Historical Perspective of Land and Water Conservation Fund

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Denver, Colorado
April 11, 2013
Historical Perspective of LWCF

* Build an historical picture surrounding the passage and intent of the 1965 LWCF Act.

* Highlight 9 contrasting ‘then and now’ perspectives.
The Context for LWCF

LWCF Act
1964
The Context for LWCF

Exploding Public Demand for OR
- Population
- Time
- Money
- Automobiles
- Highways
- OR Equipment
- Nature

LWCF Act 1964
Sunset Magazine (1957)

Izaak Walton League’s Outdoor America (June, 1960)

First university text on Recreation (1959)
“More and more, Americans are beginning to regard the delights of the land——its animals, wilderness, seas and lofty crags—as a universal heritage”.

December 21, 1961
The Context for LWCF

Exploding Public Demand for OR
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Outdoor Recreation Resources Review Commission 1958-62

LWCF Act 1964
January 31, 1962

Congressional Commission

- Laurance Rockefeller-Chair
- Four Senators
- Four Representatives
- Izaak Walton League
- Weyerhauser
- Univ. of Michigan
- New York Times
- Minnesota State DNR
- Prudential Insurance

27 volume report
50 recommendations
Exploding Public Demand for OR
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The Context for LWCF

Outdoor Recreation Resources Review Commission 1958-62

LWCF Act 1964

Bureau of Outdoor Recreation 1962

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Wilderness Act 1964

LWCF Act 1964

Outdoor Recreation Resources Review Commission 1958-62

Bureau of Outdoor Recreation 1962

Wild and Scenic Rivers Act 1968

National Trails Act 1968

1. Outdoor Recreation Demand

1965

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

Today

* Demand for outdoor recreation exceeds the supply of opportunities
* Exploding diversity—ethnicity, demographics, equipment, activities
## 2. Outdoor Recreation Benefits

<table>
<thead>
<tr>
<th>1965</th>
<th>Today</th>
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<tbody>
<tr>
<td><strong>Recognized but unsubstantiated</strong></td>
<td><strong>Recognized and increasingly substantiated</strong></td>
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<tr>
<td>• Health and vitality of the citizens of the US</td>
<td>• Economic impact</td>
</tr>
<tr>
<td>• For the Nation’s health and well-being</td>
<td>• Physical and mental wellness</td>
</tr>
<tr>
<td>• These physical, cultural and spiritual benefits should be ensured</td>
<td>• Property values</td>
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<td></td>
<td>• Education</td>
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<td>• Stewardship &amp; environmental ethic</td>
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3. Outdoor Recreation & Conservation

1965

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

Today

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

(b) PURPOSES. The purposes of this Act are to assist in preserving, developing, and assuring accessibility to all citizens of the United States of America of present and future generations and visitors who are lawfully present within the boundaries of the United States of America such quality and quantity of outdoor recreation resources as may be available and are necessary and desirable for individual active participation in such recreation and to strengthen the health and vitality of the citizens of the United States by… (LWCF Act, 1965)
The LWCF program provides a vital opportunity for the Forest Service to acquire and protect important lands to support healthier forests, safer communities, and more vibrant local economies. Land acquisition should be viewed as part of the larger agency strategy to create a resilient and productive system of forests and grasslands that provide economic and environmental stability to communities across America.

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

1965
* 40% federal
* 60% stateside

Today
* 88% federal
* 12% stateside
6. Geographic Focus of Allocations

1965
* Meet the public demand for outdoor recreation
* Where the people are
* Urban America

Today
* Where the special natural resource needs are—wildlife, watersheds, healthy forests
* Rural America
1965 Urban LWCF Focus

* President Johnson, 1965 message to Congress
  “I have already proposed full funding of LWCF and directed the Secretary to give priority attention to serving the needs of our growing urban population”.

* Laurance Rockefeller, 1965 - Trends
  “We must give far greater emphasis to conservation in our cities and suburbs. Today, this is the critical area for conservation and recreation. We must reapportion our efforts to provide outdoor opportunities for city people”.
7. Role of States in LWCF Allocations

1965

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

Today

* No role in linking federal, state and local interests
8. Federal and State Coordination

1965

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

Today

* No coordination across the 4 federal agencies
* No focal point for federal and state coordination
* Stateside coordination provided by NPS Local and Statewide Assistance Program (4 staff)
“State, federal and local cooperation is needed in the outdoor recreation area as it was never needed before”.

Stewart Udall - Trends
Volume 1, Number 1, 1964
9. Process Used for LWCF Allocations

**1965**
- Public statewide comprehensive outdoor recreation planning process at the state levels (SCORP)
- Identification of projects and priorities
- Coordinated and systems-approach
- Public-centric

**Today**
- Internal federal agency process and congressional preference
- Internal state agencies and solicitation of local projects
- Politico-centric
“The Land and Water Conservation Fund Act gives special urgency and incentive to comprehensive, coordinated planning. The Act requires a comprehensive statewide plan. I hope we will see this requirement not as red tape - not as a barrier between ourselves and some attractive federal money - but as the finest opportunity we have ever had to build well for the long haul”.

Laurance Rockefeller
ORRRC Chairman, 1965
The 1965 LWCF Model

Congressional LWCF Appropriations

Bureau of Outdoor Recreation (DOI)

Statewide Comprehensive Outdoor Recreation Plan

- Bureau of Land Management
- U.S. Forest Service
- National Park Service
- U.S. Fish and Wildlife
- States and Territories

 Communities, Cities, Counties, Special Districts, State Park Agencies
The 2013 LWCF Model

Congressional LWCF Appropriations

States and Territories

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

Statewide Comprehensive Outdoor Recreation Plan (SCORP)

Bureau of Land Management
U.S. Forest Service
National Park Service
U.S. Fish and Wildlife

States and Territories
1965 Context for LWCF

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Wilderness Act 1964
LWCF Act 1964
Outdoor Recreation Resources Review Commission 1958-62
Bureau of Outdoor Recreation 1962
Wild and Scenic Rivers Act 1968
National Trails Act 1968
1980 Context for LWCF

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Outdoor Recreation Resources Review Commission 1958-62

Wilderness Act 1964

LWCF Act 1964

Wild and Scenic Rivers Act 1968

National Trails Act 1968

2015 Context for LWCF??

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Wilderness Act 1964

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