expected, and the sources of pollution. A review will be made of present plans for the alleviation of existing or future pollution damage.

Cooperation with Other Agencies and Organizations

Assistance and advice is sought from Federal, State and metropolitan agencies and organizations concerned with planning, regional development, and pollution control.

APPENDIX

Definitions

Definitions of types of areas for use in classifying existing and recommended State, local, quasi-public and private recreation areas.

Areas of State Significance

PARKS* - Relatively spacious areas of outstanding scenic or wilderness character, oftentimes containing also significant historical, archeological, ecological, geological, and other scientific values, preserved as nearly as possible in their original or natural condition and providing opportunity for appropriate types of recreation where such will not destroy or impair the features and values to be preserved. Commercial exploitation of resources is prohibited.

WILDERNESS - Areas established to preserve primeval environment and devoted primarily to such wilderness types of educational and recreational uses as are consistent with the maintenance of the natural character of the area.

NATURE PRESERVES - Areas often limited in size, established for the purpose of preserving distinctive natural communities of plants and animals, for their scientific and aesthetic interest.

MONUMENTS AND HISTORIC SITES* - Areas usually limited in size, established primarily to preserve objects of historic and scientific interest, and places commemorating important persons or historic events. The only facilities usually provided are those required for the safety and comfort of the visitors such as access, parking, water sanitation, interpretive devices, and sometimes facilities for picnicking and other recreation facilities

RECREATION AREAS* - Areas selected and developed primarily to provide nonurban outdoor recreation opportunities to meet other than purely local needs but having the best available scenic quality. Hunting and some other recreation activities not usually associated with parks may be permitted. Commercial exploitation of resources is usually prohibited.

BEACHES* - Areas with frontage on the oceans, lakes, and streams designed primarily to provide swimming, boating, fishing and other waterfront activities. Other coastal areas acquired primarily for the scenic and scientific values, such as Point Lobos Preserve in California, are included in the classification "parks."

PARKWAYS* - Elongated or "ribbon" parks featuring a motor road for non-commercial traffic, connecting parks, monuments, beaches, and recreation areas or otherwise affording an opportunity for pleasant and safe driving. Access is controlled by the administering agency and is provided only at designated intervals and roadside developments are controlled to prevent undesirable uses. As an adjunct to the motor road, appropriate facilities such as turnouts, picnic areas, and other recreation developments are frequently provided where space permits.

RECREATION ROADS - Generally, two-lane rural highways, existing or proposed, located in areas having such highly scenic or cultural values that their further development for emphasis on safe and pleasant recreation motoring is justified, including facilities for interpretation of cultural features, for picnicking and camping and development of other recreation potentialities of the roadside.

WAYSIDES* - Relatively small areas along highways selected for their scenic or historical significance and providing opportunity for the traveler to relax, enjoy a scenic view, read a historic marker, or have a picnic lunch. These areas should be administered by a highway department; however, the larger and more scenic waysides may sometimes be administered as units of State park systems.

* Based on definitions in report on Suggested Criteria for Evaluating Areas Proposed for Inclusion in State Park Systems, adopted by Board of Directors of the National Conference on State Parks at 1954 annual meeting.

TRAILS - Extended and usually continuous strips of land or water under public control, through ownership or easement, established independently of other routes of travel and dedicated to recreational travel for hiking, bicycling, horseback riding or canoeing.

RECREATION WATERWAYS - Extended water courses developed or otherwise especially valuable for recreational travel by watercraft.

HUNTING AREAS - Areas used for public hunting.

FISHING AREAS - Areas used for public fishing.

FORESTS - Areas established and managed primarily for timber production and watershed protection. Recreation developments and use are incidental to the major purposes.

WILDLIFE REFUGES - Areas where certain but not all species of wildlife are protected. Facilities for various types of recreation use are sometimes provided.

Local, Quasi-public and Private Areas

The fifteen State categories would be used in classifying local, quasi-public and private areas with appropriate adjustments in details of criteria recognizing levels of significance, size and management.

Areas of National Significance

NATIONAL PARK* - A spacious land area essentially of primitive or wilderness character which contains scenery and natural wonders so outstanding in quality that its preservation intact has been provided for by its having been designated and set aside by the national government for the benefit, enjoyment, and inspiration of the people.

NATIONAL MONUMENT* - A national monument is a nationally significant landmark, structure, object, or areas of scientific or prehistoric interest so designated by the national government for preservation and public use.

NATIONAL HISTORIC SITE* - A national historic site is a historic site, building, or object so designated in recognition of its national significance.

NATIONAL MEMORIAL* - A national memorial is a structure or area designated to commemorate ideas, events, or personages of national significance.

NATIONAL PARKWAY* - A national parkway is a Federally-owned restricted motor road within a wide parklike right-of-way, designated for pleasure travel, embracing scenic and recreational features or historic sites. It traverses either a region of great scenic interest or follows a historic route of travel. Access from adjoining properties is limited and commercial travel excluded.

NATIONAL BATTLEFIELD* - A national battlefield is a battlefield of national significance preserved in part, or in its entirety, for the inspiration and benefit of the people.

NATIONAL SEASHORE* - A national seashore is a natural coastal area set aside for the preservation and public recreation use of its nationally significant scenic, scientific, historic, or recreation values, or a combination of such values.

NATIONAL RECREATION AREA* - A national recreation area is a Federal reservation established primarily to conserve and develop for public enjoyment recreational resources of national significance, including areas of scenic, natural or historic interest and their wildlife, under a system of management designed to permit other forms of resource utilization not incompatible with the protection and public enjoyment of the recreation resources.

NATIONAL WILDLIFE REFUGE - An area designated for the protection of game animals, birds and fish within which hunting or fishing is either prohibited or strictly controlled, administered by the Fish and Wildlife Service.

*Definitions proposed for classifying areas administered by the National Park Service.

NATIONAL FOREST - Federal lands set aside primarily for timber production and watershed protection and administered by the Forest Service. Recreation developments and use are incidental to the major purposes.

Guidelines

The development of guidelines for the selection and establishment of various types of national, State and local parks and related recreation areas constitutes a major aspect of the development of the national plan. To assist in the preliminary planning, tentative guidelines are described in the following pages. A number of these guidelines, including those for State parks and monuments, recreation areas and beaches, incorporate suggested criteria prepared by the Committee on Suggested Criteria of the National Conference on State Parks and adopted by the Board of Directors of the Conference at the 1954 annual meeting.

The Committee recommended that each unit in a State park system should possess unique or high quality of interest. Each system, as a whole, should (1) conserve outstanding examples of the State's natural and cultural resources for the inspiration and benefit of the public, and (2) provide nonurban recreation opportunities for the State's citizens and visitors that are normally beyond the responsibility of the State's political subdivisions.

Guidelines for evaluating the significance of historic sites and buildings and determining their suitability for national monument purposes have been recommended by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments and approved by the Secretary of the Interior. They are presented in the National Park Service Handbook for the National Survey of Historic Sites. Historic sites and buildings of national significance would also be of State significance but sites of State significance may not be of national significance. The criteria for the selection of State historic sites adopted by the National Conference on State Parks are basically the same as those approved by the Secretary of the Interior except that they are primarily significant to the history of the State. Guidelines for the selection of national parks are presented in the Handbook for Preparation of the National Park System Plan.

Guidelines for the Selection of State Parks

Quality. State significance exists in (a) inspirational landscape and wilderness values that would attract visitors from all sections of the State, and perhaps outside of the State, or which would in the foreseeable future possess such qualities and attractiveness if adequate protection and access were made available and (b) areas that are adjudged by competent authority as best exemplifying the natural landscapes of the major physiographic divisions and provinces of the State as shown by accepted classifications.

Adaptability to Effective Treatment. An important factor is adequacy of area and boundaries to include reasonably consolidated physiographic units to permit proper protection, development, and administration. In many cases an important factor may be determination of whether there are present scenic elements requiring the kind of protection that park status can give or whether, in the main, the scenic elements can be preserved and used more profitably by some other form of public reservation or device such as zoning. Another important factor may be the practicability of developing facilities required for health, safety, and comfort of the visitors and their enjoyment of the area in a manner consistent with the preservation of the natural features of the area. Only those facilities should be provided which involve no major modification of the lands, forests and waters or require extensive introduction of artificial features such as athletic fields and golf courses.

Distribution. State parks should be selected on the basis of statewide significance, although where possible their distribution should provide people in all parts of the State with access to park areas.

Guidelines for Selection of Wilderness Areas

Quality. The primary factor is the adaptability of an area for the preservation of a quality of wilderness so little modified by human action as to impress its visitors with their relationships to other forms of life rather than their dependence on human inventions and contrivances.

Size and Location. In general a wilderness area should be of sufficient size to provide an environment of solitude--a significant element of wilderness. Large areas should be retained in remote regions for those who find high recreation values in wilderness journeying. Other wild areas should be provided in more closely settled regions for those

people who may not have ready access to the large wilderness areas. Such areas should be of sufficient size to permit one to get away from the sounds of highways and railroads and the sights of man-made facilities.

Availability. If the best areas are not available because of practical and insuperable obstacles, the best available areas should then be chosen.

Guidelines for the Selection of State Monuments of Scientific Interest and Nature Preserves

Quality. State significance exists in (a) areas which best portray the natural processes that have formed the earth and its plant and animal life, (b) areas which portray some specific natural process so dramatically and arrestingly as to be unique or of sufficient importance to be worthy of statewide interest, and (c) areas which contain the best remaining examples of native plant and animal species, ecological relationships, and rare natural objects and conditions.

Adaptability to Effective Treatment. Areas should be chosen in individual instances on practical grounds as well as on the basis of scientific considerations. The most important factor in many cases may be susceptibility of the object or phenomena of scientific interest to preservation within practical limits of the State Park program. The preservation of phenomena of scientific interest which may not be practicable because of lack of spectacular or dramatic aspects, however, may be found to be practicable by the selection of a site that may also possess a sufficient number of other attractions to arouse the necessary public support. It is improbable, for instance, that the scenic quality, the geological significance or the wildlife, taken alone or separately, would be sufficient to bring about the establishment of Indiana Dunes State Park on the shore of Lake Michigan. However, the combination of these three interests, together with outstanding recreation potential, has proven to be adequate justification for the establishment and preservation of the park.

Supplemental Guidelines for the Selection of State Parks and State Monuments of Historic and Scientific Interest

Distribution of areas in the State Plan. Since natural scenery and objects of historic or scientific interest are where you find them, selection of such areas on a geographical

basis may not be possible. Areas that best portray exhibits of the various types of natural scenery, objects, phenomena, plant and animal life, historical objects, or places commemorating important persons or historic events should be selected unless they are otherwise adequately protected and made available for appropriate public use.

Balance. Logical balance among the various scenic, scientific, and historical types should be sought so that a well-rounded pageant of the State's natural and cultural heritage may be preserved and presented to the public. Areas of extraordinary value, however, should be selected regardless of balance.

Accessibility. Preservation of areas of unique or unusual scenic, scientific, or historical interest is justifiable even when they are remote and difficult to reach. It should be recognized, however, that the element of use by the people is one of the principal considerations and the selection of a site that will be visited by thousands of people each year is to be preferred to one that is so remote that only a few people will be able to visit it.

Availability. If the best areas are not available because of practical and insuperable obstacles, the best available areas should then be chosen.

Guidelines for the Selection of Recreation Areas

Selection of areas should be determined primarily on the basis of providing adequate, nonurban recreation opportunities accessible to the people. Geographical distribution and relationship to concentrations of population are paramount. In some instances, however, exceptional and extraordinary recreational potentialities may warrant the selection of more remote and inaccessible areas.

Recreation areas should be established as municipal, county, State or national recreation areas on the basis of the degree of importance of their recreation values, both their scenic qualities and the extent to which they are expected to attract visitation from the immediate vicinity or from a distance.

Determination of national significance is based on the following guidelines, adapted from the criteria for water resources project areas, as set forth in Bureau of the Budget Circular No. A-47:

1. The presence of outstanding scenic, historic, scientific, or archeological values of interest to the general public makes development of the recreation resource a matter of national interest.

2. The recreation area, after development, will probably be used by a substantial number of residents of States other than the State in which the area is situated.

Consideration should be given to attaining logical balance among areas providing opportunities for various kinds of recreational activities and the relation of these areas to population distribution should be sought so as to provide a well-rounded system to meet the recreational needs of the people. In doing so, consideration should be given to the recreation opportunities provided by other areas administered at all levels of government such as county, State and national parks and monuments.

Reservoir Recreation Areas. Reservoir projects frequently afford an agreeable environment for recreation. Development of the recreation resources provides opportunities for active use of the water area for boating, swimming, water skiing, fishing, and in some cases ice skating. Use of areas along the shores for picnicking and camping provides additional recreation outlets, while sightseeing is also enjoyed if the area has distinctive scenic qualities.

Beaches. Special consideration should be given to the need for public ownership of beaches.

A direct relationship exists between the location of population concentrations and the need for beaches intended primarily for recreational use. However, because of the present and future need for public beaches and because remaining suitable beach lands are being rapidly acquired and developed for private use, every remaining sizeable unspoiled beach on the oceans, lakes or rivers should be considered.

Preference should be given to the selection of areas that not only provide a good beach but also adequate space for parking, picnicking, structures for service and visitor use, and perhaps camping. Beach areas may or may not possess other important features such as dunes or interesting vegetation. Stability of the beach, a gradual and safe slope under water, and freedom from undertow or rip-tide are important. Areas that are readily accessible to concentrations of populations are usually given preference because of their proximity to users and existence of developed highways, other factors being approximately equal. However, because of the scarcity of suitable beach lands and the fact that they will attract unusually large numbers of people, construction of expensive access roads and causeways may be justified.

Guidelines for Planning of Parkways and Recreation Roads

Nonurban parkways are recreation destinations as well as a means of pleasurable and profitable motoring--pleasurable in that they provide varied park experiences while promoting safe and leisurely driving--profitable in that they are instruments of conservation and interpretation. Oftimes located in areas of outstanding scenic qualities, they need occupy only a small portion of the landscapes they display. They may incorporate within their park-like borders the adjacent historical and natural values that influence the selection of their routes.

The parkways considered in this Survey are essentially elongated parks. They are not the types that serve as major traffic arteries into or between cities.

Certain existing highways have scenic or other recreation features of outstanding State or national significance and occupy positions in the landscape favorable to parkway development. They are important recreation resources. In cases where devoting such highways to strictly recreation purposes would disrupt the economy of a region and constructing a roughly paralleling road would be unreasonably expensive, it seems logical to develop them as recreation roads with parkway type improvements and additions. Such roads would be maintained and administered as part of existing systems by State Highway Departments or by the collaboration of State and local authorities.

It is not intended to plan or develop a continuous nationwide system of parkways or recreation roads. They need not be long; they can vary in length according to the values involved and the needs of the region.

Guidelines for Planning Trails

Hiking. This activity can combine healthful outdoor exercise with the opportunity for nature appreciation. To insure that the greatest possible number of people can enjoy this type of recreation in the future, hiking trails or systems of trails should be designated in areas offering outstanding opportunity for hiking. They should be located to provide varied and interesting hiking in or near metropolitan areas, where feasible, as well as in large natural areas distant from population centers. Except when heavy use of the trails is expected, they might be available for use by both hikers and horseback riders. Systems of hiking trails should be encouraged at the local, county and State levels of government as well as on federally owned lands.

Bicycling. This activity can combine healthful outdoor exercise with the opportunity for enjoyment of the out-of-doors. To insure that the greatest possible number of people can have this type of recreation in the future, bicycle trails should be designated in areas offering unique and outstanding opportunity for cycling. They should be located to provide varied and interesting cycling, particularly suitable for the enjoyment of scenes at the normal speed of bicycling which cannot be enjoyed as well by any other means of travel. Bicycle trails should be separate from automobile roads and should be of sufficient length to offer at least several hours travel without retracing the trail.

Horseback Riding. Enjoyment of or access to wilderness or unique and outstanding scenic natural areas by horseback riding, provides an opportunity to combine the pleasure of riding with the enjoyment and appreciation of being outdoors. To assure the continued availability of this type of outdoor recreation, riding trails or systems of trails should be designated in areas offering outstanding opportunity for this type of recreation. The trails should be located in or near metropolitan areas, as well as in wild areas, in order to make horseback riding available to the greatest number of people possible. Where heavy use of riding trails is expected, their use should be restricted to horseback riding only. The length of trails

should be sufficient to offer at least a half day's ride without retracing the route of travel. Provision of systems of trails at the local, county, State and Federal levels should be encouraged.

Canoeing. Enjoyment of or access to wilderness by canoe provides a distinct and outstanding experience unobtainable through any other type of outdoor recreation. In order to maintain unspoiled routes for canoe travel, canoe trails, consisting of elongated water courses suitable for canoeing should be designated. Trails should provide generally continuous water travel, which may include short portages to or through areas maintaining wilderness character. They should include the provision of land or water needed for public access, portages and for camping. The selection and designation of canoe trails should be based on the determination that travel by canoe is the highest use of the water course, although some trails may be used also by other types of watercraft.

Guidelines for Waterways

Waterways should be selected on the basis of metropolitan, State or national significance. They may be of several types or combination of types from whitewater mountain streams, the more placid chains of rivers and lakes of the north woods, canals and regulated rivers, to the coastal sounds and bays. Certain waterways should be maintained in a natural state and their use restricted to small craft. Others should be developed for all types of pleasure craft. Usually the character of the waterway will determine the appropriate types of craft to be used.

In selecting waterways to be maintained in a natural state, consideration should be given to the character and ownership status of adjacent lands and the feasibility of controlling the use of these lands.

Development of waterways would include provision of adequate public access points for launching craft and camp and picnic grounds at appropriate intervals along the water course. Marinas with docking facilities and boat servicing are required along waterways to be used by power boats.

Guidelines for Hunting Areas

Pursuit of game, which has long ceased to be a necessity for existence in the United States, is now one of the major forms of outdoor recreation for millions of people. To assist in preserving the opportunity to hunt, all land and water areas in the United States and its Territories on which hunting can be considered a primary or compatible use, should be available for hunting. In State and national forests and on many other State and Federal lands hunting usually is compatible with other uses. Some areas are or should be dedicated primarily for public hunting. However, certain lands set aside as dedicated sanctuaries, in which hunting is not a compatible use, should be exempt from hunting.

Land and water areas suitable for big game habitat may extend beyond the boundaries of an individual State and, therefore, agreements should be negotiated between the States concerned to encourage consistent hunting regulations and coordinated management plans. Cooperation by Federal agencies is likewise required.

Land and water areas suitable for hunting small game will often be located wholly within counties or States. For the most part, such areas are privately owned. On private lands hunting is subject to the wishes of the landowner. Programs and plans that would encourage cooperative wildlife management and legitimate hunting use of these lands, with the owners' consent are highly desirable. Means by which landowners may be compensated for participating in such programs should be explored.

Because hunting of migratory waterfowl is regulated by Federal laws, special coordination of State hunting laws and management is required. Recent development of the flyway concept of waterfowl management points the way toward closer interstate and Federal cooperation. Preservation and development of waterfowl habitat on both public and private lands are essential.

Provision should be made for access to public hunting grounds. Codes of hunter behavior should be devised which would be fair to the hunter and landowner alike.

Guidelines for Fishing Areas

Fishing is a favorite recreation activity for increasing millions of people and is enjoyed by young and old, rich and poor alike. To assist in preserving the opportunity to fish, all public and private waters in the United States and its Territories, on which fishing can be considered a primary or compatible use, should be available for fishing. An adequate and unpolluted supply of water is essential to the maintenance of the fishery resource.

Publicly owned water, including both salt and fresh water environments, extend beyond the boundaries of counties and States and, therefore, the political subdivisions involved should be encouraged to negotiate agreements to provide just and uniform fishing regulations and necessary management plans for these waters.

Privately owned waters provide extensive opportunity for fishing. Programs and plans should be devised to encourage owners to permit public fishing on a sustained yield basis, for which they should be compensated. In designating fishing areas, provision should be made to have included in the areas such lands and waters as are needed for public access.

RECOMMENDED GENERAL POLICY OF THE FEDERAL GOVERNMENT
RELATIVE TO PUBLIC RECREATION

Prepared and adopted by
The Federal Inter-Agency Committee on Recreation

1. The United States Government recognizes that:

(a) Recreation is a human need which is essential at all times to the well-being of people, and that the national welfare is promoted by providing opportunities for wholesome and adequate recreation. Recreation activities are highly personalized and varied. The provision of necessary recreation facilities and services require national, State, and local effort, both public and private.

(b) More recreation facilities and services are needed today than every before due to the continued growth and urbanization of the population, increase in amount of leisure time, improved transportation, higher standards of living, greater appreciation of the values of recreation, and inadequacy of present facilities. Opportunities for participation in certain forms of outdoor recreation, such as enjoyment of superlative scenery and the great places of history, camping, picnicking, water and winter sports, hiking, mountain climbing, wilderness travel, hunting and fishing, will become more and more limited as our population grows, unless the limited supply of land and water areas and cultural resources suitable for recreation are conserved, and unless damages to recreation values inherent therein are prevented and repaired.

(c) It is the responsibility of communities to provide recreation areas, facilities and services to the people within their political boundaries through private and public agencies. The State governments have the responsibility to assist the communities by enacting adequate enabling laws, by providing advisory and information services and by providing such complementary recreation areas, facilities and services throughout the State as may be needed. It is the responsibility of the Federal Government to develop, and to arrange for others to develop the recreation resources on the federally owned lands, and to complement State and local programs in full cooperation with the States and their political subdivisions, without assuming responsibilities that properly rest with the States and their political subdivisions.

2. Therefore, it shall be the policy of the Federal Government to promote and to facilitate the development of adequate and coordinated recreation facilities and services throughout the nation, and for this purpose the Federal Government shall:

(a) Recognize and appraise the recreation potentialities on all federally owned lands, water areas, and facilities; and consistent with the fullest national interests, conserve and make provisions for adequate and appropriate facilities for the use of these resources for public recreation.

(b) Set aside or acquire lands needed for public park and recreation purposes, and administer and use them for such purposes, in accordance with the basic legislation covering their acquisition and use.

(c) Permit and encourage the States, their political subdivisions and others, to construct and operate recreation facilities and programs on Federal Government land when it is in the public interest to do so, taking into account the long-range recreation plans of the States.

(d) Work with the States and Territories on request, and with their political subdivisions with the consent of the States, in planning sound, long-range programs and services for State and local areas to the end that the total recreation provisions by all levels of government shall be cooperatively planned.

(e) Encourage national, State, and local leadership, both public and private, to develop recreation facilities and services adequate to meet the needs and desires of the people.

(f) Provide technical leadership and guidance in the planning and development of recreation facilities and services including the collection and dissemination of necessary and desirable data, pertinent to such planning and development through Federal agencies concerned with recreation.

(g) Develop and maintain in cooperation with State and local governmental agencies and private interests a national recreation plan which will serve as a guide to public and private agencies in integrating their activities into the overall recreation needs of the country.

INVENTORY OF EXISTING AND POTENTIAL AREAS

	1. State _____
	2. Existing _____ Potential _____
4. Name (or identifying title) of area _____	3. Type of Area (check one): Park _____ Monument _____ Recreation Area _____ Beach _____ Wilderness _____ Forest _____ Wayside _____ Nature Preserve _____ Wildlife Refuge _____
5. Administering agency and/or ownership status _____	
6. Location: County _____ Township _____ Range _____ Section _____ and/or _____ Air miles _____ (direction) from _____ (nearest town)	
7. Significance (check one): National _____ Regional _____ State _____ Local _____	
8. Acreage: Land _____ Water _____ (or _____ miles of Total _____ shoreline or river)	Suitability of surface water _____
9. Access: By road Paved _____ Improved _____ Unimproved _____ By water _____ By other (specify) _____ _____ miles from major highway (route no.) _____	
10. Key Features (describe) _____	

11. Principal types of existing recreation facilities. (List types and indicate their adequacy or inadequacy.)

12. Annual Attendance	Day Use	Overnight	Total	13. Is area being overused? Yes _____ No _____
1950				
195__				

14. Present uses other than recreation (for both existing and potential areas)

15. Does the administering agency have further development programmed within the next 5 years?
Yes _____ No _____ If yes, describe:

FILE NO.:

16. Potential development (for both existing and potential areas)

a. Does development or expansion appear feasible? Yes _____ No _____ Explain

b. Special problems

c. Suggested recreation facilities (In addition to programmed development described in Item 15)

17. Evaluation, comments and recommendations

18. Reference (Persons and records consulted in obtaining above information and location of maps and pictures)

Name of reporter	Office	Date of report	Date of field survey, if any
1			
2			
3			

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

Budget Bureau No. 42-R1317
Approval Expires December 31, 1959

INVENTORY OF EXISTING AND POTENTIAL PARKWAYS,
RECREATION ROADS, RECREATION WATERWAYS, AND TRAILS

	1. State _____
	2. Existing ___ Potential ___
4. Name (or identifying title) and/or route number _____	3. Type of Area (check one)
5. Administering agency and/or ownership status _____	Parkway _____
	Recreation road _____
	Recreation waterway _____
	Bicycle trail _____
	Hiking trail _____
	Horse trail _____
	Canoe trail _____
6. Location (county or other political unit) _____	
Termini: From _____	
To _____	
7. Significance (check one): National ___ Regional ___ State ___ Local* ___	
8. Length (miles) _____	9. Year or percentage completed (parkways only) _____
10. Method of Financing (existing only)	a. Construction: _____
	b. Maintenance: _____
11. General description of traffic way, right-of-way, fringe development and recreation use _____	

12. Parkways and Roads Only	a. R.O.W. Width	b. Road width and surface			c. Avr. daily volume during recreation season		
					Cars: _____ Estimate <input type="checkbox"/>	Trucks: _____ Sample Count <input type="checkbox"/>	
13. Trails Only	a. Annual use 195__:	Estimate <input type="checkbox"/>	Sample Count <input type="checkbox"/>	b. Maximum daily use: _____		Estimate <input type="checkbox"/>	Sample Count <input type="checkbox"/>
14. Recreation Waterways Only	a. Annual No. craft 195__:	Estimate <input type="checkbox"/>	Sample Count <input type="checkbox"/>	b. Maximum daily use: _____		Estimate <input type="checkbox"/>	Sample Count <input type="checkbox"/>
	c. Est. percentage of total use	Canoes	Rowboats	Outboards	Inboards	Commercial	Other

15. Principal types of existing recreation facilities (list types and indicate their adequacy or inadequacy)

16. Description of landscape visible from existing or potential traffic way

* Check for waterways and trails only.

17. Present or suggested location through area described in item 16, except for canoe trails and recreation waterways

18. Does the administering agency have further development programmed within the next 5 years?
Yes ___ No ___ If yes, describe:

19. Potential development

a. Potential improvement or development of traffic way and right-of-way

b. Proposed recreation and interpretive facilities

20. Special problems

21. Evaluation, comments and recommendations

22. Reference

a. Persons and records consulted in obtaining above information and location of maps and pictures
b. Cross reference to forms inventorying closely related areas

Name of reporter	Office	Date of report	Date of field survey, if any
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